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White House Conference: Youth, Drugs, and Violence

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

Strengthening the Justice System Response to Juvenile Crime

(Moderated by Associate Attorney General John Schmidt)

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

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

Strengthening the Law Enforcement Response to Juvenile Crime

(Moderated by Attorney General Janet Reno)

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

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

Making Schools Safe, Disciplined and Drug Free

(Moderated by Education Secretary Richard Riley)

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

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

Strengthening Families and Creating Safe Passages for Youth

(Moderated by Health and Human Services Secretary Donna Shalala)

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

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

Mobilizing Communities for Youth

(Moderated by Housing and Urban Development Secretary Henry Cisneros)

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

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

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

(Moderated by Domestic Policy Advisor Carol Rasco)

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

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

Curbing Underage Drinking

(Moderated by Transportation Secretary Federico Peña)

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

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

Reducing Drug Use Through Prevention and Treatment

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

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

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

Reducing Youth Gang and Gun Violence

(Moderated by Treasury Secretary Robert Rubin)

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

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

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

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Limiting Negative Media Influences on Youth

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

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

2. Promoting Positive and Educational Media for Youth

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

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

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

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

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

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

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

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

REDUCING YOUTH GANG AND GUN VIOLENCE

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

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

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

2. Reducing Youth Involvement in Violent Gangs

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

3. Reducing Illegal Gun Involvement by Youth

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

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

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

MAKING SCHOOLS SAFE, DISCIPLINED, AND DRUG FREE

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Developing Principles on Which To Build Strategies

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

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

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

2. Identifying Elements of Effective Strategies

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

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

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Creating an Effective Juvenile Justice System

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

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

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

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

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

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Identifying the Causes of Drug Use and Abuse

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

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

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

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

2. Implementing Drug Abuse Prevention

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

3. Providing Drug Abuse Treatment

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

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

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

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

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

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

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

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

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

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGES FOR YOUTH

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Creating Safe Passages for Youth

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

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

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

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

2. Building Strong Families

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

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

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

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

MOBILIZING COMMUNITIES FOR YOUTH

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Providing Positive Alternatives Where Youth Live

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

2. Encouraging Public/Private Partnerships

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

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

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

3. Strengthening Community Based Organizations

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

4. Creating Safe Living Environments

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

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

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

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

CURBING UNDERAGE DRINKING

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Developing Prevention Programs

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

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

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

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

2. Eliminating Underage Drinking and Driving: Implementing Zero Tolerance

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

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

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

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

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

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

3. Limiting Access

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

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

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

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

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

**PARTICIPANTS' BIOGRAPHIES
ADDENDUM**

ENOLA AIRD

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

LAFAYETTE A. BARNES

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

HELEN BOEHM

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

RICHARD D. BONNETTE

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

JOSEPH A. CALIFANO, JR.

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

MIKE CROSS

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

LARRY L. HARRIS, SR.

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

GILBERT J. MORENO

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

TERRY "TOBY" O'BRIEN

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

ROBERT T.M. PHILLIPS

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

MARTI PLOTNER

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

AMY REED

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

BONNIE REISS

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

JAMES A. RHINEBARGER

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

JUANITA L. SCARLETT

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

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MARY A. SOSA

Mary A. Sosa has been in the education field for more than 20 years. A native of (b)(6) [001] she attended public schools in that city and was inspired by her teachers to become a teacher herself. After securing her degree with teaching credentials in English and speech, Ms. Sosa taught middle school English and reading with the Edgewood Independent School District for 8 years. In 1976 Ms. Sosa joined the Texas State Teachers Association as a Field Representative and, in 1978, moved to Washington, D.C., to work for the National Education Association (NEA). During her tenure at NEA, she has designed and delivered programs that promote leadership development and enhance member awareness of basic human and civil rights. In her present position as Director of NEA's Program on Violence-Free School and Communities, she continues to help educators assist students in fulfilling their potential.

LAWRENCE WEEKLY, JR.

Lawrence Weekly, Jr., is a native of (b)(6). He earned a bachelor's degree in communications from Grambling State University. He currently serves the city of Las Vegas as a Community Liaison and as Substitute Teacher with the Clark County School District. In addition, he hosts a Saturday radio call-in talk show on KCEP Radio. Mr. Weekly is active in his community. He serves on the Board of Trustees for the Library District, as Western Regional Vice Chairman of the Kappa Leadership League, as President of the Martin Luther King Committee of Las Vegas, as Board Member of Positive Direction, and as Community Youth Advisor. He is very dedicated to helping the Nation's youth.

MALIK YOBA

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



Pre-publication Copy

Combating Violence and Delinquency:

The National
Juvenile
Justice
Action
Plan

Summary

Coordinating Council on Juvenile Justice and Delinquency Prevention Members

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Portland Police Department

The Honorable James L. Burgess
Presiding Judge
18th Judicial District of Kansas

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Program Coordinator
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Executive Director
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Rose W. Washington
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Berkshire Farms Center

U.S. Department of Justice

The Honorable Janet Reno, *Chair*
Attorney General

Office of Juvenile Justice and Delinquency Prevention

Shay Bilchik, *Vice Chair*
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Immigration and Naturalization Service

Doris Meissner
Commissioner

U.S. Department of Health and Human Services

The Honorable Donna E. Shalala, Ph.D.
Secretary

U.S. Department of Labor

The Honorable Robert B. Reich
Secretary

U.S. Department of Education

The Honorable Richard W. Riley
Secretary

U.S. Department of Housing and Urban Development

The Honorable Henry G. Cisneros
Secretary

Office of National Drug Control Policy

Lee P. Brown, Ph.D.
Director

Corporation for National Service

Eli J. Segal
Chief Executive Officer

The Coordinating Council on Juvenile Justice and Delinquency Prevention was established in 1974 as an independent organization in the executive branch of the Federal Government. The primary function of the Council is to make recommendations to the President and the Congress on coordination of overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities. Members of the Coordinating Council are listed above. The nine practitioner members in the field of juvenile justice are appointed, without regard to political affiliation, by the Speaker of the House of Representatives, the Majority Leader of the Senate, and the President of the United States.



U.S. Department of Justice

Office of Justice Programs

*Office of Juvenile Justice and
Delinquency Prevention*

Office of the Administrator

Washington, D.C. 20531

March 6, 1996

To Participants at the White House Conference on Youth, Drug Use, and Violence:

I am very pleased to provide you with this special prerelease Summary of the *National Juvenile Justice Action Plan*. The *Action Plan* has been developed by the Coordinating Council on Juvenile Justice and Delinquency Prevention, an interdisciplinary council representing nine Federal agencies and nine practitioner members from the field of juvenile justice and delinquency prevention. The Attorney General serves as Chair of the Council.

The *Action Plan Summary* focuses on the critical issues that we will be discussing today, such as the challenges confronting the juvenile justice system; youth gun-, gang-, and drug-related violence; and the importance of providing opportunities for young people, strengthening families, and mobilizing communities. I hope that you will find this summary a particularly useful reference document for your roundtable discussions.

The Attorney General and the Coordinating Council will release the full *Action Plan* on March 27 at the Council's next quarterly meeting. To support implementation of State, local, and community-based activities, the *Action Plan* provides:

- Critical research and statistical information on eight priority objectives that State and local communities can use to guide their policy, planning, and communication activities in the field of juvenile justice and delinquency prevention.
- Programmatic examples of "what works" to address the critical problem of youth violence.
- A statement of resources that Federal agencies can provide in furthering local efforts, including training and technical assistance, financial assistance, research, evaluation, and information on effective programs and strategies.
- A list with addresses and phone numbers of national organizations that provide technical assistance in support of initiatives to reduce juvenile violence.
- An annotated bibliography of a broad range of publications available from the Juvenile Justice Clearinghouse.

I hope you will take advantage of the offer in the back of the *Action Plan Summary* to obtain a copy of the full *Action Plan*, which I believe will assist us in our collective efforts to make the Nation's children and communities safe.

Sincerely,

Shay Bilchik
Administrator

Combating Violence and Delinquency: The National Juvenile Justice Action Plan

Summary

**Coordinating Council on
Juvenile Justice and Delinquency Prevention**

March 1996

Foreword

Every day, crime shatters the peace in our Nation's neighborhoods. Violent crime and the fear it engenders cripple our society, threaten personal freedom, and fray the ties that are essential for healthy communities. No corner of America is safe from increasing levels of criminal violence, including violence committed by and against juveniles. Parents are afraid to let their children walk to school alone. Children hesitate to play in neighborhood playgrounds. The elderly lock themselves in their homes, and innocent Americans of all ages find their lives changed by the fear of crime.

This Summary of the Coordinating Council on Juvenile Justice and Delinquency Prevention's *National Juvenile Justice Action Plan (Action Plan)* presents innovative and effective strategies designed to reduce violence and victimization. Through these efforts, communities and citizens are working to bring about positive change. They are establishing neighborhood watches and citizen patrols and working with law enforcement and other agencies to close down drug houses. They are cleaning up playgrounds and parks and creating drug- and weapon-free school zones. They are forming community planning teams to identify risk factors for delinquency, assess resources and needs, and provide programs designed to prevent juvenile involvement in delinquency and crime. They are creating opportunities for youth to take part in community-building activities. In concert with community oriented policing and strict accountability for offenders, these local prevention efforts are our Nation's most effective long-term weapons against crime and violence.

Although the public is deeply concerned about juvenile violence and victimization, many Americans do not know how they can help. Because the effects of juvenile violence are felt by entire communities, the search for solutions must be a communitywide effort, and every citizen needs to be involved.

The *Action Plan* describes how communities can generate solutions and how individuals and groups can prevent or reduce violence in their own block, public housing unit, or neighborhood. Cooperative partnerships among justice, health, child welfare, education, and social service systems can lay the foundation for measurable successes. Working together, individuals, groups, and communities can make real and sustained changes. The *Action Plan* also provides important information about Federal training, technical assistance, grants, research, evaluation, and other resources that support these efforts.

The Coordinating Council recognizes that much work needs to be done. However, by continuing to build partnerships throughout our government and communities, we can promote early intervention and prevention of youth violence. The solutions are within reach. The power to change America is within ourselves. Together, we can redeem the promise that every young life holds.

Attorney General Janet Reno
Chair
Coordinating Council on Juvenile Justice
and Delinquency Prevention

Acknowledgments

The problem of violent crime committed by and against juveniles is a national crisis. The work of the Coordinating Council on Juvenile Justice and Delinquency Prevention in developing the *Action Plan* represents an extraordinary accomplishment. The *Action Plan* frames the fight against juvenile violence through eight objectives that can be supported by activity at the Federal, State, local, community, and individual levels—and bases its recommended actions on research and program evaluations that give us reason to believe that we can be successful. The *Action Plan* also provides an annotated bibliography and technical assistance resources that can assist in ensuring that success.

While all of the members of the Coordinating Council participated in the development of the *Action Plan*, a Coordinating Council Working Group that includes the practitioner members and staff from both the member and other participating Federal agencies helped make this a document truly reflective of the needs of the field. The individuals, listed in Appendix B, spent countless hours reviewing, refining, and finalizing the *Action Plan*. I thank them for their significant contribution. Special thanks are due to the Department of Justice's Youth Violence Working Group and to the bureaus of the Office of Justice Programs.

There are several members of the staff of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) without whom this *Action Plan* could not have been produced. Gina E. Wood, Director of Concentration of Federal Efforts, guided this project with patience and vision to its conclusion. OJJDP Deputy Administrator John J. Wilson helped refine the document into its present clear statement. Sarah Ingersoll, Special Assistant to the OJJDP Administrator, served as the *Action Plan*'s primary author. OJJDP's Juvenile Justice Resource Center provided invaluable support in developing the *Action Plan*.

The *Action Plan* was designed to provide a framework and strategy for action to address the problem of juvenile violence facing communities, their youth, and the juvenile justice system. I believe it has accomplished this goal. I look forward to implementing the action steps and seeing the emergence of a stronger juvenile justice system and a safer America.

Shay Bilchik
Vice Chair
Coordinating Council on Juvenile Justice
and Delinquency Prevention

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An Urgent Call to Action

This Nation must take immediate and decisive action to intervene in the problem of juvenile violence that threatens the safety and security of communities—and the future of our children—across the country. Demographic experts predict that juvenile arrests for violent crimes will more than double by the year 2010,¹ given population growth projections and trends in juvenile arrests over the past several decades. (See figure 1.)

