

Children's Defense Fund

What's New!

More About CDF

A Voice For Children
by Marian Wright Edelman

Issues

Child Care NOW!

News and Reports

The Black Community Crusade For Children

Stand For Children

Publications and Products

Links

Site Index

Search

SAFE START

Facts on youth, violence, and crime

June 18, 1998

Crime and violence are plaguing our nation's youth, but statistics show this trend is beginning to change.

- ☐ Youth violent crime rose significantly from 1987 to 1993. But since 1994, youth violent crime arrest rates have declined 12 percent. Homicide rates among children ages 10-17 are down 31 percent since 1993.¹
- ☐ In this country, the number of reported juveniles arrested for violent crime was 102,231 in 1996. That same year, there were 530,531 reported juveniles arrested for property crime,² illustrating that most juveniles in the system *are not* arrested for violent crime.

Almost all the increase in youth violent crime is due to children's access to guns.

- ☐ From 1983 to 1995, gun homicides by juveniles tripled, while nongun homicides declined.³ Weapons violations are among the top three juvenile crimes, growing 103 percent between 1985 and 1994.⁴
- ☐ Since 1983, gun deaths of children have risen from eight a day to a staggering 14 a day in 1995.⁵ Firearms killed 5,254 American children in 1995. Those deaths included 3,249 homicides, 1,450 suicides, and 440 accidents.⁶
- ☐ The number of children who were victims of gun homicides has tripled since 1983. In addition, a 1995 survey showed that 10 percent of American high school students had carried a weapon to school in the past month.⁷
- ☐ A child growing up in America is 12 times more likely to be killed by gunfire as a child growing up in 25 other industrialized nations *combined*, including Israel and Northern Ireland.⁸

Children are at a much greater risk of being the victims of a violent crime than perpetrators of a violent crime.

- ☐ Youth ages 12-17 are three times more likely to be victimized than adults of all ages.⁹
- ☐ All too often, children are victimized in their own homes. In 1996, approximately 970,000 children were found to be abused

or neglected. That same year, there were an estimated 1,077 children who died as a result of abuse or neglect.¹⁰

Children are increasingly held in juvenile and adult jails and prisons.

- ☐ Juveniles housed in adult prisons are eight times more likely to commit suicide, five times more likely to be sexually assaulted, and two times more likely to be assaulted by staff. In addition, children in adult jails are much more likely to be attacked with a weapon compared with juveniles in juvenile facilities.¹¹
- ☐ In 1996, there were 8,100 juveniles being held in local adult jails. This figure indicates a 20 percent increase from 1994, when 6,700 juveniles were held in adult jails.¹²
- ☐ In 1995, there were 69,075 children in the United States being held in juvenile public custody facilities.¹³
- ☐ Minority children are overrepresented at every level of the system. Black youths are 14 percent of the population, but are 28 percent of those arrested, 41 percent of those detained, 52 percent of those waived to adult court, and 40 percent of those in long-term custody.¹⁴
- ☐ States nationwide are taking action to reform their juvenile justice laws—sometimes abandoning core principles of rehabilitation and confidentiality. Between 1992 and 1995, 47 states and the District of Columbia reformed their juvenile justice code. States made changes in sentencing, confidentiality, and jurisdiction allowing more juveniles to be tried as adults in criminal courts.¹⁵

Youth crime peaks between 3 p.m. and 7 p.m. After-school programs during these hours keep children safe and out of trouble.

- ☐ In the United States, 77 percent of mothers with school-age children work.¹⁶ An estimated 9,814,133 American children between ages 5 and 17 live in families with incomes below the poverty line (\$13,300 for a family of three in 1997).¹⁷
- ☐ Good after-school options in schools, churches, and community organizations can help children and youth do well in school and stay out of trouble, but they are inadequate in many communities. This problem is even more serious in low-income neighborhoods — for example, only one-third of schools in low-income neighborhoods offered before- and after- school programs in 1993.¹⁸
- ☐ Jobs also keep youth on the right track and out of trouble.

Unfortunately, in 1995, the national average unemployment rate for young people ages 16-19 was 17.3 percent.¹⁹

Sources

- ¹ Unpublished data, Federal Bureau of Investigation, 1997.
- ² *Uniform Crime Reports 1996* (p. 272). Washington, DC: Federal Bureau of Investigation.
- ³ Snyder, H.N., & Finnegan, T.A.. (1997). *Easy Access to FBI's Supplementary Homicide Reports: 1980-1995*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- ⁴ *Juvenile Offenders and Victims: 1997 Update on Violence*. A report of the Office of Juvenile Justice and Delinquency Prevention (p. 28). Pittsburgh: National Center for Juvenile Justice. □
- ⁵ National Center for Health Statistics, Division of Vital Statistics. Calculations by CDF.
- ⁶ *Ibid.*
- ⁷ *Juvenile Offenders and Victims: 1997 Update on Violence*. A report of the Office of Juvenile Justice and Delinquency Prevention (p. 14). Pittsburgh: National Center for Juvenile Justice.
- ⁸ Centers for Disease Control and Prevention. (1997, Feb. 7). *Morbidity & Mortality Weekly Report*, p. 101.
- ⁹ Perkins, C.A. (1977, Sept.). *Age Patterns of Victims of Serious Violent Crime*. Bureau of Justice Statistics Special Report, Bureau of Justice Statistics.
- ¹⁰ National Center on Child Abuse and Neglect. *Child Maltreatment 1995: Reports From the States to the National Child Abuse and Neglect Data System*.
- ¹¹ Forst, M., Fagan, J., & Vivora, T.S. (1989). Youths in Prison and Training Schools: Perceptions and Consequences of the Treatment-Custody Dichotomy. *Juvenile and Family Court Journal*, 40 (1).
- ¹² *Juvenile Offenders and Victims: 1997 Update on Violence*. A report of the Office of Juvenile Justice and Delinquency Prevention (p. 43). Pittsburgh: National Center for Juvenile Justice.
- ¹³ *Ibid.*, p. 40.
- ¹⁴ *Ibid.*, p. 42.
- ¹⁵ Torbet, P. et al. (1997). *State Responses to Serious and Violent Juvenile Crime* (p. xv). Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- ¹⁶ Bureau of the Census. (1990). Census of Population and Housing, STF4. Calculations by CDF.
- ¹⁷ Bureau of the Census. (1993). Small Area Income and Poverty Estimates.
- ¹⁸ State data from National Center for Education Statistics, Schools and Staffing Survey, 1993-1994 (School Questionnaire). National data on incidence in low-income neighborhoods from *The Condition of Education: 1993*. Washington, DC: National Center for Education Statistics.
- ¹⁹ Bureau of Labor Statistics, *Geographic Profile of Employment & Unemployment*, 1995. Table 12.

| [Back to Safe Start](#) | [Back to CDF Home Page](#) |

| [What's New](#) | [More about CDF](#) | [A Voice for Children](#) | [Issues](#) | [Child Care NOW!](#) | [News and Reports](#) | [BCCC](#) | [Stand For Children](#) | [Publications](#) | [Links](#) | [Site Index](#) | [Search](#) |



All graphics, text, and data © 1998 Children's Defense Fund
Please report site problems to CDF's [webmaster](#).



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

FAX TRANSMITTAL

TO:

Mike Cohen
DPC

PHONE:

FAX:

FROM:

Kevin Sullivan

PHONE:

FAX: (202) 401-0596

PAGE(S) TO FOLLOW:

9

MESSAGE:

Note 1 - On Tuesday, the day after the POTUS speech - 1400 student leaders are taking a pledge against violence.