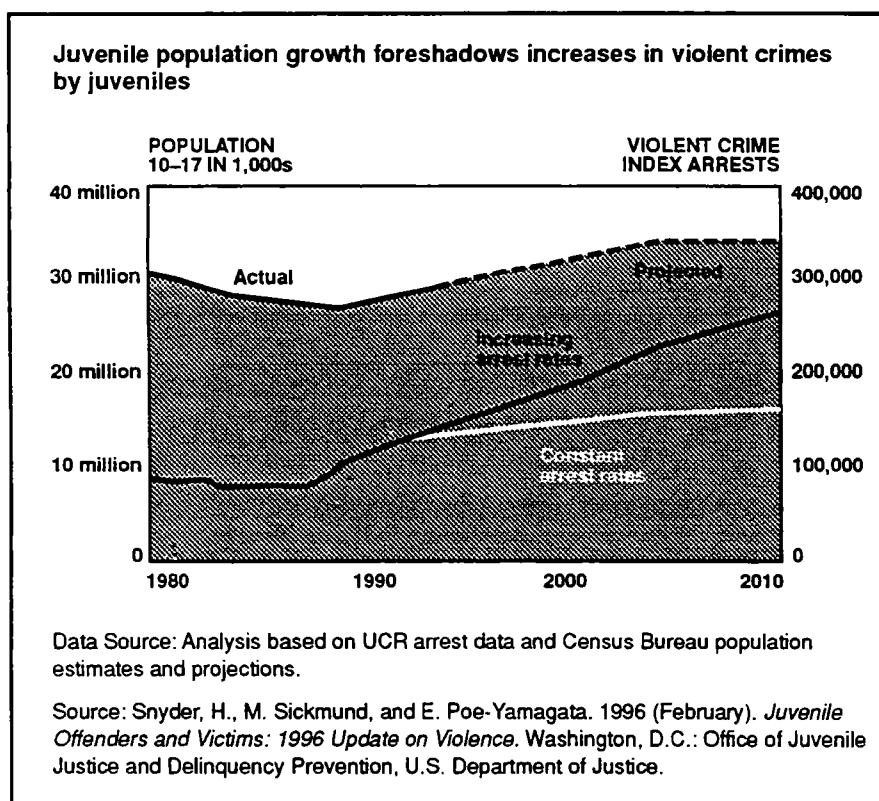
There is, however, reason for hope. Juvenile violent crime arrests are increasing, but only a fraction of youth (one-half of 1 percent) is arrested for violent crimes each year.² We can interrupt this escalation of violence based on identified positive and negative characteristics—protective and risk factors—that are present or lacking in communities, families, schools, peer groups, and individuals. These factors either equip a child with the capacity to

become a healthy, productive individual or expose that child to potential involvement in crime and violence. Of equal importance, communities are learning that they can make dramatic changes in delinquency levels by taking steps that successfully reduce the risk factors and strengthen the protective factors in children's lives.

In partnership with State and Federal agencies, communities are beginning to mobilize to combat juvenile delinquency through prevention, early intervention, and community-building strategies that address local needs. They are taking steps to reduce serious and violent juvenile delinquency by using multi-agency, coordinated approaches and innovative programs and services in the juvenile justice system.

In support of these efforts, the Coordinating Council on Juvenile Justice and Delinquency Prevention offers *The National Juvenile Justice Action Plan*. The *Action Plan*, summarized in this document, is an eight-point statement of objectives and strategies designed to strengthen State and local initiatives to reduce juvenile violence, increase the capacity of the juvenile justice system to respond, and prevent delinquency. The primary audiences for the *Action Plan* are State and local leaders, juvenile justice practitioners, and community members who are initiating or engaging in these activities and

Figure 1: Juvenile population and arrest rates



are seeking guidance, support, and resources. Educators, crime victims, law enforcement, service providers, parents, religious organizations, youth, probation officers, judges, community and business leaders, legislators, mayors, and governors—all of these individuals can benefit from and use this plan to coordinate State and local initiatives and integrate proposed Federal actions and resources into local plans.

What We Can Accomplish Together

To combat juvenile violence, all citizens must recognize that they can make a difference in their communities, both through individual action and by joining with others in comprehensive, collaborative initiatives. Efforts to reduce juvenile violence can be as basic as parents setting clear expectations and standards for children's behavior or as far-reaching as a local government implementing community oriented policing. Many national organizations are committed to supporting the implementation of community-based anti-violence initiatives and can provide products and services related to juvenile justice and delinquency prevention. A list of these national organizations appears in Appendix C, Matrix of Technical Assistance Resources. The full *Action Plan* includes an annotated bibliography that is a comprehensive compilation of publications that address juvenile violence.

The *Action Plan* supports State, local, and community-based implementation of the Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) *Comprehensive Strategy for Serious, Violent,*

*and Chronic Juvenile Offenders*³ and its recently published *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*,⁴ which provide a framework for establishing a continuum of programs and services designed to reverse the trend of increased juvenile violence and delinquency.

To support implementation of State, local, and community activities, the *Action Plan* provides:

- A list of resources that Federal member agencies of the Coordinating Council will commit to the eight priority objectives, including training and technical assistance, financial assistance, research, evaluation, legislation, and information dissemination.
- A summary of research that supports the *Action Plan's* objectives, which States and communities can use to guide their policy, planning, and communication activities.
- Model program examples that can be adapted to meet local needs.

Information in the *Action Plan* can help the reader undertake activities such as organizing a neighborhood meeting on the problem of juvenile violence, starting a teen court, supporting job training programs for youth, providing opportunities for youth to become involved in service to their communities, developing a conflict resolution or mentoring program, or volunteering as a court-appointed special advocate. Communities can also benefit from information designed to help parents raise their children without abuse, provide safe corridors to ensure safe passage for children on their way to and from school, create a community resource bank listing

local organizations that offer counseling and other services, get involved in neighborhood cleanup activities, and much more.

While the *Action Plan* recognizes the important Federal role of providing support and a national perspective, State, local, and individual commitment is critical if these efforts are to succeed.

Objectives of The National Juvenile Justice Action Plan

The *Action Plan* is a blueprint for community action designed to address and reduce the impact of juvenile violence and delinquency. It presents a framework for the handling of delinquent offenders, including possible transfer of the most serious and violent offenders to the criminal justice system, and describes programs that increase opportunities for youth to have a stake in their future. The *Action Plan* also provides tools for rebuilding the dependency court system to better assist children who are victims of abuse and neglect. Its broad spectrum of strategies can help mobilize youth and adults to strengthen their own neighborhoods and inform the public about preventing juvenile violence.

No single individual, organization, or agency—in isolation—can address the causes of juvenile violence. Working together, however, State and local leaders, representatives of public and private groups, and individual community members—including youth—can bring about measurable change based on strategies that work by directing their energies to meet the eight objectives of the *Action Plan*. The following objectives, all of equal importance, can be achieved by

communities that are willing to address public safety concerns while making a commitment to services for children.

Objective 1. Provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles.

Safe communities and juvenile accountability are central to the *Action Plan*. It proposes a strong juvenile justice system that provides a continuum of services for juveniles who come into the system for a variety of reasons, such as truancy, homelessness, drug abuse, mental illness, or delinquent offenses. The juvenile justice system must be given the tools to assess the risk the juvenile offender poses to the community, determine rehabilitative needs, and provide graduated sanctions and treatment commensurate with both conduct and needs. It must also be able to meet the needs of dependent, abused, and neglected children and status offenders.

The juvenile justice system response to delinquent conduct should be based on the balanced and restorative justice philosophy, which balances the need for offender accountability to the victim and the community, the need to provide for public safety, and the system's goal of helping youth become competent, contributing members of society. However, an effective response to victims' concerns must be balanced with reasonable confidentiality protections for juvenile offenders.

The *Action Plan* emphasizes the need for multidisciplinary assessment teams and centers that

bring together a broad range of juvenile service workers (e.g., intake, probation, parole, education, social services, mental health) in a single place. These teams or centers can efficiently perform functions that are required to accurately identify the sentencing, treatment, or rehabilitative needs of each juvenile and assess risk to the community. Assessment centers offer a systematic and coordinated way for youth to enter or be diverted from the system that is likely to result in cost-effective, individualized treatment plans.

A system of graduated sanctions is the recommended mechanism for attaining treatment and accountability goals for delinquent offenders. Graduated sanctions encompass three levels:

- Immediate intervention (community restitution, day treatment centers, diversion programs, and protective supervision projects) for first-time delinquent offenders and many nonviolent repeat offenders.
- Intermediate sanctions (residential and nonresidential community-based programs, weekend detention, intensive supervision, probation, wilderness programs, and boot camps) for many first-time serious and repeat offenders and some violent offenders.
- Secure confinement (community confinement in small, secure treatment facilities or, where necessary, incarceration in training schools, camps, and ranches) for offenders categorized as violent or repeat serious offenders.

Levels of sanctions should be based on consideration of the offense and offense history (risk) and the offender's treatment and rehabilitation needs.

The *Action Plan* provides examples of effective programs designed to systematically identify treatment needs. For example, Family Assessment Service Teams, a part of the Norfolk (VA) Police Assisted Community Enforcement effort, use an interagency approach to coordinate resources and improve the effectiveness of juvenile services. Reports show that crime and fear of crime have dropped markedly in neighborhoods targeted by this program.⁵

The Bethesda Day Treatment Center Program in West Milton, PA, provides services to delinquent and dependent juveniles without removing them from their homes. A preliminary study shows recidivism rates far lower than State and national norms.⁶ Also in Pennsylvania, Student Assistance Programs

The Bethesda Day Treatment Center Program in West Milton, PA, provides services to delinquent and dependent youth without removing them from their homes.

(SAP's) are addressing truancy, school dropout, violence, and drug abuse through education. The development of effective working relationships among education, juvenile justice, law enforcement, school-based probation officers, other social service agencies, and families has been one of the program's most important accomplishments. SAP has been implemented in 29 Pennsylvania counties in recognition of its success in helping students make impressive academic and behavioral gains.⁷

The Florida Environmental Institute (FEI), also known as "The Last Chance Ranch," targets Florida's most serious juvenile offenders. Located in a remote area of the Florida Everglades, FEI offers both a residential phase and a nonresidential aftercare program. Two-thirds of its referrals are adjudicated delinquents from the criminal justice system. Yet, because of its strong emphasis on education, hard work, social bonding, and aftercare, recidivism rates of juveniles who have gone through the program are substantially less than rates of traditional training school programs: 30 percent instead of 50–70 percent.⁸

The *Action Plan* also supports intensive aftercare programs to provide juveniles who are returning to the community with high levels of social control and transitional support. Strengthened cooperation between schools and probation departments is a critical component of aftercare programming.

The Florida Environmental Institute (FEI), also known as "The Last Chance Ranch," targets Florida's most serious juvenile offenders.

Critical tasks for States and local communities are to determine what is being accomplished to prevent juvenile violence and to ensure that a system of graduated sanctions is put in place to provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles. Key elected officials, grassroots community leaders, youth groups, crime victims, and other key participants should be included in community planning and implementation of a comprehensive multidisciplinary strategy

to address juvenile delinquency. Local leaders can establish a prevention policy board to assess risk factors for delinquency; review current juvenile programs, laws, and ordinances; identify gaps in service delivery; and establish priorities for addressing them, including the development of strategies that address gender issues and disproportionate minority confinement.

To support State and local efforts, Federal action will:

- Assist in the development of model State and local programs through training and technical assistance.
- Ensure that the rights of victims of juvenile offenders are recognized.
- Provide communities with guidance for implementing a comprehensive strategy that reflects both delinquency prevention and graduated sanctions.

- Provide model protocols for intake, assessment, and aftercare.
- Provide research on the effectiveness of alternatives to incarceration, such as boot camps and community-based programs and services.
- Address and support efforts to reduce disproportionate minority confinement in secure facilities.
- Highlight and address issues confronting female juvenile offenders.

Objective 2. Prosecute certain serious, violent, and chronic juvenile offenders in criminal court.

The purpose of this objective is both to protect the public and to separate certain serious, violent, and chronic juvenile offenders from those juveniles who can benefit from treatment and rehabilitation in the juvenile justice system. Statistics show that a small percentage of the juvenile offender population is responsible for most of the serious and violent juvenile crime.⁹ Transferring to criminal court those targeted juvenile offenders who are the most chronic and who commit the most serious and violent crimes enables the juvenile justice system to focus its efforts and resources on the much larger group of at-risk youth and less serious and violent offenders who can benefit from a wide range of effective intervention strategies.

However, States and the Federal Government should review their statutory transfer mechanisms to ensure that they are appropriately applied. The transfer alternative should only be considered for those juveniles whose criminal history, failure to respond to treatment, or serious or violent conduct clearly demonstrates that they require criminal justice system sanctions. We must also remain vigilant about a juvenile's right to effective counsel and cognizant of the potentially harmful impact of placing juveniles in adult jails, lockups, and correctional facilities, including problems associated with overcrowding, abuse, youth suicide, and the risk of transforming treatable juveniles into hardened criminals. Most of all, a recognition of the continuing

need for transfer of juveniles to criminal court must strengthen our resolve to prevent delinquency and intervene early to decrease the risk of future criminal conduct.