CONFIDENTIALITY NOTICE

This transmission is intended for and restricted to the named addressee only. It may contain confidential and/or privileged information. If you receive this transmission in error, you are notified that you are prohibited from reading, copying, or disseminating the transmission. Please call (202) 401-3000 to arrange for return of any transmission sent in error. Thank you.

nassp NEWS

National Association of Secondary School Principals
1904 Association Drive • Reston, Virginia 20191 • (703) 860-0200

Thomas Koemer, *Interim Executive Director*
Robert Mahaffey, *Director of Communications*

(800) 253-7746 • Fax (703) 476-5432
<http://www.NASSP.org>

For More Information Contact:
Annie Morgan, Public Relations Specialist
(703) 860-7244/(316) 788-8500
E-Mail: Amorgan@Nassp.org

June 28, 1998

**STUDENT LEADERS SAY FAMILY PROBLEMS ARE CULPRIT
IN VIOLENT BEHAVIOR**

Derby, Kan.—Student leaders say pressure and problems in the family are the primary cause of violent behavior in schools, according to a survey on school violence conducted by the National Association of Student Councils (NASC). More than 47 percent of students polled blame family problems for violence, while an additional 22 percent say having no outlet for anger is the culprit. Only 14 percent blame the movie and TV industries, and music, video games and the Internet scored just over two percent each.

Results from adult advisers, who were also polled, differ. Thirty-eight point five percent of the advisers say family problems were responsible, but almost 28 percent say the movie and TV industry are also to blame. Almost 17 percent blame no outlet for anger, while the Internet received just over 3 percent.

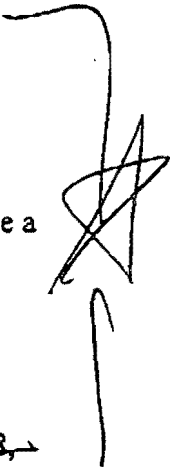
A surprising number of students say that gun violence is not a serious problem in schools. Almost 23 percent strongly disagree with the statement "gun violence is a serious problem in schools", while an additional 30 percent disagree to some extent. Only 16.6 percent of the students completely agree with the statement. On the other hand, the majority of advisers agree that gun violence is a serious problem, and only 7.7 percent don't think it's a problem.

(-more-)

National Association of Secondary School Principals
STUDENT LEADERS NAME FAMILY PROBLEMS AS CAUSE OF VIOLENT ACTS
Page 2

While students and adults may disagree on the extent of the problem, they seem to be in sync when it comes to their ideas on solving the problem. Almost 40 percent of the students and 34 percent of the advisers say that using metal detectors in their schools *would not* reduce violence, and the majority of both students and advisers say their schools have made some changes as a result of the recent school shootings. Almost 25 percent say their schools have increased security, 21.6 percent of the students and 26.2 percent of the advisers say there has been an increase in communication, and almost 19 percent say their schools have adopted stiffer punishments as a result of the shootings.

Student leaders and advisers also agree that student leaders in their schools are working to increase school safety. More than 80 percent of both groups agree that NASC should take an active role in reducing gun violence in schools, and NASC leaders plan to do just that at this conference. On Tuesday June 30th, more than 1,400 students are expected to take the Student Pledge Against Gun Violence, which was endorsed by the NASC Executive Board on Friday June 26th. When making the pledge, students promise to never bring a gun to school, never use a gun to settle a dispute, and promise to use their influence with their friends to keep them from using guns. The student pledge is just part of a national effort, which encourages students to make the same pledge. This campaign against gun violence will culminate on October 8, 1998, when students across the country take the same pledge.

A handwritten signature, possibly 'K. Star', is written on the right margin. A long arrow points from the signature down to the underlined date 'October 8, 1998'.

(-more-)

National Association of Secondary School Principals
STUDENT LEADERS NAME FAMILY PROBLEMS AS CAUSE OF VIOLENT ACTS
Page 3

The survey, in which 486 students and 67 adults participated, is just part of the five day annual NASC conference being held at Derby High School in Derby, Kan., June 27-July 1.

NASC is sponsored by NASSP, which is the nation's largest school leadership organization. NASSP consists of more than 46,000 middle level and high school principals and assistant principals. It administers the NASC, the National Association of Student Activity Advisers™, the Middle Level Student Activities Association™, the National Honor Society™, the National Junior Honor Society™, and the American Technology Honor Society™, collectively serving an additional 58,000 advisers and more than 1.5 million students.

(-end-)

nassp NEWS

National Association of Secondary School Principals
1904 Association Drive • Reston, Virginia 20191 • (703) 860-0200

Thomas Koerner, *Interim Executive Director*
Robert Muhlfey, *Director of Communications*

(800) 253-7746 • Fax: (703) 476-5432
<http://www.NASSP.org>

For More Information Contact:

Annie Morgan
Public Relations Specialist
(703) 860-7244/(316) 788-8500
E-Mail: Amorgan@Nassp.org

EMBARGOED FOR RELEASE UNTIL MON., JUNE 29, 1998 AT 10:15 A.M.

CONNECTICUT EDUCATOR NAMED AS NATION'S BEST ADVISER

Derby, Kan.—Albert L. Cormier, student council adviser, Woodstock Academy, Woodstock, Conn., has been named the 1998 Warren E. Shull Adviser of the Year. Cormier received this honor as the nation's top student council adviser earlier today at Derby High School, in Derby Kan. The award was presented during a ceremony at the 62nd National Association of Student Councils (NASC) Annual Conference, which is sponsored by the National Association of Secondary School Principals (NASSP).

"Cocurricular activities provide a foundation for teaching students responsibility," said Dr. Thomas Koerner, NASSP Executive Director. "Dedicated student council advisers like Cormier enable schools to provide students with the opportunities needed to develop as youth leaders."

"Mr. Cormier has sacrificed a great deal of personal time and other endeavors in order to extend his contributions to student activities," said Kent Weaver, Director of Administration, Woodstock Academy. "Because of his efforts, student government at Woodstock is a very real and significant part of our school community."

(-more-)

National Association of Secondary School Principals
CONNECTICUT ADVISER NAMED BEST IN NATION
EMBARGOED FOR RELEASE UNTIL MON., JUNE 29, 1998 at 10:15 A.M.

Page 2

A student council adviser for more than 28 years, Cormier has participated in numerous committees, workshops and conferences. He has received several awards, and was selected as Connecticut Adviser of the Year prior to receiving this honor.

This is the tenth year of the Shull Award, which is the only national program recognizing outstanding student council advisers. Warren E. Shull founded the NASC 66 years ago while serving as high school student council president. The NASC is the nation's only national student council organization providing leadership development of middle level and high school students and advisers.

NASSP, the nation's largest school leadership organization, consists to more than 46,000 middle level and high school principals and assistant principals. It administers the NASC, the National Association of Student Activity Advisers™, the Middle Level Student Activities Association™, the National Honor Society™, the National Junior Honor Society™, and the American Technology Honor Society™, collectively serving an additional 58,000 advisers and more than 1.5 million students.

(-end-)



Add Health



Search



Site Map



Contact Us

News

Strong Family, School Relationships Protect Teens From Violence, Substance Abuse, Suicide, And Early Sex

Press Release- September 9, 1997

*First Findings in JAMA, from Largest Adolescent Study Ever,
Report Harm When Guns, Alcohol, Illicit Substances Easily
Available in Homes And When Students Work More than 20 Hours
Per Week*

CHAPEL HILL, NC and MINNEAPOLIS, MN -- Initial results from the largest, most comprehensive survey of adolescents ever undertaken in the United States indicate that a feeling of personal connection to home, family, and school is crucial for protecting young people from a vast array of risky behaviors, such as cigarette, alcohol, and marijuana use, violent behavior, suicide, and sexual activity. The study was reported today in the Journal of the American Medical Association (JAMA).