The *Action Plan* proposes a two-tier system of extended jurisdiction in the juvenile court for serious, violent, and chronic juvenile offenders and consideration of innovative blended sentencing options for juvenile offenders under criminal court jurisdiction. This system would permit the transfer of some juvenile offenders contingent upon age, presenting offense, and offense history, allowing greater prosecutorial discretion for the older, more serious offender. State laws should consider appropriate discretionary powers for prosecutors to proceed to criminal court as the ages of juvenile offenders and the severity of the offense increase, thereby allowing for individualized case review and decisionmaking.

Extended jurisdiction of the juvenile court can be predicated upon a judge's determination that a juvenile is a serious, violent, or chronic offender based upon the current offense and the juvenile's prior history in the justice system. The court could be authorized to use this extended jurisdiction to keep an adjudicated delinquent in the system beyond age 21 if there were a reasonable expectation of successful treatment.

The use of innovative blended sentencing options can function as a supplement to the provision of extended jurisdiction by authorizing the criminal or juvenile court judge to utilize or, when appropriate, to combine juvenile and adult responses into a continuum of sanctions appropriate to the offense history and age of the juvenile.

The *Action Plan* advocates a clear judicial role in either the decision to proceed against a juvenile as a criminal offender or at the dispositional stage through discretion in sentencing options, as previously outlined. However, while not advocating for statutory exclusion or lowering the age for criminal court jurisdiction, the *Action Plan* recognizes that, in some instances, State law may use more than one transfer mechanism and expressly provide for the imposition only of criminal sanctions for specific classes of offenses at specific ages.

If the graduated sanctions model recommended in the *Action Plan* is fully implemented in a jurisdiction with adequate programming and resources, then the numbers of juveniles being transferred into the criminal court or classified for extended jurisdiction should decrease. In the interim, however, a more flexible mechanism is needed that ensures public safety and provides appropriate sanctions for serious, violent, and chronic juvenile offenders. With flexibility in court sentencing, the criminal court judge can access juvenile court programming as a "last chance" option for these offenders, while also enhancing the supervision of the court and heightening the motivation of the offender, who is accountable to the criminal court and faces a potential prison sentence upon violation of sentencing conditions.

Once the juvenile justice system is strengthened to work more effectively with the serious, violent, and chronic offender, as advocated in the *Action Plan*, the number of juveniles who need to be transferred to the criminal court for public safety reasons should be reduced.

The *Action Plan* presents effective sentencing strategies to help meet this objective while providing flexibility and individualized justice. In Minnesota, for example, a blended sentencing law creates a new category of juvenile offenders called "extended sentence jurisdiction juveniles" who receive both a juvenile disposition and a suspended criminal sentence. The criminal sanction can be imposed if a juvenile fails to conform to the requirements of the juvenile disposition.

Similarly, Florida's three-tiered approach gives prosecutors expanded discretionary power in making jurisdictional decisions as the ages of defendants and the severity of offenses increase.¹⁰ In Florida's criminal courts, the judge has a variety of sentencing options and can sentence the offender as an adult or as a juvenile.

At the Federal level, the *Action Plan* also suggests examining the advisability of amending the Federal Juvenile Delinquency Code to remove procedural barriers to the transfer of juveniles under Federal jurisdiction for criminal prosecution, including adding prosecutorial transfer authority (direct file) for certain serious and violent offenses.

State and local juvenile justice and law enforcement responses to serious and violent juvenile delinquency are critical. They include prosecuting, adjudicating, and sentencing juveniles; implementing transfer mechanisms; and establishing and maintaining automated recordkeeping systems in local juvenile courts. State legislators, victims, child advocates, researchers, and the media also play critical roles in shaping and influencing proposed juvenile justice laws and policies, as well as ensuring that the system is meeting its goals.

To support State and local efforts, Federal action will:

- Promote innovative options for the appropriate maintenance and sharing of juvenile records.
- Improve targeting, apprehension, prosecution, treatment, and correctional facilities and programs for serious, violent, and chronic juvenile offenders.
- Assist States and local governments to identify juvenile offenders by offering guidance on appropriate ways to access and maintain juvenile records.
- Examine transfer statistics and the impact of innovative sentencing options.
- Develop and support innovative options for the handling of serious, violent, and chronic juvenile offenders.
- Review procedural barriers to prosecuting violent juvenile Federal offenders as criminal offenders.
- Provide training and technical assistance to Federal, State, and local prosecutors and judges handling juvenile cases.

Objective 3. Reduce youth involvement with guns, drugs, and gangs.

Youth access to guns is related to the increased youth homicide rate we are witnessing in this country. A strong relationship between illegal gun possession by juveniles, delinquency, and drug use has been found in an OJJDP-sponsored longitudinal study on the causes and correlates of delinquency. The study found that nearly

three-quarters of youth who possessed guns illegally committed some type of street crime; one-quarter committed a gun-related crime; and 4 out of 10 used drugs.¹¹

The Kansas City Experiment formed a working group consisting of law enforcement, human service agencies, and community organizations to focus police efforts in high-crime neighborhoods.

Drug activity appears to exacerbate youth violence, and firearms are more prevalent around drug activity.¹² In 1984, the United States saw a dramatic increase in youth gun homicide, coinciding with the introduction of crack cocaine into urban communities. Studies show that as the use of guns by drug-involved youth increases, other young people obtain guns for their own protection. This cycle of fear or "diffusion" theory¹³ is supported by forthcoming research on the "ecology of danger."¹⁴

Today, youth gangs exist in nearly every State. One expert estimates that more than 3,875 juvenile gangs with a total of more than 200,000 members are established in the 79 largest U.S. cities.¹⁵ More disturbing is that gang violence has spread from the streets into areas traditionally considered safe havens, such as schools.

A joint effort between the Chicago Police Department and the Chicago Housing Authority Police Department provides another successful model.

The Kansas City (MO) Experiment is a project supported by the National Institute of Justice, the Bureau of Justice Assistance (BJA), the U.S. Attorney's Office, and the Kansas City Police Department. These groups have formed a

coalition consisting of law enforcement, human service agencies, and community organizations to focus police efforts in high-crime neighborhoods by routinely stopping

traffic violators, youth in violation of curfews, and individuals involved in other infractions of the law. Special gun-intercept teams have proven to be 10 times more cost effective than regular police patrols.¹⁶

A joint effort between the Chicago Police Department and the city Housing Authority Police Department provides another successful model. Funded by BJA, partners in the Building Interdiction Team Effort (BITE) work together to secure the perimeters of buildings, challenge suspicious persons, patrol and search common areas and vacant apartments, and conduct searches of occupied units with tenant consent. This concentrated effort on the part of police is sending a clear message to gangs that these buildings contain family homes and are neither havens for

criminal activity nor turf to be claimed. Preliminary results indicate that the strategy has improved overall safety and reduced drug trafficking in one housing development and drug-related violence in another.¹⁷

The *Action Plan* supports the coordination of Federal, State, and local law enforcement teams to improve investigative efforts and successful prosecution of gun-, gang-, and drug-related cases. It also recognizes that law enforcement has taken a lead role in implementing juvenile crime prevention and intervention strategies as part of a comprehensive community oriented policing approach. The *Action Plan* supports these efforts by promoting youth-focused community oriented policing that is effectively linked with the juvenile justice system and that can contribute significantly to reducing crime, disorder, and fear in communities. The *Action Plan* also supports implementation of effective gang prevention strategies and the development and consideration of model juvenile handgun legislation.

work of counselors and volunteers, most of whom live in the neighborhood, the program has shown significant success in deterring gang violence and drug use, with 95 percent of the participants surveyed involved in educational activities.¹⁸

State and local actions to address gun, drug, and gang violence require a combination of tough and smart law enforcement and prevention activities including: seizing firearms from juvenile offenders in school and turning them over to appropriate law enforcement agencies for tracing; supporting technological innovations in gun and ammunition manufacturing that will help reduce the accessibility of lethal weapons; developing appropriate intervention programs for gang-involved youth; and involving youth in planning and

- Support interagency gun and drug interdiction and suppression strategies.
- Get guns out of schools by providing guidance and technical assistance on enforcement of the Gun-Free Schools Act of 1994 and providing alternative education programs to keep youth suspended or expelled for weapons law violations off the streets.
- Support U.S. Attorneys' efforts to advance local anti-crime and anti-violence initiatives.
- Target youth gangs through prevention, intervention, and suppression strategies.
- Advance youth-focused community oriented policing through community demonstration projects and technical assistance.
- Provide information on effective curfew programs for juveniles.
- Disseminate information on model youth handgun legislation and strategies for reducing gun violence.
- Provide research on the efficacy of drug abuse prevention and treatment models.
- Promote the development of juvenile drug courts that supervise nonviolent juvenile offenders with substance abuse problems.
- Support community partnership efforts to prevent substance abuse and help youth resist pressure to use drugs.
- Advance technological interventions to reduce gun violence, such as guns that are harder to conceal and have trigger safeties, fingerprint identification, and loading indicators.

Nuestro Centro (Our Center) Gang, Drug, and Dropout Intervention Program took a grassroots preventive approach to the problem of juvenile violence.

Nuestro Centro (Our Center) Gang, Drug, and Dropout Intervention Program in Dallas, TX, inaugurated in 1991 with OJJDP funds, took a grassroots preventive approach to the problem of juvenile violence. Citizens and community leaders in a predominately minority neighborhood decided to take back their streets by converting an abandoned fire station into a community-run youth center. Participants in the afterschool program are unemployed and undereducated youth affected by drug abuse, gangs, school problems, family problems, physical and sexual abuse, and delinquency. Through the dedicated

implementing youth-focused community oriented policing programs. The *Action Plan* also supports advances in drug and alcohol prevention and treatment strategies as effective anti-violence strategies.

To support State and local efforts, Federal action will:

- Enhance law enforcement capacity to respond to juvenile crime and drug trafficking by providing training, technical assistance, and additional funding for anti-drug efforts in public housing.

Objective 4. Provide opportunities for children and youth.

Comprehensive neighborhood-based programs that help children develop positive life skills and minimize risk factors, give them support and direction, and create opportunities for community involvement and service have proven to be the most effective defense against violent delinquency. Additionally, programs that address the needs of at-risk youth and juvenile status offenders provide a cost-effective and successful approach to delinquency prevention and intervention and help ensure future public safety.

Integrated prevention and intervention programs should be initiated early in a child's development, must be culturally appropriate, and must target multiple risk factors for delinquency. The *Action Plan* supports such integrated programs for two fundamental reasons.

First, delinquency prevention is cost effective. According to one conservative estimate, the average cost of incarcerating a juvenile for just 1 year is close to \$34,000.¹⁹ Others put the figure between \$35,000 and \$64,000.²⁰ The total cost of a young adult's (age 18–23) serious, violent criminal career is estimated to be \$1.1 million.²¹ In contrast, the current cost of Head Start's intervention program, which is effective in developing school readiness skills among high-risk children and reduction in later delinquency, is \$4,300 per year per child. Similarly, a delinquency prevention program in California produced a direct savings to law

enforcement and the juvenile justice system of \$1.40 for every \$1 spent on prevention.²² Such savings, when combined with the indirect benefit of producing healthy, engaged, and contributing youth, are invaluable.

Second, program evaluations have documented that "prevention works."²³ Effective prevention strategies reduce certain factors that increase the risk that a youth will engage in delinquent or violent behavior, and they strengthen or complement certain protective factors that help youth avoid delinquent behavior and make healthy life choices.²⁴ To successfully reduce youth violence, prevention strategies must engage the entire spectrum of individuals and community systems impacting a young person's life, including families, schools, peers, and other adults in the community.

The Madison Square Boys & Girls Club in Brooklyn, NY, helps strengthen protective factors for children.

Effective strategies combine programs such as truancy reduction, mentoring, conflict resolution, afterschool tutoring, vocational training, cultural development, recreation, and youth leadership in multipurpose family resource and neighborhood centers in school and community settings.

The Madison Square Boys & Girls Club in Brooklyn, NY, is a notable example of a program that strengthens protective factors for children by providing cooperative educational activities. According to a Columbia University study, Boys & Girls Clubs have been effective

in increasing rates of school attendance and improving academic performance. In addition, Clubs in public housing projects have reduced the juvenile crime rate by 13 percent.²⁵

The BJA-funded Teens as Resources Against Drugs project inspired teens in New York City, Evansville (IN), and three South Carolina communities to successfully fight drug activity through peer teaching, messages on murals, fine arts productions written and choreographed by youth, and community events such as fairs and substance-free New Year's Eve parties. One measure of success is that the initial Federal funding has been replaced by local resources, and most of the program sites remain active today.²⁶

Robert Taylor Homes in Chicago, IL, has developed a Mentoring and Rites of Passage program designed

to assist adolescents in their transition to adulthood. Mentors meet with small groups of young people to discuss self-concept, sexual awareness, communications, and appreciation for cultural heritage. Program evaluators ask participants to report on their social interactions, incidents involving violent behavior, hospital visits related to violence, and calls to police about violence in the housing project.

Delinquency prevention initiatives at the Federal, State, and local levels are key elements in the *Action Plan*. By preventing delinquency, communities can reduce juvenile crime

and deter youth from eventual involvement in crime as adults, decreasing both the current threat to public safety and future levels of funding for prosecution and incarceration.

To support State and local efforts, Federal action will:

- Launch an initiative to address the problem of youth outside the educational mainstream.
- Provide mentoring opportunities for youth.
- Provide guidance in implementing school-based conflict resolution programs.

The Elmira (NY) Home Visitation Program provides maternal and child health services to low-income, unmarried teens during pregnancy and the first 2 years of their children's lives.

- Increase school safety to improve opportunities for youth academic success.
- Provide youth with activities that encourage positive youth development.
- Provide training and opportunities for youth employment through education, the Job Corps, and programs focusing on high-technology skills.
- Establish and support family-based community centers that integrate service delivery through a range of promising prevention programs.
- Provide opportunities for youth to serve their communities.
- Coordinate and disseminate information about Federal crime prevention programs.

Objective 5. Break the cycle of violence by addressing youth victimization, abuse, and neglect.

Many violent juveniles have themselves been victims of neglect, abuse, and violence. There is a clear link between violence in the home and a juvenile's later involvement in violent delinquency.²⁷

The *Action Plan* proposes strengthening three priority areas to help communities interrupt the cycle of violence. First, it advocates strengthening families' capabilities

to supervise and nurture the positive development of their children in nonviolent homes and communities. Family strengthening programs can provide support through assistance with effective parenting skills, home visitation, and teen-parent groups designed to prevent child abuse and neglect and to foster healthy development.

Second, if family strengthening efforts fail and abuse and neglect occur, juvenile and family courts can play a critical role in identifying cases of child abuse and neglect, making referrals to supportive services, and providing followup. To be effective, child protective service and dependency court personnel must be well trained and have manageable caseloads. They must also be equipped with sensitive intake protocols that allow them to identify abuse and neglect cases, thoroughly investigate them, and provide prompt and appropriate services.

Third, for children at substantial risk for continued familial abuse and neglect, the *Action Plan* recommends stable, high-quality foster care to prevent further victimization. Equally importantly, it calls for timely planning for permanent placement or reunification to avoid multiple placements during a child's formative years.

The Elmira (NY) Home Visitation Program is a successful program that strengthens families' abilities to supervise and nurture the positive development of their children. It provides a wide range of maternal and child health services to low-income, unmarried teens during pregnancy and the first 2 years of their children's lives. The program has resulted in a 75-percent reduction in cases of child abuse and neglect and a 32-percent reduction in emergency room visits for 2-year old children.²⁸

Children removed from their homes due to abuse or neglect need safe shelter, counseling, and assistance to adapt socially and academically. In Cincinnati, OH, members of the Hamilton Juvenile Court, the Cincinnati Bar Association, and the Junior League developed ProKids to serve as court appointed special advocates (CASA's) for abused and neglected children. When ProKids was created in 1981, only 25 programs in the Nation used community volunteers as child advocates for abused and neglected children. By 1994, ProKids had trained more than 450 child advocate volunteers, and 1,200 children have been served by the program.²⁹

Early prevention programming is supported by some of the strongest research on program effectiveness. State and local implementation of early prevention programming can include fostering substance abuse

treatment approaches for addicted parents, supporting adolescent pregnancy prevention programs, or providing mental health and treatment services and parenting skills for incarcerated abusers, including young offenders who are victims of abuse, to interrupt the cycle of violence.

To support State and local efforts, Federal action will:

- Improve juvenile and family court handling of child abuse and neglect cases by disseminating information to communities on model dependency court programs and protocols.

In Cincinnati the Hamilton Juvenile Court, the Cincinnati Bar Association, and the Junior League developed ProKids to serve as court appointed special advocates (CASA's) for abused and neglected children.

- Enhance local efforts to investigate and prosecute child abuse and neglect cases, including child abuse fatalities, and strengthen child protective services by promoting interdisciplinary efforts.
- Strengthen at-risk families through family support services and fund comprehensive health, educational, nutritional, social, and other services that give children a healthy start.
- Support community-based services that reduce family violence and victimization.
- Provide training and technical assistance to strengthen agencies serving children and their families.
- Improve services to children who are victims of abuse and other crimes by continuing to

provide support for the development and enhancement of local CASA's and funding for multidisciplinary teams at children's advocacy centers.

Objective 6. Strengthen and mobilize communities.

Juvenile violence stems in large part from a breakdown of family and community structures. Every community has the capacity and resources to address this breakdown by nurturing strong families, providing social support systems, and reinforcing healthy cultural norms and values. Too often, however,

services are not developed, coordinated, or integrated to support these resources, leading to frustration and ineffective efforts to build positive community institutions.

Mobilizing and strengthening communities means enabling residents to recognize and solve their own problems and creating opportunities for everyone to take responsibility for finding solutions. Effective problemsolving requires involvement by adults and youth, working in partnership with local service providers, to assess problems and set priorities and to ensure that scarce energies and resources are used wisely.

A communitywide approach to reducing youth violence and delinquency is promising for two reasons. First, it affects the entire social environment by focusing on community norms, values,

and policies as well as on conditions that place children at risk for adolescent problems. Second, all members of the community can apply their expertise where it is most effective. Community mobilization holds the promise of investing every local resident in solving what is truly a shared goal: helping young people grow up to maximize their potential and reduce their likelihood of involvement in violence and delinquency. Federal and State governments can assist communities by showing them the most effective ways to tap into fiscal and human resources.

There are many examples of communities that have reduced despair and fear, involved a wide variety of citizens, and produced concrete results to improve circumstances for their children and youth. The Oakland (CA) Community Organization brought together local citizens, law enforcement, and municipal regulatory agencies to eliminate drug activity in their neighborhood. They organized a neighborhood cleanup and closed down more than 300 drug houses.³⁰

In the Texas City Action Plan To Prevent Crime (T-CAP), the National Crime Prevention Council worked with seven municipal governments, local leaders, private entities, and citizens to adopt and implement strategies to reduce violence. Nearly 600 people contributed time and effort to the process, logging over 30,000 volunteer hours in 12 months. The results of T-CAP were manifested in many ways, including the formation of a business crime council and improved communication in crime-besieged neighborhoods. In one city, the perspectives of the T-CAP coalition became the basis for reorganizing the city

police department and for the creation of a citywide resource center for crime prevention information.³¹

OJJDP's Title V Initiative, Incentive Grants for Local Delinquency Prevention Programs, provides an example of effective resource allocation combined with training. During 1994, the Title V Initiative distributed grants to 49 States and 6 Territories to promote local

efforts can also include: using the Federal communications infrastructure to gather information about successful prevention and intervention programs that can be adapted to a local implementation strategy; engaging in neighborhood crime watches and cleanups; and enforcing local ordinances, housing codes, health and fire codes, anti-nuisance laws, and drug-free rental clauses in residential and business environments.

The Oakland Community Organization brought together neighborhood residents, law enforcement, and municipal regulatory agencies to take action to eliminate drug activity.

planning and attract local financial and human resources. Nearly 2,500 participants attended OJJDP-sponsored training sessions and learned how to implement an effective prevention planning framework, design new approaches to interagency collaboration, and conduct valuable risk and resource assessments.³²

The *Action Plan* supports this process of developing partnerships on many levels. It advances a new paradigm that calls upon each community resident to play a role in preventing juvenile violence. The keys to success lie in adult guidance, youth responsibility, a responsive media, and an engaged private sector.

The Coordinating Council is a Federal model of interdisciplinary cooperation and leadership, encouraging each State and community to tailor these *Action Plan* steps to identified State and local priorities, needs, and resources.

The primary goal of community action is to involve citizens and create partnerships. Community

To support State and local efforts, Federal action will:

- Support concentrated strategies to improve distressed neighborhoods and reduce violence citywide through programs such as Empowerment Zones and Enterprise Communities (EZ/EC), Operation Weed and Seed, the Comprehensive Communities Program (CCP), and HOPE VI public housing Urban Revitalization Grants.
- Link Federal and private initiatives at the community level, for example, by funding the SafeFutures program in selected jurisdictions.
- Advance communities' use of the public health approach to assessing and reducing violence.
- Hold satellite video teleconferences to share information on successful delinquency prevention and juvenile justice system programs that can be implemented at the local level.

- Encourage youth and adults to contribute to the safety of their communities.
- Improve the existing communications infrastructure with efforts such as Partners Against Violence Network (PAVNET) and utilize state-of-the-art technology to enable Federal, State, and local governments to share information about effective strategies and current research.
- Establish a center to coordinate the delivery of juvenile justice and delinquency prevention training and technical assistance.
- Promote collaborative funding for programs among Federal agencies and public and private funding sources.

Objective 7. Support the development of innovative approaches to research and evaluation.

Juvenile delinquency and violence statistics come from both the juvenile justice system and data on delinquent behavior generated by other disciplines. Ideally, data collection systems should complement and enhance each other. For example, analysis of juvenile arrests should reveal information about causes of delinquency and entry into the juvenile courts and corrections systems. One goal of this objective is the effective coordination and integration of data and statistics.

To enhance evaluation and research efforts, the *Action Plan* advocates innovative approaches in three critical areas: national statistical

information and systems on the nature and extent of juvenile delinquency and violence; longitudinal research to strengthen our understanding of the complex relationships between risk and protective factors; and rigorous evaluation of programs designed to address juvenile delinquency. In each of these areas, we must develop data collection instruments that are sensitive to ethnicity, culture, and gender and that can better measure the complete context of juvenile delinquency.

Efforts to improve juvenile justice statistics and research will include an OJJDP plan to collect and analyze national indicators on risk and protective factors; expand juvenile custody information systems and include data on juvenile detention populations; build a knowledge base on criminal justice system handling of juveniles; coordinate data collection among the juvenile justice, mental health, and child welfare systems; and improve existing data collection systems and eliminate duplication of effort.

In addition, the *Action Plan* recommends that Federal agencies support or continue efforts to strengthen public and private research on the causes and correlates of violence; the role of drugs in delinquency; the nature and extent of youth gangs; the system response to juvenile sex offenders; and youth development.

The *Action Plan* advocates strong support for a juvenile program evaluation strategy that includes the following critical elements:

- Making evaluation funding an integral part of program development.

- Using evaluability assessments and constructing logic models.
- Enhancing local evaluation capacity.
- Linking evaluation findings to program development and practice.

Groups at State and local levels should engage in and support research and evaluation to ensure accurate and useful program results. The *Action Plan* encourages individuals and projects to develop linkages with colleges and universities that can provide the expertise, staffing, or funding to conduct research on local youth violence concerns and program evaluation. The *Action Plan* also supports expanding and coordinating management information systems across youth-serving agencies, involving youth or community members in surveying residents about their needs, and recording the development of projects so that others may replicate successes.

To support State and local efforts, Federal action will:

- Build local and Federal evaluation capabilities through information dissemination, training, and technical assistance.
- Implement a 5-year plan to improve national statistical data on violence and delinquency.
- Develop a 5-year comprehensive plan to coordinate research related to violence and delinquency.
- Implement additional long-term studies to increase understanding of the causes and correlates of youth crime and violence.

- Address gaps in youth gang, gun, and drug research.
- Examine the impact of different processing options for offenders in the juvenile justice system.
- Translate research findings into program development and practice.
- Integrate evaluation into demonstration projects.

Objective 8. Implement an aggressive public outreach campaign on effective strategies to combat juvenile violence.

A well-designed public information campaign is essential to the success of any juvenile violence reduction plan. The *Action Plan* advocates a national and local partnership with the media to mount a public information campaign designed to persuade young people to avoid violence and dangerous lifestyles, to teach adults about proven anti-violence strategies, and to involve all segments of the community in the fight against juvenile violence. The *Action Plan* also supports an aggressive media campaign that will help juvenile justice system and social service professionals be more effective. Communicating the types of actions that work in addressing juvenile violence to a wide variety of audiences will motivate community leaders and residents to work collaboratively.

One goal of public information efforts is to change public perception about the nature and extent of juvenile violence and inform the community about strategies that have

proven to be successful in reducing or preventing juvenile violence. An effective public information campaign can also convince adults and youth that their active involvement can make a difference.

Communities that conduct local targeted public information campaigns should include an evaluation mechanism that will provide important data on the effectiveness of their efforts. These data will help not only with planning for future public campaigns but also with the design and implementation of local anti-violence public awareness events. Evaluating public awareness efforts also serves as a mechanism for attracting local financial and other resources.