The Congressionally-mandated, federally-funded National Longitudinal Study of Adolescent Health (Add Health) found that adolescents who reported a "connectedness" to their parents were the least likely to engage in risky behaviors. These young people felt close to their parents, felt their parents and family members cared about them, and were satisfied with their family relationships. To a lesser extent, adolescents were also protected from risky behaviors by their parents being present at key times during the day and by sharing activities with their parents. Adolescents whose parents had high expectations for their children's school performance reported fewer indicators for emotional distress.

Today's initial analysis of the Add Health data was reported in JAMA by researchers from the University of Minnesota and the University of North Carolina at Chapel Hill (UNC-CH). Because of the sheer volume of data collected, a complete analysis of the survey is expected to take a decade or more. Survey findings will be reported periodically, by individual teams of scientists, as their results become available. Funded through a grant from the National Institute of Child Health and Human Development (NICHD) with contributions from 17 other federal agencies, Add Health was conducted by investigators from UNC-CH and investigators from five other academic and research institutions throughout the U.S.

The study found that many adolescents are living in homes with easy access to cigarettes, marijuana, alcohol, and guns, and that this is associated with more use of these substances, more violent behavior, and thoughts or attempts at suicide. Further, working 20 or

more hours a week -- which nearly one in five teenagers does -- increases the probability of emotional distress, smoking, substance abuse, and early sexual activity.

"These findings offer the parents of America a blueprint for what works in protecting their kids from harm," said Add Health principal investigator J. Richard Udry, PhD, of the Carolina Population Center of the University of North Carolina in Chapel Hill. "Contrary to common assumptions, Add Health has found that parents -- not just peers -- are extremely relevant to their children throughout their adolescence." Udry also said that parents who wish to prevent risky behavior in their children should spend time with, talk to, be available to, and set high standards for them, and send clear messages about what they want them to do and not do.

The Add Health survey was conducted in phases. In the first phase, roughly 90,000 students from grades 7 through 12 at 145 schools around the U.S. answered brief questionnaires to provide information about themselves and their lives, including their health, friendships, self-esteem, and expectations for the future. In the second phase of the study, interviews were conducted with roughly 20,000 students and their parents in the students' homes. A final phase of the study, not yet reported, repeated the home interviews with the students a year later. The article appearing in today's JAMA examined a sample of 12,000 of these at-home interviews. The researchers controlled for the effects of gender, race, ethnicity, family structure, and poverty status.

Overall, the survey results show that most adolescents are doing well. But the survey findings confirm the results of other surveys showing that a significant proportion of teens are engaged in risky behaviors. For example, 3.5 percent of all adolescents reported suicide attempts in the past year; one quarter identified themselves as being current smokers; one in six (17.5 percent) reported drinking alcohol more than once a month; nearly one third report having smoked marijuana; and fully 16 percent of 7th and 8th graders and almost half (48.5 percent) of the 9th to 12th graders said that they had experienced sexual intercourse.

Major findings:

- Home environment and illicit substances -- The study found that the mere presence of drugs, alcohol, or tobacco in the home increases the likelihood of adolescents using these substances and of engaging in risky behaviors. Alcohol was readily available in over a quarter (27.8 percent) of respondents' homes. One in three adolescents reported that cigarettes were easily available in the home.

"The home environment plays a major role in shaping negative health outcomes among adolescents," said Michael Resnick, lead author of the JAMA article and professor of Maternal and Child Health and Pediatrics at the University of Minnesota. "When adolescents do not have access to alcohol and drugs in their homes, they are less likely to use them."

- Guns and Violence -- Similarly, adolescents living in homes where guns are kept are more likely to be involved in violent

behavior and more likely to attempt or contemplate suicide. Add Health data show that a significant number of children across America -- almost one quarter of those surveyed in this study -- have easy access to guns at home. Over 12 percent of those interviewed indicated that they had carried a weapon during the previous 30 days. Fully one quarter of those interviewed reported that they had been a victim of violent behavior.

- School -- Students' feeling of connectedness to school -- that is their feelings that teachers treat students fairly, that they feel close to people at school and that they are a part of school -- is protective against every health risk behavior examined. Health behaviors and outcomes, as a rule, were not related to structural characteristics of schools -- how big the school is, the teacher-student ratio, teaching experience, and the grade range of the school.
- Sex -- Adolescents who report a sense of connectedness to parents, family, and school, and who have a higher grade point average, are more likely than their peers to delay having sexual intercourse. Adolescents who delay first intercourse are also more likely to have taken a pledge to remain virgins until they are married and to report that their parents disapprove of them having sex and using contraception.

Compared to those who have been pregnant, sexually experienced girls who have not been pregnant are more likely to have delayed their first age of intercourse, to have used effective contraception at both their first and most recent intercourse, to perceive negative consequences of becoming pregnant, and to report being more involved in activities with their parents.

"If parents don't want their teenagers to have sex, they should make sure their teenagers understand and hear loud and clear that they don't want them to have sex," said Resnick. "But if these kids are having sex, our study confirms the benefits of contraception."

- Students who are out of 'synch' -- The survey found that adolescents who physically appear either older or younger than their peers are more likely to experience negative health outcomes. Seventh and 8th graders who felt they looked younger than their peers reported experiencing more emotional distress than did their peers. Repeating a grade or appearing older than classmates predisposed adolescents to depression, suicidal thoughts and suicide attempts, violence, substance use, and earlier age of sexual activity.

"The problem of school failure is all the more critical when one realizes that more than one in five young people have been held back at least one year in school," said Robert Blum, professor and director of Minnesota's Adolescent Health Program and a study co-investigator. "Academic success is protective against many health risks, and school failure is strongly associated with nearly all risk behaviors."

- Religion -- Among the nearly 85 percent of those surveyed who reported having a religion, the perceived importance of religion and prayer was protective. Those who said religion and prayer were important to them tended to have a later age of sexual debut and were also less likely to use all substances.

According to the NICHD project officer for the study, Christine Bachrach, PhD, chief of the Demographic and Behavioral Sciences Branch: "Add Health will have a powerful impact on adolescent health research. It's the first study designed to measure key aspects of the adolescents' social world that influence health and behavior. Its rich data base will have important implications for parents, practitioners, and policymakers, answering critical questions about how to change those behaviors that harm American youth."

Future analysis of Add Health data will address a host of questions about how families, schools, peers, and communities affect adolescent behavior and health, such as: how do older siblings influence the health behaviors of their younger brothers and sisters?; can parents contribute to the health and safety of their children by sending them to a different school, or moving to another neighborhood?; and can communities reduce teen alcohol use by making alcohol harder to get in their communities? The University of North Carolina at Chapel Hill is making data from Add Health available to researchers throughout the country to answer these and other questions. Identities of respondents are completely protected in these data sets.

Add Health was undertaken in response to a mandate by the U.S. Congress in the NIH Revitalization Act of 1993 (Public Law 103-43, Title X, Subtitle D, Section 1031). It is funded by grant P01-HD31921 from the National Institute of Child Health and Human Development to the Carolina Population Center, UNC-CH, with cooperative funding participation by the National Cancer Institute; the National Institute of Alcohol Abuse and Alcoholism; the National Institute on Deafness and Other Communication Disorders; the National Institute of Drug Abuse; the National Institute of General Medical Sciences; the National Institute of Mental Health; the National Institute of Nursing Research; the Office of AIDS Research, NIH; the Office of Behavior and Social Science Research, NIH; the Office of the Director, NIH; the Office of Research on Women's Health, NIH; the Office of Population Affairs, DHHS; the National Center for Health Statistics, Centers for Disease Control and Prevention, DHHS; the Office of Minority Health, Centers for Disease Control and Prevention, DHHS; the Office of Minority Health, Office of Public Health and Science, DHHS; the Office of the Assistant Secretary for Planning and Evaluation, DHHS; and the National Science Foundation.

People interested in obtaining a comprehensive report on the initial findings of Add Health should write to: Add Health c/o Burness Communications, Suite 1340, 7910 Woodmont Avenue, Bethesda, MD, 20814-3015.