Several organizations have accumulated substantial experience in media campaigns and partnerships and are available to assist local jurisdictions. The National Crime Prevention Council, for example, distributes an action kit, *Partner With the Media To Build Safer Communities*, that includes reproducible materials to help communities reach the public with their anti-crime, anti-violence messages.³³

The National Citizens' Crime Prevention Campaign conducted a large-scale public education effort, symbolized by McGruff®, the "crime dog." An independent evaluation in 1991 determined that the campaign can generate individual action at a cost of only 2.9 cents per person.

The campaign's public service messages generate \$50 or more in donated print space and air time for every \$1 of Federal funds spent in their development.³⁴

The Turn Off the Violence campaign engaged the help of local print and electronic media to convince residents that violence is an unacceptable way to resolve conflict.

The Turn Off the Violence campaign, inaugurated in Minneapolis-St. Paul, MN, engaged the help of local print and electronic media to convince residents that violence is an unacceptable way to resolve conflict. The campaign also encouraged media to reevaluate its own violent entertainment programming. This grassroots initiative, which required limited funding, has spread throughout Minnesota and is being adopted by other States and cities.³⁵

Highlighting successes and sharing positive information about youth violence reduction efforts serves as a catalyst for encouraging community residents to address juvenile violence problems in their own neighborhoods. The local media can bring attention to the complex issues that surround juvenile crime and violence and can play a role in publicizing positive youth activities. Young people can create and distribute newsletters, produce a cable teen talk show, or plan and

implement an annual event such as a drug awareness fair. Elected officials and community leaders can write opinion and editorial pieces or sponsor radio public service

announcements. Together, these efforts can help to get the message out.

To support State and local efforts, Federal action will:

- Disseminate public service announcements that help to influence young people's choices to live healthy lifestyles and make all residents aware of the critical roles they can play in reducing delinquency and youth violence.
- Develop a document on ways community residents can reduce juvenile violence.
- Produce a videotape and CD-ROM on reducing juvenile violence.
- Produce a media message on reducing gun violence.
- Link successful local initiatives with a national public information campaign.

Reduce Tomorrow's Violence: Take Action Today

The sobering projections about the future of juvenile violence underscore the need for strong, immediate, well-planned, and decisive action to intervene early with efforts to prevent younger children from following in the self-destructive footsteps of many of their older brothers and sisters. At the same time, it is imperative that we effectively respond to that small percentage of juvenile offenders who repeatedly victimize the community and who account for the vast majority of serious and violent delinquent acts. We must take immediate steps to improve the capacity of the juvenile justice system to respond to juvenile offenders. If we fail to respond to their needs, the potential costs to society in human lives and productivity will be an onerous and tragic burden to future generations.

In taking action, States and localities have a variety of choices that are both critical and difficult. Funds must be allocated for juvenile justice program options, ranging from secure facilities to day treatment, probation placements, and improvements in research and data collection and dissemination about juvenile violence issues. Also, funding must be made available for a broad spectrum of effective youth development and delinquency prevention programs, including family strengthening and afterschool programs, childcare for low-income working families, community policing efforts, summer recreation and job opportunities for low-income youth, and Head Start.

In addition to funding programs, there are many actions that States and local communities can take that build on their commitment to the safety, health, development, and well-being of children. By starting

new initiatives, implementing the objectives, accessing the resources, and engaging in the activities of the *Action Plan*, leaders at the Federal, State, and local levels working together can make a difference.

The Nation can ill afford to make the wrong choices. The *Action Plan* presents examples of community commitment to solutions that work. We have an opportunity to build on these accomplishments and implement them in our own communities.

Copies of *The National Juvenile Justice Action Plan Report* (NCJ 157106) can be obtained by sending in the order form at the end of the Summary or by calling the Juvenile Justice Clearinghouse at 800-638-8736. The *Action Plan* can also be ordered via the Internet by sending an e-mail to askncjrs@aspensys.com.

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Appendix A

Coordinating Council on Juvenile Justice and Delinquency Prevention

Background

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's mission is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice. OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. OJJDP also provides direction and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Section 206 of the JJDP Act, as amended, established the Coordinating Council on Juvenile Justice and Delinquency Prevention as an independent organization in the executive branch of the Federal Government. The primary function of the Coordinating Council is to coordinate all Federal programs that address juvenile delinquency, detention or care of unaccompanied juveniles, and missing and exploited children.

The Council is composed of an equal number of Federal and practitioner members. The nine Federal members include the Attorney General; Secretaries of Health and Human Services, Labor, Education, and Housing and Urban Development; the Administrator of the Office of Juvenile Justice and Delinquency Prevention; Director of the Office of National Drug Control Policy; Chief Executive Officer of the Corporation for National Service; Commissioner of the Immigration and Naturalization Service; and any other officers of Federal agencies who hold significant decisionmaking authority as the President may designate. Therefore, the Director of the President's Crime Prevention Council has been added as an ex-officio member of the Council. The nine non-Federal members are practitioners in the field of juvenile justice who are appointed, without regard to political affiliation, by the Speaker of the House of Representatives, the Majority Leader of the Senate, and the President.

As mandated by the JJDP Act, the Coordinating Council is responsible for the following actions:

- Examining how programs can be coordinated among Federal, State, and local governments to better serve at-risk children and juveniles.
- Making recommendations to the President, Congress, and the OJJDP Administrator on the coordination of overall policy and development of priorities and objectives for all Federal juvenile justice and delinquency prevention programs and activities.
- Ensuring that the practices of Federal agencies are consistent with the mandates of the JJDP Act.
- Reviewing and making recommendations regarding any joint funding proposal undertaken by OJJDP and any other agency represented on the Council.
- Reviewing reasons why Federal agencies take juveniles into custody and making recommendations about how to improve Federal practices and facilities for holding juveniles in custody.
- Making recommendations on the OJJDP Administrator's long-term plan and the implementation of overall policy and strategy to carry out the plan.

Appendix B

Working Group Participants

The following individuals served on a working group of the Coordinating Council on Juvenile Justice and Delinquency Prevention to develop the *Action Plan*. They discussed issues, contributed information on relevant research, resources, and programs, and reviewed several drafts.

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Deaconess Medical Center

Rose W. Washington
Executive Director
Berkshire Farms Center

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Office of Policy and Management
Analysis
Criminal Division

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Executive Office of United States
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Corporation for National Service

Susan Stroud
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Learn and Serve America

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President's Crime Prevention Council

Greg Everts
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Appendix C

Matrix of Technical Assistance Resources

The following organizations provide products and services related to juvenile justice and delinquency prevention. Topical resources and types of services available are indicated in the matrix. Please feel free to contact these organizations directly for more information.

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
Academy for Educational Development (AED) Center for Youth Development and Policy Research 1875 Connecticut Avenue NW. Washington, DC 20009 202-884-8267 202-884-8404 (fax)	•				•	•	•		•	•	•	•	•		
American Academy of Pediatrics 141 Northwest Point Boulevard P.O. Box 927 Elk Grove, IL 60009 708-228-5005 708-228-5097 (fax)		•		•		•									
American Bar Association (ABA) Juvenile Justice Center 740 15th Street NW., 10th Floor Washington, DC 20005 202-662-1506 202-662-1501 (fax)	•	•			•			•				•	•		•
American Correctional Association (ACA) 4380 Forbes Boulevard Lanham, MD 20706 800-222-5646 301-918-1800 301-918-1900 (fax)	•		•	•	•	•		•		•	•	•	•	•	
American Prosecutors Research Institute (APRI) 99 Canal Center Plaza, Suite 510 Alexandria, VA 22314 703-549-9222 703-836-3195 (fax)	•	•	•	•	•	•	•		•	•		•	•	•	•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
Annie E. Casey Foundation 701 St. Paul Street Baltimore, MD 21202 410-547-6600 410-547-6624 (fax)	•			•	•	•	•	•	•	•	•	•	•	•	•
Big Brothers/Big Sisters of America 230 North 13th Street Philadelphia, PA 19107 215-567-7000 215-567-0394 (fax)					•		•						•		
Boys & Girls Clubs of Metro Atlanta 100 Edgewood, Suite 700 Atlanta, GA 30303 404-527-7100 404-527-7689 (fax)	•	•	•	•	•	•	•		•		•			•	
Bureau of Alcohol, Tobacco, and Firearms U.S. Department of the Treasury 650 Massachusetts Avenue NW. Washington, DC 20226 202-927-7777 202-927-8112 (fax)	•	•	•		•	•	•			•	•	•	•		
Bureau of Justice Assistance (BJA) Clearinghouse P.O. Box 6000 Rockville, MD 20849-6000 800-688-4252 301-251-5212 (fax)		•	•	•	•	•	•	•	•		•	•	•	•	•
Bureau of Justice Statistics (BJS) Clearinghouse P.O. Box 6000 Rockville, MD 20849-6000 800-732-3277 410-792-4358 (fax)										•			•		•
Center for Civic Education (CCE) 5146 Douglas Fir Road Calabasas, CA 91302 818-591-9321 818-591-9330 (fax)				•	•	•	•					•	•		
Center for Media Literacy 1962 Shenandoah Los Angeles, CA 90034 310-559-2944 310-559-9396 (fax)				•	•	•	•						•		•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
Center for Substance Abuse Prevention PREV-LINE National Clearinghouse for Alcohol and Drug Information (NCADI) P.O. Box 2345 Rockville, MD 20847-2345 800-729-6686 301-468-6433 (fax)	•	•	•	•	•	•	•	•	•	•		•	•		•
Center for the Study and Prevention of Violence University of Colorado at Boulder Campus Box 442 Boulder, CO 80309-0442 303-492-8465 303-443-3297 (fax)		•	•		•					•			•		
Center to Prevent Handgun Violence 1225 Eye Street NW., Suite 1100 Washington, DC 20005 202-289-7319 202-371-9615 (fax)	•	•	•			•	•	•		•	•		•	•	
Centers for Disease Control and Prevention (CDC) National Center for Injury Prevention and Control Division of Violence Prevention 4770 Buford Highway NE., Mailstop K60 Atlanta, GA 30341-3724 404-488-4362 404-488-4349 (fax)					•	•	•			•			•	•	
Chapin Hall Center for Children University of Chicago 1313 East 60th Street Chicago, IL 60637 312-753-5900 312-753-5940 (fax)					•		•	•	•	•			•	•	
Child Welfare League of America 440 First Street NW., Suite 310 Washington, DC 20001-2085 202-638-2952 202-638-4004 (fax)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Children's Defense Fund 25 E Street NW. Washington, DC 20001 202-628-8787 202-662-3550 (fax)	•				•	•			•			•			

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Coalition for Juvenile Justice 1211 Connecticut Avenue NW., Suite 414 Washington, DC 20036 202-467-0864 202-887-0738 (fax)	•				•				•	•		•	•		•
Coalition to Stop Gun Violence Educational Fund to End Handgun Violence 100 Maryland Avenue NE., Suite 402 Washington, DC 20002 202-544-7190 202-544-7213 (fax)	•	•			•	•			•				•		•
Community Relations Service U.S. Department of Justice 5550 Friendship Boulevard, Suite 330 Chevy Chase, MD 20815 301-492-5929 301-492-5984 (fax)	•		•		•	•	•		•			•	•		
Community Research Associates, Inc. 41 East University Avenue, Suite 300 Champaign, IL 61820 217-398-3120 217-398-3132 (fax)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Corporation for National Service 1201 New York Avenue NW. Washington, DC 20525 202-606-5000 202-565-2781 (fax)					•				•			•			
D.A.R.E. America P.O. Box 2090 Los Angeles, CA 90051 800-223-DARE 310-215-0180 (fax)				•	•	•	•		•	•	•	•	•		
Developmental Research and Programs, Inc. 130 Nickerson, Suite 107 Seattle, WA 98109 206-286-1805 206-286-1462 (fax)					•	•	•		•	•	•	•	•		
Eastern Kentucky University College of Law Enforcement Training Resource Center 300 Stratton Building Richmond, KY 40475-3131 606-622-1498 606-622-6264 (fax)	•				•			•	•			•	•	•	•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
Educational Development Center, Inc. Center for Violence and Injury Prevention 55 Chapel Street Newton, MA 02158-1060 617-969-7100 617-244-3436 (fax)	•	•	•		•	•	•	•	•	•		•	•	•	•
Educators for Social Responsibility 23 Garden Street Cambridge, MA 02138 800-370-2515 617-492-1764 617-864-5164 (fax)			•		•	•	•					•	•		
Family Resource Coalition 200 South Michigan Avenue, Suite 1520 Chicago, IL 60604 312-341-0900 312-341-9361 (fax)							•				•	•			
Florida Atlantic University Balanced and Restorative Justice Project University Tower 220 SE. Second Street Fort Lauderdale, FL 33301 305-760-5668 305-760-5673 (fax)					•							•	•	•	
Fox Valley Technical College Criminal Justice Department P.O. Box 2277 1825 North Bluemound Drive Appleton, WI 54913-2277 800-648-4966 414-735-4757 (fax)	•	•	•	•	•	•	•	•	•			•			
Handgun Control Incorporated 1225 Eye Street NW., Suite 1100 Washington, DC 20005 202-898-0792 202-371-9615 (fax)	•	•							•				•		
Hands Net 20195 Stevens Creek Boulevard, Suite 120 Cupertino, CA 95014 408-257-4500 408-257-4560 (fax)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
U.S. Department of Health and Human Services National Clearinghouse on Child Abuse and Neglect Information P.O. Box 1182 Washington, DC 20013-1182 800-FYI-3366 703-385-3206 (fax)	•			•	•		•	•	•	•	•	•	•	•	
U.S. Department of Housing and Urban Development Drug Information & Strategy Clearinghouse P.O. Box 6424 Rockville, MD 20849-6424 800-578-DISC 301-251-5211 301-251-5767 (fax)		•	•	•	•		•		•			•	•	•	•
U.S. Department of Housing and Urban Development Resident Initiatives Clearinghouse P. O. Box 6424 Rockville, MD 20849-6424 800-995-2232 301-251-5312 301-251-5767 (fax)	•		•	•	•							•	•		•
International Association of Chiefs of Police (IACP) 515 North Washington Street Alexandria, VA 22314 800-843-4227 703-836-6767 703-836-4543 (fax)		•			•		•		•	•					
Justice Research and Statistics Association (JRSA) 444 North Capitol Street NW., Suite 445 Washington, DC 20001 202-624-8560 202-624-5269 (fax)	•	•	•	•	•	•	•	•	•	•		•	•	•	•
Juvenile Law Center 801 Arch Street, Suite 610 Philadelphia, PA 19107 215-625-0551 215-625-9589 (fax)	•											•			

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Midwest Regional Children's Advocacy Center LaRabida Children's Hospital and Research Center 65th Street at Lake Michigan Chicago, IL 60649 312-363-6700, ext. 421 312-363-7664 (fax)								•		•		•	•		
National Adolescent Health Resource Center Box 721 420 Delaware Street SE. Minneapolis, MN 55455 612-624-8644 612-626-2134 (fax)										•		•	•		•
National Association of Attorneys General (NAAG) 444 North Capitol Street NW., Suite 339 Washington, DC 20001 202-434-8000 202-434-8008 (fax)	•	•	•	•	•	•	•					•	•		•
National Association for Mediation in Education (NAME) 1726 M Street NW., Suite 500 Washington, DC 20036-4502 202-466-4764 202-466-4769 (fax)						•	•						•		
National Association of State Alcohol and Drug Abuse Directors (NASADAD) and the National Prevention Network (NPN) 444 North Capitol Street NW., Suite 642 Washington, DC 20001 202-783-6868 202-783-2704 (fax)	•				•						•		•		
National Center for Community Policing (NCCP) School of Criminal Justice 560 Baker Hall Michigan State University East Lansing, MI 48824 517-355-2322 517-432-1787 (fax)										•		•	•	•	

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National Center for Juvenile Justice (NCJJ) 710 Fifth Avenue, Third Floor Pittsburgh, PA 15219-3000 412-227-6950 412-227-6955 (fax)	•									•		•	•	•	
National Center for Missing and Exploited Children (NCMEC) 2101 Wilson Boulevard, Suite 550 Arlington, VA 22201-3052 800-843-5678 703-235-3900 703-235-4067 (fax)								•				•	•		•
National Center for State Courts (NCSC) 300 Newport Avenue Williamsburg, VA 23185 804-253-2000 804-220-0449 (fax)	•							•		•		•		•	
National Child Welfare Resource Center for Organizational Improvement P.O. Box 15010 Portland, ME 04112 207-780-5810 207-780-5817 (fax)	•		•	•	•	•		•			•		•		•
National Clearinghouse on Families and Youth P.O. Box 13505 Silver Spring, MD 20911-3505 800-621-4000 301-608-8098 301-608-8721 (fax)															•
National Committee to Prevent Child Abuse 332 South Michigan Avenue, Suite 1600 Chicago, IL 60604 312-663-3520 312-939-8962 (fax)					•			•		•	•	•	•		
National Conference of State Legislatures 1560 Broadway, Suite 700 Denver, CO 80202 303-830-2200 303-863-8003 (fax)	•	•	•	•	•	•	•	•		•		•	•		•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
National Council of Juvenile and Family Court Judges (NCJFCJ) University of Nevada P.O. Box 8970 Reno, NV 89507 702-784-6012 702-784-6628 (fax)	•		•	•	•	•		•		•		•	•		
National Council on Crime and Delinquency (NCCD) 685 Market Street, Suite 620 San Francisco, CA 94105 415-896-6223 415-896-5109 (fax)									•	•	•	•	•	•	
National Court Appointed Special Advocate Association (NCASAA) 2722 Eastlake Avenue East, Suite 220 Seattle, WA 98102 206-328-8588 206-323-8137 (fax)								•				•	•		
National Crime Prevention Council (NCPC) 1700 K Street NW., Second Floor Washington, DC 20006-3817 202-466-6272 202-296-1356 (fax)		•	•	•	•	•	•	•	•	•	•	•	•	•	
National Criminal Justice Association (NCJA) 444 North Capitol Street NW., Suite 608 Washington, DC 20001 202-347-4900 202-508-3859 (fax)	•	•		•		•				•					
National Governors' Association (NGA) 444 North Capitol Street NW., Suite 267 Washington, DC 20001 202-624-5320 202-624-5313 (fax)	•	•	•	•	•	•	•	•		•			•		
National Institute for Citizen Education in the Law (NICEL) 711 G Street SE. Washington, DC 20003 202-546-6644 202-546-6649 (fax)		•		•	•	•	•	•				•	•		

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National Institute of Justice National Criminal Justice Reference Service (NCJRS) P.O. Box 6000 Rockville, MD 20849-6000 800-851-3420 301-251-5212 (fax)		•	•	•	•	•	•	•	•	•			•	•	•
National Institute for Dispute Resolution (NIDR) 1726 M Street NW., Suite 500 Washington, DC 20036-4502 202-466-4764 202-466-4769 (fax)					•	•	•				•	•	•	•	
National Juvenile Detention Association (NJDA) 301 Perkins Building Richmond, KY 40475 606-622-6259 606-622-2333 (fax)										•		•	•	•	•
National League of Cities (NLC) 1301 Pennsylvania Avenue NW., Suite 550 Washington, DC 20004 202-626-3000 202-626-3043 (fax)	•	•	•	•	•				•	•			•		
National Legal Resource Center for Child Welfare Services 740 15th Street NW., 9th Floor Washington, DC 20005 202-662-1748 202-662-1755 (fax)	•							•				•	•		
National Network of Children's Advocacy Centers, Inc. (NNCAC) 1319 F Street NW., Suite 1001 Washington, DC 20004 202-639-0597 202-639-0511 (fax)								•				•	•	•	
National Office for Social Responsibility Law-Related Education in Juvenile Justice Settings 222 South Washington Street Alexandria, VA 22314 703-549-5305 703-836-7269 (fax)					•		•					•		•	

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
National Organization for Victim Assistance (NOVA) 1757 Park Road, NW. Washington, DC 20010 800-TRY-NOVA 202-232-6682 202-462-2255 (fax)	•	•		•		•	•	•		•		•	•		•
National PTA 330 North Wabash, Suite 2100 Chicago, IL 60611-3690 312-670-6782 312-670-6783 (fax)		•	•	•	•	•	•	•	•				•		•
National Resource Center for Family-Centered Practice University of Iowa School of Social Work 112 North Hall Iowa City, IA 52242-1223 319-335-2200 319-335-2204 (fax)	•						•					•	•	•	•
National Resource Center for Family Support Programs 200 South Michigan Avenue, 16th Floor Chicago, IL 60604 312-341-0900 312-341-9361 (fax)							•					•	•		
National Resource Center on Child Abuse and Neglect (NRCCAN) 63 Inverness Drive East Englewood, CO 80112-5117 800-227-5242 303-792-9900 303-792-5333 (fax)						•		•					•		•
National Resource Center on Child Sexual Abuse (NRCCSA) 2204 Whitesburg Drive, Suite 200 Huntsville, AL 35801 800-KIDS-006 205-534-6868 205-534-6883 (fax)					•			•		•		•	•		
National School Boards Association (NSBA) 1680 Duke Street Alexandria, VA 22314 703-838-6722 703-838-7590 (fax)	•	•		•			•	•			•		•		•

	Policies/Regulations/Laws	Gun-Related Issues	Gang-Related Issues	Drug-Related Issues	Youth-Based Prevention Programs	Anti-Violence Initiatives	School-Related Initiatives	Child Victimization Issues	Community Mobilization	Statistics and Research	Public Relations/Media Strategies	Training/Technical Assistance	Publications	Program Evaluation	Clearinghouse Services/Dissemination
National School Safety Center (NSSC) Pepperdine University 4165 Thousand Oaks Boulevard, Suite 290 Westlake Village, CA 91362 805-373-9977 805-373-9277 (fax)	•	•	•	•	•	•	•		•		•	•	•		•
National Sheriffs' Association (NSA) 1450 Duke Street Alexandria, VA 22314-3490 703-836-7827 703-519-8567 (fax)	•				•	•				•		•	•		
National Training and Technical Assistance Center 11990 Grant Street, Suite 318 Northglenn, CO 80233 303-457-9947 303-451-1049 (fax)												•			
National Victim Center 2111 Wilson Boulevard, Suite 300 Arlington, VA 22201 703-276-2880 703-276-2889 (fax)	•							•		•		•	•		
National Youth Employment Coalition (NYEC) 1001 Connecticut Avenue NW., Suite 719 Washington, DC 20036 202-659-1064 202-775-9733 (fax)	•				•					•			•		
National Youth Gang Center Institute for Intergovernmental Research P.O. Box 12729 Tallahassee, FL 32317 904-385-0600 904-386-5356 (fax)			•							•					
Northeast Regional Children's Advocacy Center 4000 Chestnut Street, Second Floor Philadelphia, PA 19104 215-387-9500 215-387-9513 (fax)					•			•				•	•	•	

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Office for Victims of Crime (OVC) Office for Victims of Crime Resource Center P.O. Box 6000 Rockville, MD 20849-6000 800-627-6872 301-251-5212 (fax)								•		•			•	•	•
Office of Juvenile Justice and Delinquency Prevention (OJJDP) Juvenile Justice Clearinghouse P.O. Box 6000 Rockville, MD 20849-6000 800-638-8736 301-251-5212 (fax)	•	•	•	•	•	•	•	•	•	•			•	•	•
Office of National Drug Control Policy Drugs and Crime Clearinghouse P.O. Box 6000 Rockville, MD 20849-6000 800-666-3332 301-251-5212 (fax)	•			•						•	•		•		•
Pacific Center for Violence Prevention San Francisco General Hospital San Francisco, CA 94110 415-285-1793 415-282-2563 (fax)		•			•	•				•		•			•
Partnership for a Drug-Free America 405 Lexington Avenue, 16th Floor New York, NY 10174 212-922-1560 212-922-1570 (fax)				•											
Phi Alpha Delta Public Service Center 1511 K Street NW., Suite 611 Washington, DC 20005 202-638-2898 202-638-2919		•	•	•	•	•	•		•		•	•	•		
Police Executive Research Forum 1120 Connecticut Avenue NW., Suite 930 Washington, DC 20036 202-466-7820 202-466-7826 (fax)						•	•		•	•		•	•	•	
Police Foundation 1001 22nd Street NW., Suite 200 Washington, DC 20037 202-833-1460 202-659-9149 (fax)						•		•		•		•	•	•	

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Southern Regional Children's Advocacy Center 2204 Whitesburg Drive, Suite 201 Huntsville, AL 35801 800-747-8122 205-533-0523 (fax)								•	•			•			
University of Utah Family Strengthening Programs Health Education Department 215 HPER-N Salt Lake City, UT 84112 801-581-7718 801-581-5872				•	•	•	•	•	•	•		•		•	
Western Regional Children's Advocacy Center 301 West 13th Pueblo, CO 81003 800-582-2203 719-543-0383								•	•		•	•	•		
Yale Child Study Center Child-Centered Community Policing Program 47 College Street, Suite 218 New Haven, CT 06510 203-785-7047 203-785-6860 (fax)					•	•		•				•			
YOUTH ALIVE! Summit Medical Center 3012 Summit Avenue, Suite 3670 Oakland, CA 94609 510-444-6191 510-444-6195 (fax)	•	•	•		•	•	•		•	•	•	•	•		
Youth Crime Watch of America Dadeland Towers North, Suite 100 9300 South Dadeland Boulevard Miami, FL 33156 305-670-2409 305-670-3805 (fax)		•	•	•	•	•	•		•	•	•	•	•	•	
Youth Law Center 114 Sansome Street, Suite 950 San Francisco, CA 94104 415-543-3379 415-956-9022 (fax)	•										•				

THE SUMMARY IS JUST THE BEGINNING...