National Institute on the Education of At-Risk Students

Office of Educational Research and Improvement
U.S. Department of Education
555 New Jersey Avenue NW, Room 610c
Washington, DC 20208-5521

FAX COVER SHEET

Fax Number: (202) 219-2030

TO: Mike Cohen White HouseFAX NO. : 456-5581Number of pages including cover sheet: 13

FROM: Oliver Moles

PHONE NO.: (202) 219-2211

MESSAGE: material from two recent NCEES reports.

They got a lot of coverage when released, and
you may have seen them. Hope they are useful.

Oliver Moles7/17/98



U.S. Department of Education
Office of Educational Research and Improvement
National Center for Education Statistics

U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Statistics



March 1998

**1989 and 1995 School Crime Supplement to
the National Crime Victimization Survey**

**Students' Reports
of School Crime:
1989 and 1995**

Kathryn A. Chandler, National Center for Education Statistics

Christopher D. Chapman, National Center for Education Statistics

Michael R. Rand, Bureau of Justice Statistics

Bruce M. Taylor, Ph.D., Bureau of Justice Statistics

1989 and 1995 SCS collections, persons 12 to 19 years of age were asked to respond to the NCVS and the SCS, and victimization information was captured in both questionnaires. The earlier authors elected to use the victimization information reported in the NCVS, rather than the SCS, in the development of their estimates. Because of a redesign of the NCVS in 1992, the 1995 victimization estimates from the NCVS cannot readily be compared to those developed before 1993.³ Therefore, the authors of this report elected to reanalyze the 1989 data to compare estimates of victimization in 1995 to 1989 using the SCS data in both cases. Undoubtedly, the redesign of the NCVS also had implications on responses to the SCS. Unfortunately, it is not possible to measure the extent of the impact. (More information about the redesign and a comparison of SCS versus NCVS estimates of victimization can be found in the methodology section of this report.)

This report presents estimates for two points in time, six years apart. Readers should not assume that the time points represent a stable trend between 1989 and 1995. In fact, if estimates had been developed for the intervening years, many changes might be seen.

In this report, each topic is covered in a two- or three-page presentation that consists of bullets and figures. Comprehensive tables on each of the topics can be found after the body of the report. A methodology section, which describes the data collections and the analysis approach, follows the tables. Shown in appendix A are tables containing standard errors of the estimates, and shown in appendix B are the 1989 and 1995 School Crime Supplement questionnaires.

Again, this report does not exhaustively cover all of the data available in the 1989 and 1995 data sets. Readers can obtain the 1989 SCS data through the National Archive of Criminal Justice web site at "<http://www.icpsr.umich.edu/NACJD/>" (study number 9394), and the 1995 SCS data will soon be made available through the same source. A SCS, jointly developed by the Bureau of Justice Statistics (BJS) and the National Center for Education Statistics (NCES), will continue to be fielded as a supplement to the NCVS every few years.

C. Kindermann, J. Lynch, and D. Cantor. *Effects of the Redesign on Victimization Estimates*, NCJ-164381 (U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C.: 1997).

Introduction and Background

This report is the first focusing on data collected in the 1995 School Crime Supplement (SCS), an enhancement to the National Crime Victimization Survey (NCVS). The NCVS is an ongoing household survey that gathers information on the criminal victimization of household members age 12 and older. While this report does not cover all of the items in the dataset, it covers those pertinent to school crime. These include: victimization at school, drug availability at school, street gangs at school, and guns at school. In this report, victimization is in terms of prevalence as opposed to counts of events. In other words, the report focuses on the percent of students who have been victimized one or more times.

To put the 1995 estimates in context, data from the 1989 SCS are also presented. Key findings include:

- There was little or no change in the percent of students reporting any (violent or property) victimization at school (14.5 percent versus 14.6 percent), or the percent of students reporting property victimization at school (12.2 percent versus 11.6 percent) between 1989 and 1995 (table 1). However, there was an increase in the percent of students reporting violent victimization at school (3.4 percent versus 4.2 percent) between the two years.
- In 1989, most students, 63.2 percent, reported that marijuana, cocaine, crack, or uppers/downers were available at school (either easy or hard to obtain; table 2). This number increased somewhat to 65.3 percent in 1995.
- The percent of students reporting street gang presence at school nearly doubled between 1989 and 1995, increasing from 15.3 percent to 28.4 percent (table 4).
- In 1995, a series of questions was asked about guns at school.¹ Almost no students reported taking a gun to school (less than one half of one percent), 5.3 percent reported seeing another student with a gun at school, and 12.7 percent reported knowing another student who brought a gun to school.

The supplements were fielded in January through June of their respective years to nationally representative samples of approximately 10,000 students. Eligible respondents to the supplements had to be between the ages of 12 and 19, and had to have attended school at some point during the six months preceding the interview. Respondents were only asked about crimes that had occurred at school during the six months prior to the interview. "At school" was defined as in the school building, on school grounds, or on a school bus.

Readers should be aware that the 1989 SCS estimates on victimization at school shown in this report do not match the estimates presented in the first analysis of the 1989 SCS.² In both the

¹ A similar series of questions was not included in 1989.

² See L. Bastian and B. Taylor, *School Crime: A National Crime Victimization Survey Report*, NCJ-131645 (U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C.: 1991).

Summary

This report presents the first published findings from the 1995 School Crime Supplement (SCS) to the National Crime Victimization Survey (NCVS) in addition to findings from a reanalysis of the 1989 SCS. Because of the issue's obvious importance to students, parents, educators, and policymakers, this first report focuses on the reported prevalence of crime in America's schools. More specifically, it explores student reports of victimization, drug availability, street gang presence, and gun presence at school.

One important finding that emerged from comparing estimates from the two time points was that more students were exposed to certain problems at school in 1995 than in 1989. As compared to students in 1989, students in 1995 were more likely to report that they had experienced violent victimization, could obtain drugs, and were aware of street gangs at school.

A second key finding was that various types of problems tended to co-exist. For instance, student reports of drug availability, street gang presence, and gun presence at school were all related to student reports of having experienced violent victimization at school. Reports of having experienced violent victimization were higher among students who reported that drugs were available than among students who reported that they were not. In addition, students who reported that street gangs were present were more likely than students who reported that they were not present to say that they had been violently victimized. Finally, students who reported seeing another student with a gun were more likely to say that they had experienced violent victimization than students who had not seen another student with a gun.

Because of the exploratory nature of this report, the crime variables were studied using bivariate analyses only. Future research will apply multivariate approaches to the data to help better understand possible interactions and patterns. Also, because the report focused on the important issues of school crime, it did not exhaustively cover all of the topics addressed by the data bases. Such topics as safety measures taken by schools to prevent crime, student avoidance of places in or near school because of fear of attack, and student perceptions of rule enforcement at school will form the basis of future work. It is the intent of both NCES and BJS to continue what has been a successful collaborative effort to conduct some of this research.

Table 1.—Percent of students ages 12 through 19 reporting criminal victimization at school, by selected characteristics and perceptions of conditions at school: 1989 and 1995

Student characteristics and perceptions of conditions at school	Year							
	1989				1995			
	Number of students (thousands)	Victimization			Number of students (thousands)	Victimization		
		Any ¹	Violent ²	Property ³		Any ¹	Violent ²	Property ³
		Percent Victimized	Percent Victimized	Percent Victimized		Percent Victimized	Percent Victimized	Percent Victimized
Total	21,554	14.5	3.4	12.2	23,933	14.6	4.2	11.6
Characteristics								
Student sex								
Male	11,166	15.2	4.8	12.1	12,331	15.8	5.1	12.0
Female	10,388	13.7	2.0	12.3	11,602	13.3	3.3	11.2
Student race/ethnicity								
White, non-Hispanic	15,349	14.3	3.4	12.2	16,351	14.5	4.1	11.6
Black, non-Hispanic	3,391	14.9	3.3	12.3	3,752	16.8	5.1	13.4
Hispanic	2,027	14.7	4.4	11.1	2,898	12.4	3.9	9.5
Other, non-Hispanic	787	14.7	2.2	13.3	932	13.7	3.9	11.0
Student age								
12	3,221	17.8	5.5	14.7	3,735	19.8	6.8	15.1
13	3,319	18.0	4.7	14.9	3,781	17.9	5.9	13.9
14	3,264	16.8	4.1	14.1	3,732	17.0	4.7	13.7
15	3,214	15.3	3.3	12.8	3,688	14.4	3.9	12.0
16	3,275	12.0	2.8	9.9	3,674	11.9	3.0	9.5
17	3,274	10.6	1.4	9.7	3,172	9.9	1.9	8.6
18	1,756	8.6	1.8	7.2	1,820	6.8	2.0	5.2
19	231	5.3	1.0	5.3	331	8.8	3.3	6.1
Student grade								
Sixth	1,818	17.9	5.7	14.8	2,315	18.0	6.7	13.3
Seventh	3,170	18.9	5.4	15.5	3,736	20.4	6.6	16.0
Eighth	3,258	16.1	4.0	13.1	3,795	17.1	4.7	13.9
Ninth	3,391	17.1	3.6	14.7	3,689	15.5	4.6	12.1
Tenth	3,082	13.9	2.5	11.9	3,662	12.9	3.3	10.7
Eleventh	3,224	10.5	2.2	8.8	3,460	9.5	2.3	7.5
Twelfth	3,172	8.3	1.2	7.6	2,990	8.7	1.7	7.5
Other	439	13.5	7.0	10.0	285	10.3	4.6	6.4
Student household income								
Less than \$7,500	2,041	16.3	3.6	14.0	1,487	15.8	5.6	11.8
\$7,500-\$9,999	791	14.8	5.2	10.6	783	12.8	3.6	10.1
\$10,000-\$14,999	1,823	15.5	3.5	13.0	1,657	14.4	5.4	10.7
\$15,000-\$24,999	3,772	14.7	3.4	12.5	3,130	14.5	4.1	11.8
\$25,000-\$29,999	1,845	14.3	3.8	11.9	1,729	17.2	5.5	12.9
\$30,000-\$49,999	5,798	14.4	3.5	12.2	6,295	13.9	3.9	11.1
\$50,000+	3,498	14.2	3.4	12.0	6,562	14.2	3.7	11.8
Not ascertained	1,983	11.7	2.3	9.9	2,289	15.5	4.4	12.5
Student place of residence								
Central city	5,816	16.1	3.9	13.4	6,309	14.7	4.7	11.3
Suburbs	10,089	13.8	3.5	11.3	11,341	14.6	4.4	11.5
Nonmetropolitan area	5,648	14.0	2.9	12.3	6,283	14.3	3.5	12.0
Student school type								
Public	19,265	14.7	3.5	12.3	21,719	14.8	4.4	11.7
Private	1,873	12.8	2.9	10.8	2,163	12.4	2.3	10.7
Not ascertained	416	11.8	3.1	9.6	+	+	+	+

Table 1.—Percent of students ages 12 through 19 reporting criminal victimization at school, by selected characteristics and perceptions of conditions at school: 1989 and 1995 — Continued

Student characteristics and perceptions of conditions at school	Year							
	1989				1995			
	Number of students (thousands)	Victimization			Number of students (thousands)	Victimization		
		Any ¹	Violent ²	Property ³		Any ¹	Violent ²	Property ³
		Percent Victimized	Percent Victimized	Percent Victimized		Percent Victimized	Percent Victimized	Percent Victimized
Perceptions of conditions at school								
Student reports of street gangs at school								
Yes	3,301	21.8	6.7	17.3	6,796	21.4	7.5	16.4
No	17,042	13.1	2.9	11.2	13,687	11.8	2.7	9.8
Do not know	1,124	13.8	3.0	11.8	3,224	12.5	3.7	9.8
Not ascertained	88	8.0	1.8	8.0	226	8.4	4.8	3.6
Student reports of knowing a student who brought a gun to school								
Yes	—	—	—	—	3,042	24.6	8.6	19.8
No	—	—	—	—	20,608	13.2	3.6	10.5
Not ascertained	—	—	—	—	282	9.4	4.6	4.8
Student reports of seeing a student with a gun at school								
Yes	—	—	—	—	1,270	31.2	12.4	24.7
No	—	—	—	—	22,359	13.7	3.8	10.9
Do not know	—	—	—	—	+	+	+	+
Not ascertained	—	—	—	—	263	11.8	5.0	6.8
Student reports of drug availability: marijuana, cocaine, crack, upper/downers ⁴								
Any available	13,630	16.8	4.0	14.2	15,630	16.0	4.7	12.8
None available	2,560	10.3	2.5	8.6	3,922	12.9	3.0	10.6
Do not know/Not ascertained	5,364	10.5	2.4	8.7	4,380	10.9	3.6	8.2

— Question is not asked in the 1989 School Crime Supplement.

+ Fewer than 30 sample cases.

¹Any victimization is a combination of reported violent and property victimization. If the student reported an incident of either, he or she is counted as having experienced any victimization. If the respondent reported having experienced both, he or she is only counted once under "Any victimization".²Violent victimization includes physical attacks or taking property from the student directly by force, weapons, or threats.³Property victimization includes theft of property from a student's desk, locker, or other locations.⁴In both the 1989 and 1995 SCS, students were asked about the availability of marijuana, cocaine, crack, and uppers/downers. If students reported any of these to be easy or hard to obtain at school, they are included in the "Any available" category. If they said each was impossible to obtain, they are counted in the "None available" category. If students are not included in the first two categories, they are included in the "Do not know/Not ascertained" category.

SOURCE: U.S. Department of Justice, Bureau of Justice Statistics, School Crime Supplement to the National Crime Victimization Survey, spring 1989 and spring 1995.

NATIONAL CENTER FOR EDUCATION STATISTICS

Statistical Analysis Report

March 1998

Violence and Discipline Problems in U.S. Public Schools: 1996-97


Fast Response Survey System

Sheila Heaviside
Cassandra Rowand
Catrina Williams
Elizabeth Farris
Westat, Inc.

Shelley Burns
Edith McArthur
Project Officers
National Center for Education Statistics

U.S. Department of Education
Office of Educational Research and Improvement

NCES 98-030

Executive Summary

No matter where you are, parents want their students to be safe and secure... that might even precede a quality education..." With drugs, gangs, and guns on the rise in many communities the threat of violence "weighs heavily on most principals' minds these days... Anyone who thinks they are not vulnerable is really naïve. (Principal Michael Durso, Springbrook High School, as quoted in the Washingtonian Magazine, September 1997).

Background

Recent events have again focused the nation's attention on violence in U.S. public schools, an issue that has generated public concern and directed research for more than two decades.¹ Despite long-standing attention to the problem, there is a growing perception that not all public schools are safe places of learning, and media reports highlight specific school-based violent acts. The seventh goal of the National Education Goals states that by the year 2000, "all schools in America will be free of drugs and violence and the unauthorized presence of firearms and alcohol, and offer a disciplined environment that is conducive to learning." In response to this goal, the Congress passed the Safe and Drug-Free Schools and Communities Act of 1994, which provides for support of drug and violence prevention programs. As part of this legislation, the National Center for Education Statistics (NCES) is required to collect data to determine the "frequency, seriousness, and incidence of violence in elementary and secondary schools." NCES responded to this requirement by commissioning a survey, the Principal/School Disciplinarian Survey on School Violence, 1996-97, the results of which are detailed in this report.