THE NATIONAL
JUVENILE
JUSTICE
ACTION PLAN
IS NOW
AVAILABLE
THROUGH
THE JUVENILE
JUSTICE
CLEARINGHOUSE.

Combating Violence and Delinquency: The National Juvenile Justice Action Plan

The Coordinating Council on Juvenile Justice and Delinquency Prevention has developed *The National Juvenile Justice Action Plan*, which provides greater detail of each key objective described in the Summary. The *Action Plan* also includes an annotated bibliography—an exhaustive compilation of juvenile justice resources—as well as a listing of program catalogs and directories and a summary of selected commissions and task forces.

The *Action Plan* Report, along with the Summary, will become important tools to support community efforts to fight against juvenile violence and victimization. Everyone involved in juvenile justice, including educators, crime victims, law enforcement officers, service providers, parents, religious organizations, probation officers, judges, community and business leaders, legislators, mayors, and governors can benefit from the *Action Plan*.

To order your free copy of the *Action Plan* Report (NCJ 157106), contact:

The Juvenile Justice Clearinghouse.

P.O. Box 6000, Rockville, MD 20849-6000.

800-638-8736

e-mail: askncjrs@aspensys.com, fax: 301-251-5212

To order a copy of *Combating Violence and Delinquency: The National Juvenile Justice Action Plan* Report (NCJ 157106), please complete and send the following information to the address above:

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1994

Youth Fatal Crash and Alcohol Facts



U.S. Department
of Transportation

National Highway
Traffic Safety
Administration



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Youth Fatal Crash and Alcohol Facts Statistics

Leading Causes of Death (Ages 15-19)

Cause	Rank	Percent of Deaths
1	Motor Vehicle Crashes	35%
2	Homicide	22%
3	Suicide	12%
4	Other Injury (falls, drowning, etc.)	9%
5	Cancer	5%
6	Heart Disease	2%

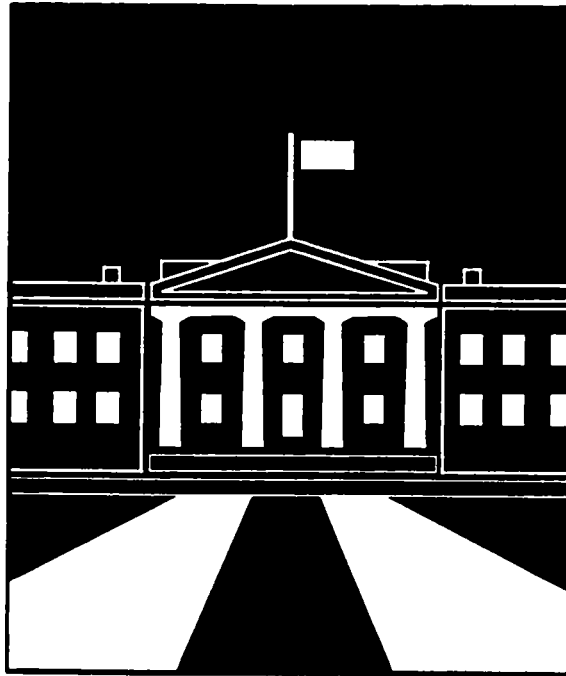
Source: National Center for Health Statistics (NCHS) – Vital Statistics
Mortality Data – 1991, Multiple Cause of Death (MCOB) File,
NCHS, Center for Disease Control (CDC)



White House Leadership Conference on Youth, Drug Use, and Violence

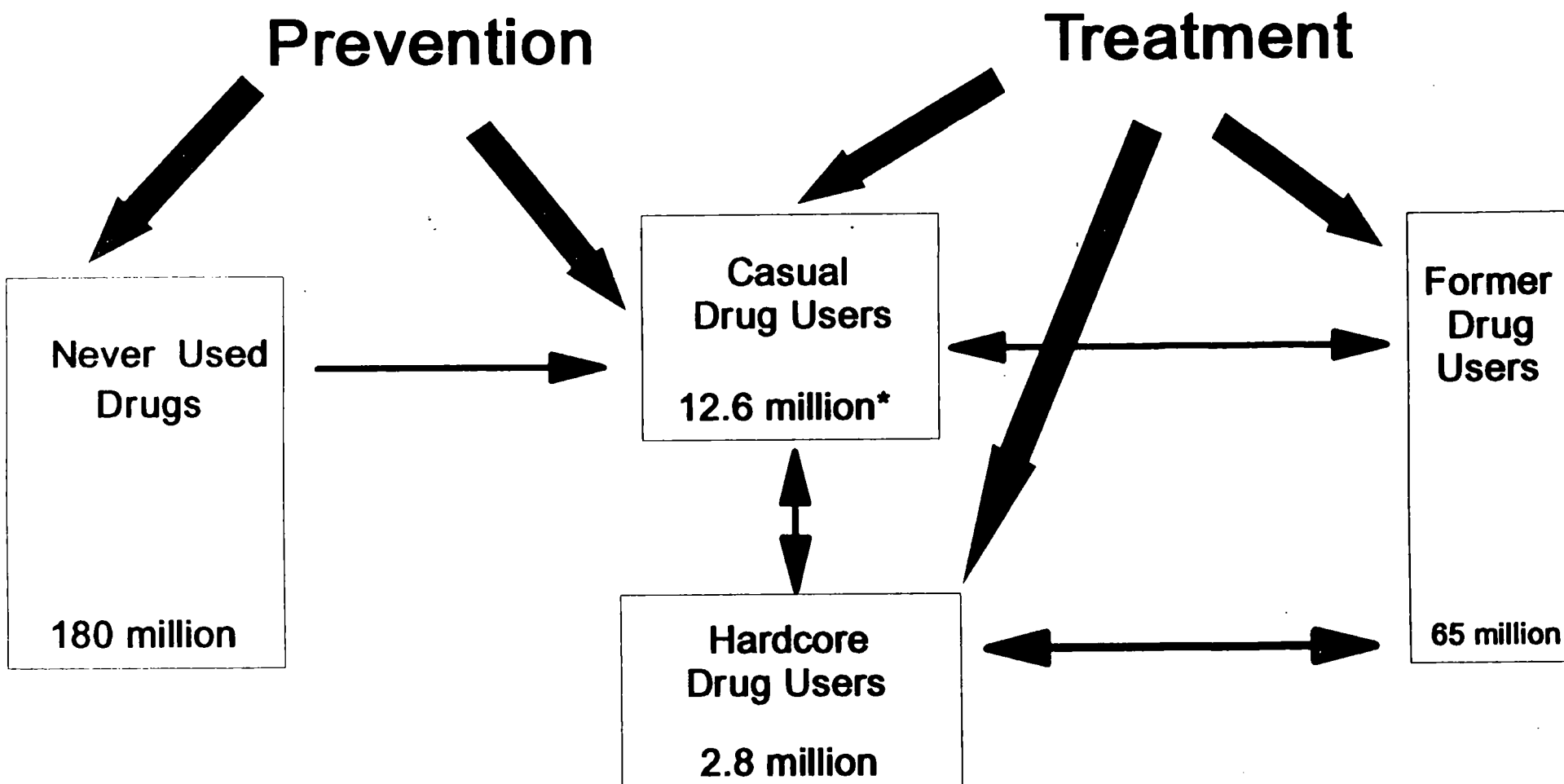


**Eleanor Roosevelt High School
March 7, 1996**



**Barry R. McCaffrey
Director
Executive Office of the President
Office of National Drug Control Policy**

How to Reduce Drug Use through Treatment & Prevention?



Challenges: Delaying or preventing initial use of drugs.
Getting casual users to quit.
Preventing casual users from becoming hardcore users.
Decreasing the number of hardcore users.

**Opening Statement of General Barry R. McCaffrey,
Before the Senate Judiciary Committee, Tuesday, 27 February 1996**

- **It is an enormous honor to appear before this distinguished committee to be considered for the position as Director, Office of National Drug Control Policy. I take very seriously the great responsibility that President Clinton has asked me to accept.**
- **The President's instructions to me were to help create a cooperative, bipartisan effort among Congress and the Federal, state and local governments. President Clinton and I share the view that the American people can and must both reduce illicit drug use and also protect our youth and society from the terrible damage caused by drug abuse and drug trafficking.**
- **We should have no doubt that illicit drug use is a major menace to public health, the safety of our society, and to the well-being of our youth. In the 1990s alone, illegal drug abuse has cost America more than \$300 billion and 100,000 dead. At least one third of all property crimes, assaults, or murders have a drug connection.**
- **Addressing drug abuse requires a systems-based approach and long-term commitment. While our current national drug policy is basically sound and features many successful programs, it requires an operational construct that links those successes together into a coordinated effort. We also need to reach a better consensus and establish an active international coalition. Treatment, prevention, education, enforcement, and interdiction must all be synergistic components of that policy.**
- **A lot of progress has already been made. A decade of hard work and the support of Congress has already substantially reduced illegal drug abuse. In 1979, more than 22 million Americans used illegal drugs, today, less than 12 million do. However, the number of hard core users has held steady, and there has been an upsurge in teenage use of marijuana. This statistic tells us that our prevention programs must be more effective. We cannot cut back on these programs.**
- **If confirmed, what do I bring to the table?**
 - Optimism. This is not a hopeless cause. We can reduce drug use.
 - Thirty one years of association with an American military team that demands results and which overcame a serious drug abuse problem of our own.
 - Finally, commitment to provide leadership, energy, and organization to our counterdrug efforts.
- **Senators, thank you for the privilege of coming before this Committee. I will be forthcoming in responding to your questions and will take careful note of your views.**
 - If confirmed I will welcome a continuing partnership with the Congress in creating programs to implement our strategy.

WASHINGTON EDITION

Los Angeles Times

Wednesday

March 6

1996

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AN EDITION OF THE LOS ANGELES TIMES

He's at the Front Lines Once Again

Today, retired Gen. Barry McCaffrey begins leading the U.S. war against drugs. And he has every confidence which side will win.

By GREGG ZOROYA
SPECIAL TO THE TIMES

WASHINGTON—It is no trick to spot the warrior in Barry McCaffrey, even as the nation's new drug czar meets reporters in his blue suit and black wingtips just after turning civilian for the first time since he was 17.

The quick giveaways are his close-cropped gray hair, GI bearing and West Point ring, class of '64. Less obvious is a left arm decimated by machine-gun fire decades ago and rendered nearly useless, except for dexterity in his finger and thumb. North Vietnamese shrapnel is still lodged in his shoulder.

On his lapel is a tiny ribbon of colored steel: the Distinguished Service Cross with oak-leaf cluster, the nation's second-highest valor award, twice won.

No matter where McCaffrey might be—even, as is the case today, at his formal swearing-in in the Roosevelt Room of the White House—the modest decoration is a siren of near-mindless heroism and headlong charges through the jungle erupting in unspeakable violence and bloodshed.

It is little wonder that a joint session of Congress rose to its feet applauding last month as President Clinton nominated the four-star general—then the most highly decorated army general on active duty and a

hero of the Persian Gulf War—to lead the nation's war on drugs, a conflict that has cost more American lives this half-decade alone than in all the Vietnam War.

"There is no reason to believe that the American people, with our enormous spiritual and moral strength, our respect for law, and our compassion for our children, cannot control the menace of drug abuse and the criminality it engenders," McCaffrey, 53, said last week, dazzling a Senate Judiciary Committee that rushed his confirmation to the floor for approval.

McCaffrey, the nation's fourth drug czar—after William J. Bennett, former Florida Gov. Bob Martinez and ex-New York Police Commissioner Lee P. Brown—arrives with a star-spangled resume.

The man who led the 24th Mechanized Infantry Division on a 200-mile desert slash in the famed "left hook" maneuver, cutting off and annihilating dozens of Iraqi divisions, McCaffrey is known for getting the job done.

"The worse thing that could happen to you was for him to be disappointed in you," says U.S. Army Maj. Gen. John Van Alstyne, a former chief of staff for McCaffrey.

He is also said by insiders to be smart, savvy, charming, good with the press and to have a keen understanding of politics

and public opinion. But at the same time, they say, he is headstrong, full of himself, relentless in pursuit of his own objectives and imbued—for better or for worse—with an innate sense that he is correct. Moreover, he can drive subordinates hard and sometimes into the ground.

They are assessments that the new drug czar concedes ring true.

A Massachusetts native and devout Catholic who drifts off to sleep at night listening to Italian light opera, McCaffrey says: "I am inner-directed. I normally figure out what the mission is and I go after it with ferocious concentration, and I don't worry about other people's lanes."