The school violence survey was conducted with a nationally representative sample of 1,234 regular public elementary, middle, and secondary schools in the 50 states and the District of Columbia in the spring and summer of 1997. The survey requested information on four main topics:

- The incidence of crime and violence that occurred in public schools during the 1996-97 academic year;
- Principals' (or school disciplinarians') perceptions about the seriousness of a variety of discipline issues in their schools;
- The types of disciplinary actions schools took against students for serious offenses; and

¹ U.S. Department of Health, Education, and Welfare, "Violent Schools - Safe Schools: The Safe School Study Report to the Congress," December 1977.

- The kinds of security measures and violence prevention programs that were in place in public schools.

The types of criminal incidents that schools were asked to report included murder, suicide, rape or other type of sexual battery, assault or fight with a weapon, robbery, assault or fight without a weapon, theft/ larceny, and vandalism. Any effort to quantify the frequency and seriousness of these crimes and violent incidents occurring in public schools will be affected by the way in which the information is collected and reported. Three important aspects of the process were used to gather the data reported in this publication:

- The survey questions asked, including how the questions were phrased, definitions applied, time span covered, and the context in which they were asked;
- The choice of survey respondent; and
- The survey sample size.

The reader should keep these aspects of the survey in mind when comparing results of this particular sample survey with other studies on school crime and violence. The data reported from this study may vary from data reported elsewhere because of differences in definitions, coverage, respondents, and sample. For example, the data reported in this survey describe the number of incidents of crime, not the number of individuals involved in such incidents. It should be noted that an incident could involve more than one individual perpetrator or individual victim. Similarly, an individual perpetrator or victim could be involved in multiple incidents.

Key Findings

HOW SERIOUS A PROBLEM WAS CRIME AND VIOLENCE IN U.S. PUBLIC SCHOOLS IN THE 1996-97 SCHOOL YEAR?

More than half of U.S. public schools reported experiencing at least one crime incident in school year 1996-97, and 1 in 10 schools reported at least one serious violent crime during that school year (table 7).

- Fifty-seven percent of public elementary and secondary school principals reported that one or more incidents of crime/violence that were reported to the police or other law enforcement officials had occurred in their school during the 1996-97 school year.
- Ten percent of all public schools experienced one or more serious violent crimes (defined as murder, rape or other type of sexual battery, suicide, physical attack or fight with a weapon, or robbery) that were reported to police or other law enforcement officials during the 1996-97 school year.

- Physical attacks or fights without a weapon led the list of reported crimes in public schools with about 190,000 such incidents reported for 1996-97 (figure 1). About 116,000 incidents of theft or larceny were reported along with 98,000 incidents of vandalism. These less serious or nonviolent crimes were more common than serious violent crimes, with schools reporting about 4,000 incidents of rape or other type of sexual battery, 7,000 robberies, and 11,000 incidents of physical attacks or fights in which weapons were used.
- While 43 percent of public schools reported no incidents of crime in 1996-97, 37 percent reported from one to five crimes and 20 percent reported six crimes or more (figure 3).

WHAT TYPES OF SCHOOLS WERE LIKELY TO HAVE MORE SERIOUS PROBLEMS WITH CRIME AND VIOLENCE?

Crime and violence were more of a problem in middle and high schools than in elementary schools. Middle schools and high schools were more likely to report that they had experienced one or more incidents of any crime and one or more incidents of serious violent crime than elementary schools (table 7).

- Forty-five percent of elementary schools reported one or more violent incidents compared with 74 percent of middle and 77 percent of high schools.
- Four percent of elementary schools reported one or more serious violent crimes compared with 19 percent of middle and 21 percent of high schools.
- Of the less serious or nonviolent crimes, the largest ratios of crimes per 100,000 students were found in middle and high schools compared with elementary schools. This was true for physical attacks or fights without a weapon, theft/larceny, and vandalism (table 10).
- In general, elementary schools reported proportionately fewer incidents of serious violent crime. They reported lower rates of physical attacks or fights with a weapon and rape or other type of sexual battery when compared with middle schools and high schools. However, while elementary schools reported lower ratios of robbery compared with high schools, they were not significantly different from middle schools.

Schools that reported serious discipline problems were more likely to have experienced one or more incidents of crime or violence, and were more likely to experience serious violent crime than those with less serious discipline problems (table 7).

- Sixteen percent of public school principals considered at least one serious discipline problem (out of 17 discipline issues that they were asked about) to be a serious problem in their schools in 1996-97 (table 12). The remaining schools were about equally divided between those that had minor or no discipline problems on all 17 issues (43 percent) and those that reported a moderate (but no serious) problem on at least 1 of the issues (41 percent).
- Principals in public high schools and middle schools were more likely than public elementary school principals to rate at least one discipline issue as a serious problem in their schools. Thirty-seven percent of high school principals reported at least one serious discipline problem in their schools compared with 18 percent of middle school principals and 8 percent of elementary school principals (table 12).
- In both 1990-91 and 1996-97, the three discipline issues most frequently rated as serious or moderate problems by principals were student tardiness, student absenteeism or class cutting, and physical conflicts among students (table 13).

WHAT MEASURES ARE SCHOOLS TAKING TO DEAL WITH PROBLEMS OF CRIME AND VIOLENCE?

Most public schools reported having zero tolerance policies towards serious student offenses (table 19).

- Principals were asked about the school had "zero-tolerance" policies, defined as school or district policy mandating predetermined consequences for various student offenses. The proportion of schools that had such policies ranged from 79 to 94 percent on violence, tobacco, alcohol; drugs, weapons other than firearms, and firearms (figure 8 and table 19).

Most schools reported that they employed low levels of security measures to prevent violence (figure 11).

- To discover what types of security was employed, schools were asked whether visitors must sign in, if there was a closed campus policy for most students during lunch, if access to the school building was controlled, if access to school grounds was controlled, if there had been one or more drug sweeps, whether the school used random metal detector checks on students, or whether students must pass through

metal detectors daily (table 22). Schools were also asked about the presence of police or other law enforcement at the school (table 23).

- Two percent of public schools had stringent security, which was defined as a full-time guard and daily or random metal detector checks (figure 11). Eleven percent of schools had instituted moderate security measures such as a full-time guard, or a part-time guard with restricted access to the school, or metal detectors with no guards, while 84 percent of public schools reported having a low level of security-restricted access to their schools but no guards or metal detectors. Another 3 percent reported that none of the security measures asked about in the survey were used.

Most schools reported having formal school violence prevention programs (table 25).

- Seventy-eight percent of schools reported having some type of formal violence-prevention or violence reduction program or effort.
- Fifty percent of public schools with violence-prevention programs indicated that all or almost all of their students participated in these programs (figure 12 and table 30).

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary *and middle*?) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completd summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual-assaults down 24%, robberies down 16% and aggravated asaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary *and middle?*) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completed summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual assaults down 24%, robberies down 16% and aggravated assaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

FACSIMILE TRANSMITTAL

Department of Sociology
280-6301

**University of
New Orleans**

TO: Ms. Erin Dalton
FAX: 202-307-6394
RE: results, discussion and conclusion of the curfew analyses
PAGES: 14
FROM: Prof. Ruth Seydlitz
FAX: 504-280-6302
VOICE: 504-280-7373

I have included the title page, abstract, results, discussion and conclusion of the curfew analyses. The entire paper will be faxed tomorrow morning. The results do not support the popularity of curfew laws and the discussion explains why curfew laws are not effective for reducing victimizations and juvenile crime.

DO JUVENILE CURFEWS WORK?
A TIME SERIES ANALYSIS OF THE NEW ORLEANS LAW*

K. Michael Reynolds
University of Central Florida
Ruth Seydlitz
Pamela Jenkins
University of New Orleans

* An earlier version of this research was presented at the 1996 annual meeting of the American Society of Criminology, Chicago. We thank Ronal Serpas, Chief of Operations, Mr. Al Blackledge, data analyst, and Lieutenant Michael Lentz of the New Orleans Police Department for the data used in this study. This project was supported by Grant No. 95-II-CX-0024 from the National Institute of Justice, U.S. Department of Justice. Points of view in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

DO JUVENILE CURFEWS WORK?**A TIME SERIES ANALYSIS OF THE NEW ORLEANS LAW****ABSTRACT**

Juvenile curfews and parental responsibility laws are two of the latest weapons in the war on delinquency. Yet, little is known about their effectiveness. This study examines the impact of the most restrictive juvenile curfew law, that of New Orleans, Louisiana, on victimizations, juvenile victimizations, and juvenile arrests. Interrupted time series analyses are used to compare victimizations, juvenile victimizations and juvenile arrests before the curfew was implemented with those after the law went into effect. The results demonstrate only short-term impacts and not all of these effects were reductions. Four theories and three major correlates of delinquency - peers, schools and family - are examined to understand the ineffectiveness of juvenile curfew laws for reducing victimizations and delinquency.

RESULTS

After the curfew law was implemented, violent and property victimizations for all victims during non-curfew hours were not significantly altered (see table 1 and figures 1 and 2). When the law went into effect (week 53), there was a temporary, nonsignificant decrease in violent victimizations, but these victimizations resumed their original pattern of a slow increase. The results for juvenile victimizations during non-curfew hours displayed a similar pattern, except that the decrease in violent victimizations was significant (see table 1 and figures 3 and 4). Before the curfew went into effect, juvenile violent victimizations during non-curfew hours were significantly rising. When the curfew law was implemented (week 53), violent victimizations of juveniles during non-curfew hours initially significantly decreased, but these events significantly increased throughout the rest of the series at the same rate that they were increasing before the curfew went into effect. However, like property victimizations for people of all ages, property victimizations of juveniles during non-curfew hours were unaffected by implementation of the curfew law.

The findings for curfew hours were dissimilar from the outcomes for non-curfew hours (see table 1 and figures 5 through 8). The curfew had a significant influence on property, but not violent, victimizations for victims of all ages during curfew hours (see table 1 and figures 5 and 6). Property victimizations were significantly decreasing before the curfew went into effect. However, these victimizations significantly increased when the curfew was implemented and then significantly decreased throughout the rest of the series at a significantly slower rate than they were decreasing before the curfew went into effect. Juvenile victimizations during curfew hours displayed a similar pattern. Again, the curfew had no effect on violent victimizations of juveniles during curfew hours, but did alter property victimizations of people under age 17 (see table 1 and figures 7 and 8). These property victimizations were significantly decreasing before the curfew was implemented, but they

increased dramatically and significantly when the law went into effect and then decreased. In addition, the curfew was most strongly enforced immediately after the curfew law was implemented during the time when juvenile property victimizations were higher; therefore, there appears to be a positive, instead of negative, relationship between enforcing the curfew and juvenile property victimizations.

Moreover, implementation of the curfew law had no significant impacts on juvenile arrests for violations other than the curfew law during curfew hours (see table 2 and figure 9). There was a very small, nonsignificant, temporary increase in juvenile arrests when the law went into effect (week 53).

In summary, the victimization results suggest that the curfew law was not effective for reducing victimizations for people of all ages or for juveniles. Although juvenile violent victimizations significantly, temporarily reduced during non-curfew hours, victimizations during curfew hours did not significantly decrease. In addition, after the law was implemented, property victimizations for people of all ages and for juveniles significantly increased during curfew hours. Thus, victimizations significantly rose after the curfew law went into effect for two series, significantly temporarily decreased for one series, and did not change significantly for the remaining five series. Finally, enactment of the curfew law had no significant effect on juvenile arrests for offenses other than curfew violation during curfew hours.

DISCUSSION

The findings show that the juvenile curfew law in New Orleans, despite its restrictive nature, was not effective for reducing victimizations, juvenile victimizations, or juvenile arrests. All changes found in victimizations were small, temporary, and two of the three significant changes were increases. Hence, the outcome of the present study is similar to that of other research (Hunt and Weiner, 1977; Macallair and Males, 1998; Wright et al., 1994) which demonstrates the

ineffectiveness of juvenile curfew laws for combatting crime. The current investigation also hints at possible changes in victimization patterns consisting of initial decreases in violent victimizations and initial increases in property victimizations when the curfew law was implemented.

POSSIBLE EXPLANATIONS OF THE INEFFECTIVENESS OF THE CURFEW LAW

Why is such a seemingly reasonable law so ineffective in controlling crime? There are several possible reasons. First, unless juveniles under 17 years of age are a large percentage of the motivated offenders or victims, then the curfew law would be ineffective even if youths complied with it. However, juveniles are only a portion of the overall crime problem in the United States. According to the Uniform Crime Reports (Federal Bureau of Investigation, 1961-1996), juveniles (under age 18) have not exceeded 25 percent of the annual total arrests since 1975 and they have constituted less than 20 percent of the people arrested each year since 1980. In addition, during the first year of the New Orleans curfew law 3,572 youths were arrested for curfew violations, but the total number of victimizations during this time increased by 5,000. If juveniles ages 16 and younger were a major portion of the motivated offenders, the total number of victimizations should have decreased.

Second, police crackdowns - sudden increases in police activity to raise the likelihood of offense detection - tend not to deter crime in the long run (Sherman, 1990). There is usually only an initial, temporary deterrent effect, sometimes despite continued police presence, and such efforts are extremely costly to maintain (Ross, 1973; Ross, McCleary and Epperlein, 1982; Sherman, 1990). In fact, during the first year of the curfew law when the New Orleans Police Department was understaffed by more than 300 officers, the department spent in excess of \$600,000 for curfew enforcement. Despite this strong effort to enforce the law, there was a very high level of noncompliance by juveniles. More than 3,500 youths were arrested for curfew violation during the

first year of implementation, 71 percent of these juveniles were between 14 and 16 years old. This noncompliance is consistent with a lack of deterrence effect, as would be expected given that the law has no sanctions for the juvenile offenders.

Possible Theoretical Explanations

Third, juvenile curfew laws are only loosely related to theories of delinquency; thus, they do not draw upon the full power of the theories nor fully utilize the research stimulated by the theories. For example, juvenile curfew laws attempt to alter parental supervision, which is a small, albeit significant, portion of social control theories. These laws ignore other powerful factors in social control theory that inhibit delinquency such as commitment to school and belief in the law.

The first theory to be examined for insight concerning the ineffectiveness of the New Orleans curfew law is opportunity theory. As noted previously, opportunity theory pointed out the importance of examining access to illegitimate means. Juvenile curfew laws do not reduce adolescents' access to illegitimate means; youths still have plenty of opportunities to commit delinquency. They can engage in crimes during non-curfew hours instead of hours covered by the curfew laws. Two studies concerning the effectiveness of juvenile curfew laws - Hunt and Weiner (1977) and Wright et al. (1994) - suggest the possibility of temporal displacement, the commission of fewer crimes during curfew hours and more crimes during non-curfew hours.

The second set of theories related to juvenile curfew and parental responsibility laws are social control theories. Social control theories, as presented previously, discuss the importance of parental supervision. Although the possible sanctions in parental responsibility and curfew laws, including the New Orleans curfew law, include counseling and parent training classes, these laws appear to assume that parents know how to relate to and supervise their children in a manner that will reduce, as oppose to increase, deviant activities. Mayor Morial suggested that the juvenile curfew law

can improve communication between parents and children and hopefully establish new rules (Morial, 1995:A21). Unfortunately, there is much evidence that many parents do not know how to relate to or supervise their children. In fact, poor relationships between parents and children, poor communication, poor supervision and discipline, family deviance, and family conflict and violence increase delinquency (for a more detailed discussion of the influence of the family on delinquency, see Seydlitz and Jenkins, 1998).