The same certainty of purpose, tinged with an element of romance, has marked McCaffrey throughout his life. It was while listening to the rising strains of Ravel's "Bolero" one snowy night as an Army brat studying at an elite private school that McCaffrey suddenly decided to abandon a future studying medicine for a career in the military.

And it was as a 19-year-old West Point cadet that McCaffrey proposed during a blind date to the woman who became his wife of 31 years, Jill Ann McCaffrey. She accepted four days later. Today they have three adult children and a first grandchild due in July. (Oldest son Sean was awarded a field promotion to captain while

serving with the 82nd Airborne Division in Desert Storm; daughter Tara is a former Army nurse.)

Two years out of Vietnam, with the military struggling to become an all-volunteer force, it was a Maj. McCaffrey who riled superiors at West Point with a 30-page opus calling for expanding the role of women in the Army. They refused to publish it.

And it was a Gen. McCaffrey who unveiled his Iraqi battle plan to his officers as a Christmas Eve gift and told then-Defense Secretary Dick Cheney, in a briefing before other division commanders, that nothing worried him about defeating the Iraqis.

"We're fully modernized. Our soldiers are the best in the world," McCaffrey said, according to an account by James Kitfield in his book "Prodigal Soldiers" (Simon & Schuster, 1995).

McCaffrey was awarded the Distinguished Service Medal for his leadership in Desert Storm. In his division's race across the desert—which was completed 15 hours ahead of schedule with McCaffrey tracking progress in a Bradley Fighting Vehicle—only eight soldiers were killed.

There were always those elements of idealism and esprit de corps to McCaffrey's military service. His favorite movies of all time are "The Bridge on the River Kwai" and "Glory."

It was as an advisor to an elite unit of South Vietnamese paratroopers and later as a company commander in the 7th Cavalry that McCaffrey would win two Distinguished Service Crosses, two Silver Star medals and three Bronze Stars, and three times be awarded the Purple Heart for wounds received in battle. His heroism often took the shape of his single-handedly charging enemy bunkers or leading men in the face of gunfire to overrun enemy positions, at times while he was grievously wounded.

He once described in writing the incentive that led him and other young American officers to act as advisors: "a touch of the romantic, an ear for the soldier-poetry of Rudyard Kipling and a sense of adventure which led them to volunteer to live and fight with a foreign unit of shock troops."

Pressed on the source of courage, McCaffrey is reticent: "You do what you have to do."

His romantic vision of conflict outlasted even the nightmares of Vietnam, so terrible that when Jill McCaffrey learned that her husband was coming home crippled, but alive, she burned his letters to erase the memory of that war.

"I think Jill did destroy those letters in an absolute rejection of what for her turned into a real horror scene," McCaffrey says. He had hoped to create a diary out of them as legacy of his experiences.

In Kitfield's book, which examines that generation of Vietnam officers who helped refashion the American military, the author describes McCaffrey as a Kennedy liberal. And while McCaffrey says now that he is uncomfortable with labels and not registered with either political party, he admits to being an unabashed admirer of the young president and his social agenda.

It was what drove McCaffrey to promote equal opportunity for women in the Army. He has preached long and hard against human rights abuses by the military and once described Gen. William Tecumseh Sherman's march through Georgia during the Civil War as "barbarity" that was as ruthless as the Nazi invasion of Russia during World War II.

In 1991, for his efforts to improve race relations while commander of the 24th Infantry at Ft. Stewart, Ga., he was awarded the Roy Wilkins Renown Service Award by the NAACP, of which McCaffrey is a member.

"He never hesitates to let anyone know that he is a recipient," says Command Sgt. Maj. Franklin Delano Thomas, who was McCaffrey's senior enlisted officer in his last military assignment as head of U.S. Southern Command, which comprises all of the Western Hemisphere south of Mexico.

It was in this assignment that McCaffrey further burnished his reputation by aggressively organizing Army and other agencies in interdicting the South American drug trade. Here again, he stepped on toes to pull resources together under his command. With the use of radar-tracking aircraft, McCaffrey's efforts have created major disruption of the so-called air bridge that traffickers had built using small- and medium-size airplanes to carry drugs from Peru and Bolivia to Colombia, officials say.

"We're forcing the traffickers to react to us," says Brian Sheridan, deputy assistant secretary of defense for drug enforcement policy and support, who has worked extensively with McCaffrey.

The new drug czar, who some thought might be destined one day for Chief of Staff of the

Army or even chairman of the Joint Chiefs of Staff if he stayed in the service, accepted Clinton's nomination after discussions with one of his closest advisors: his 81-year-old father, retired three-star Gen. William McCaffrey, who urged him to take it.

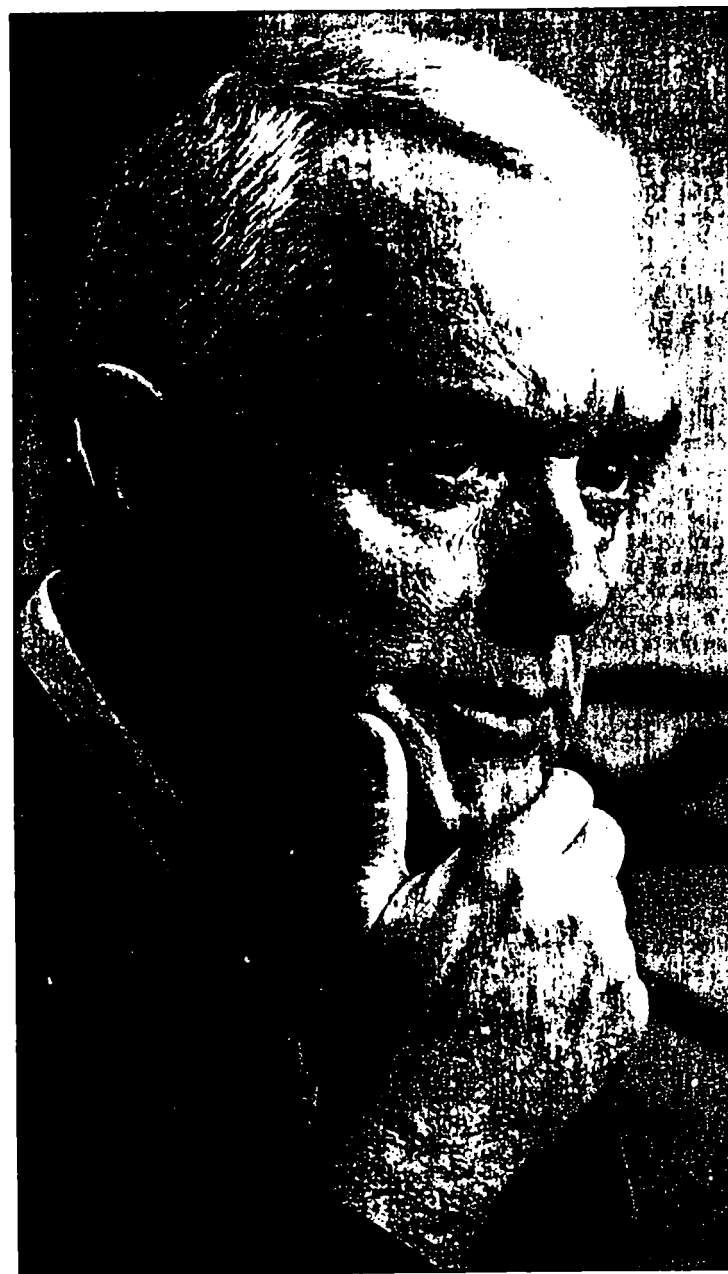
Some critics worried that McCaffrey—who must coordinate the resources of 50 federal agencies—might place emphasis on enforcement over prevention. But even here the retired general seems inclined to break ranks with convention. Punishing drug offenders is vital, but drug education for children is the No. 1 priority, he says.

"The solution to our drug problem is not in incarceration," McCaffrey says.

Times staff writer Art Pine contributed to this story.

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BARRY MCCAFFREY



SCOTT ROBINSON / For The Times

Drug czar Barry McCaffrey is said to be smart, savvy, headstrong.

**PARTICIPANTS' BIOGRAPHIES
ADDENDUM**

ENOLA AIRD

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

LAFAYETTE A. BARNES

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

HELEN BOEHM

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

RICHARD D. BONNETTE

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

JOSEPH A. CALIFANO, JR.

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

MIKE CROSS

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

LARRY L. HARRIS, SR.

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

GILBERT J. MORENO

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

TERRY "TOBY" O'BRIEN

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

ROBERT T.M. PHILLIPS

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

MARTI PLOTNER

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

AMY REED

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

BONNIE REISS

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

JAMES A. RHINEBARGER

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

JUANITA L. SCARLETT

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

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MARY A. SOSA

Mary A. Sosa has been in the education field for more than 20 years. A native of (b)(6) she attended public schools in that city and was inspired by her teachers to become a teacher herself. After securing her degree with teaching credentials in English and speech, Ms. Sosa taught middle school English and reading with the Edgewood Independent School District for 8 years. In 1976 Ms. Sosa joined the Texas State Teachers Association as a Field Representative and, in 1978, moved to Washington, D.C., to work for the National Education Association (NEA). During her tenure at NEA, she has designed and delivered programs that promote leadership development and enhance member awareness of basic human and civil rights. In her present position as Director of NEA's Program on Violence-Free School and Communities, she continues to help educators assist students in fulfilling their potential.

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LAWRENCE WEEKLY, JR.

Lawrence Weekly, Jr., is a native of (b)(6). He earned a bachelor's degree in communications from Grambling State University. He currently serves the city of Las Vegas as a Community Liaison and as Substitute Teacher with the Clark County School District. In addition, he hosts a Saturday radio call-in talk show on KCEP Radio. Mr. Weekly is active in his community. He serves on the Board of Trustees for the Library District, as Western Regional Vice Chairman of the Kappa Leadership League, as President of the Martin Luther King Committee of Las Vegas, as Board Member of Positive Direction, and as Community Youth Advisor. He is very dedicated to helping the Nation's youth.

MALIK YOBA

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

REDUCING YOUTH GANG AND GUN VIOLENCE

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

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

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

2. Reducing Youth Involvement In Violent Gangs

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

3. Reducing Illegal Gun Involvement by Youth

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

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

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

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Identifying the Causes of Drug Use and Abuse

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

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

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

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

2. Implementing Drug Abuse Prevention

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

3. Providing Drug Abuse Treatment

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

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

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

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Limiting Negative Media Influences on Youth

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

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

2. Promoting Positive and Educational Media for Youth

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

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

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

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

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

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

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

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

CURBING UNDERAGE DRINKING

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Developing Prevention Programs

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

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

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

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

2. Eliminating Underage Drinking and Driving: Implementing Zero Tolerance

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

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

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

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

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

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

3. Limiting Access

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

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

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

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

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

MOBILIZING COMMUNITIES FOR YOUTH

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Providing Positive Alternatives Where Youth Live

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

2. Encouraging Public/Private Partnerships

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

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

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

3. Strengthening Community Based Organizations

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

4. Creating Safe Living Environments

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

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

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

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

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGES FOR YOUTH

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Creating Safe Passages for Youth

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

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

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

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

2. Building Strong Families

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

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

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

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

MAKING SCHOOLS SAFE, DISCIPLINED, AND DRUG FREE

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Developing Principles on Which To Build Strategies

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

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

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

2. Identifying Elements of Effective Strategies

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

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

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

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

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

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

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

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

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

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

THE CHALLENGE

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

STRATEGIES TO ADDRESS THE CHALLENGE

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

1. Creating an Effective Juvenile Justice System

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

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

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

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

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

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

Strengthening the Justice System Response to Juvenile Crime (Moderated by Associate Attorney General John Schmidt)

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

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

Strengthening the Law Enforcement Response to Juvenile Crime (Moderated by Attorney General Janet Reno)

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

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

Making Schools Safe, Disciplined and Drug Free (Moderated by Education Secretary Richard Riley)

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

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

Strengthening Families and Creating Safe Passages for Youth

(Moderated by Health and Human Services Secretary Donna Shalala)

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

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

Mobilizing Communities for Youth

(Moderated by Housing and Urban Development Secretary Henry Cisneros)

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

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

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

(Moderated by Domestic Policy Advisor Carol Rasco)

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

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

Curbing Underage Drinking

(Moderated by Transportation Secretary Federico Peña)

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

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

Reducing Drug Use Through Prevention and Treatment

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

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

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

Reducing Youth Gang and Gun Violence

(Moderated by Treasury Secretary Robert Rubin)

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

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

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

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

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

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

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

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

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

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

RECORD OF ACCOMPLISHMENT

Providing a Comprehensive Drug Strategy for the Nation

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

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

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

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

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

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

Making Our Schools Safe, Disciplined, and Drug Free

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

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

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

Providing Opportunity and Hope to Our Communities

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

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

Strengthening Families and Helping Children To Develop Into Productive Citizens

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

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