The third theory relevant for understanding the ineffectiveness of juvenile curfew laws is deterrence theory. Deterrence theory claims that the threat of punishment makes people forego crime, but the curfew law has no punishment for the juvenile who violates it beyond the negative aspects involved in being taken into custody and possible parental punishments. Thus, according to deterrence theory, there is no reason for the juvenile to refrain from being in public during curfew hours. Therefore, youths not deterred by the curfew law itself can be in public during curfew hours which increases their opportunities to commit crime and possibly even enhances their opportunities to learn how to commit crime. In addition, if family relations are not good, the juvenile might not be deterred by the thought that his or her parents will be arrested because he or she violated the curfew law. In fact, in households with mutual rejection, this could be an incentive to violate the curfew law.

The fourth and final theory to be used to understand the outcome of this study is routine activities theory. Routine activities theory argues that a direct contact predatory crime is more probable when a suitable target is available, a capable guardian is absent, and a motivated offender is present. Based on the results of the current examination, it appears that routines were not altered in a manner that reduced the presence of juveniles as suitable targets nor motivated offenders. Neither juvenile victimizations nor juvenile arrests were significantly reduced for very long, if at all. Moreover, Osgood, Wilson, O'Malley, Bachman and Johnston (1996) found that opportunities for crime arise when peers are together without adult supervision. This unsupervised togetherness can

occur during non-curfew hours as well as hours included in the curfew. Further, offending and victimization are highly correlated (Clarke and Felson, 1993) and there is nothing in curfew laws that necessarily breaks this connection. Moreover, the cost of attempting to alter routines to lessen the availability of suitable, unguarded targets and/or motivated offenders is enormous. The New Orleans police department spent in excess of \$600,000 for curfew enforcement without significantly reducing victimizations or juvenile arrests.

A major problem with routine activity theory is that it does not include domestic violence or child abuse as direct contact predatory violations, although they fit the definition as stated by Cohen and Felson (1979). Cohen and Felson (1979) consider criminal acts in which an offender has direct physical contact with at least one victim and either inflicts damage to the person or damages or takes his or her property to be direct contact predatory violations. Yet, they (1979) later claim that routine activities near or in the home and among family members have a lower risk of victimization.

Similarly, Hindelang, Gottfredson and Garofalo (1978), in their lifestyle theory, state that people are safer if they spend more time in the home and with family members. Unfortunately, the home and family members are not safe for people who are victims of domestic violence and child abuse; therefore, some juveniles may be safer on the streets and many of these adolescents run away from home (see Chesney-Lind and Shelden (1998) for an excellent discussion of this issue).

Major Correlates of Delinquency

Fourth, juvenile curfew laws may be ineffective for reducing delinquency because they do not address any of the major causes or correlates of delinquency. Three of these major factors are peers, schools and the family.

Curfew laws do not directly reduce adolescents' exposure to delinquent peers and friends. Many adolescents are unsupervised from the time school ends and the curfew hours begin; hence,

they have several hours to spend with friends and both learn about and engage in delinquent deeds. Many studies demonstrate that youths who have delinquent friends are more likely to engage in deviant acts, often in the company of these friends (e.g., Agnew, 1991; Erickson and Jensen, 1977; Fagan and Wexler, 1987; Giordano, 1978; Giordano and Cernkovich, 1979; Johnson, 1979; Matsueda and Heimer, 1987; Messner and Krohn, 1990; Patterson and Dishion, 1985; Warr, 1993a; Warr and Stafford, 1991). This effect of delinquent friends inducing deviant behavior is especially true in the area of substance abuse (e.g., Aseltine, 1995; Dinges and Oetting, 1993; Kafka and London, 1991; Kandel and Davies, 1991). For a longer review of the relationship between delinquent friends and delinquency, see Seydlitz and Jenkins (1998). More delinquency might be prevented if places were established for adolescents to congregate and engage in positive activities with appropriate adult supervision during this time instead of paying police officers to locate and take into custody unsupervised adolescents. Activities after school used to provide situations in which adolescents could engage in useful behaviors with adult supervision.

Similarly, curfew laws do not affect juveniles' relationships with the school and how problems in this relationship can both motivate delinquency and increase exposure to delinquent friends. For youths who are committed to school (believe in the goals of school), like school and are achieving in school, school reduces delinquency; but for those who are not committed, who dislike school and are not doing well in school, school can increase delinquency (e.g., Agnew, 1985; Denton and Kampfe, 1994; Fagan and Wexler, 1987; Frease, 1973; Hagan, 1991; Jenkins, 1995; Joseph, 1995; Krohn and Massey, 1980; Lauritsen, 1994; Mann, 1981; Pink, 1982; Rankin, 1980; Schafer and Polk, 1972a and b; White, Pandlana and LaGrange, 1987). Seydlitz and Jenkins (1998:71) summarize this as follows: "Studies show that students who do poorly in school are shunned by teachers and other students, dislike school, view school as dull and boring, devalue themselves, develop a negative attitude toward schoolwork and school rules, perceive school as irrelevant, spend more time with

friends, have more friends who are dropouts, and view peers as more salient... ." Thus, negative school experiences can push juveniles toward others who have similar ordeals and can induce acting out in delinquent ways. In fact, some standard practices in schools have been found to induce negative feelings about school and result in delinquency, including tracking and negative disciplinary practices (e.g., Bowditch, 1993; Frease, 1973; Kelly, 1974; Kelly and Pink, 1982; Messner and Krohn, 1990; Polk, 1969, 1983; Schafer, 1972; Schafer and Polk, 1972a and b; Schafer, Olexa and Polk, 1972). For a more in-depth review of the influence of the school on delinquency, see Seydlitz and Jenkins (1998).

The family influences juveniles' commission of deviant deeds. There is a vast wealth of research demonstrating that good family relationships, communication, supervision and discipline reduce delinquency while poor relationships, communication, supervision and discipline, as well as family deviance and violence increase engagement in delinquent deeds. Specifically, attachment to parents reduces substance abuse, delinquency and exposure to delinquent peers, but parental rejection strongly increases deviant activities (e.g., Agnew, 1991; Anderson and Henry, 1994; Cernkovich and Giordano, 1987; Conger, 1976; Hays and Revetto, 1990; Liska and Reed, 1985; McCord, 1991; Messner and Krohn, 1990; Poole and Regoli, 1979; Simons, Robertson and Downs, 1989; Warr, 1993b; Wright and Wright, 1994). In fact, the combination of weak relationships with the parents and strong parental control enhances delinquency (Agnew, 1991; Ellis, 1986; McCord, 1991; Seydlitz, 1993). Parental behavior and good family management practices - supervision, communicating clear expectations, and administering positive reinforcement - are important in influencing delinquency (e.g., Barnes, Farrell and Banerjee, 1994; Cernkovich and Giordano, 1987; Denton and Kampfe, 1994; Kafka and London, 1991; McCord, 1991; Peterson, Hawkins, Abbott and Catalano, 1994). Good supervision and appropriate, consistent punishment decrease delinquency while poor or excessive parental discipline increases such activities (e.g., Cernkovich and Giordano, 1987; Denton

and Kampfe, 1994; Fagan and Wexler, 1987; Laub and Sampson, 1988; Messner and Krohn, 1990; Sampson and Laub, 1994; Wells and Rankin, 1988). Also, attachment to the parents can lessen exposure to delinquent peers while parental rejection can enhance this exposure (e.g., Agnew, 1991; Conger, 1976; Hirschi, 1969; Jensen, 1972; Kaplan, Martin and Robbins, 1982; Poole and Regoli, 1979; Warr, 1993b).

In addition, parental deviance and instability enhance delinquency by negatively influencing attachment, discipline, and supervision (Laub and Sampson, 1988; Rosenbaum, 1989; Sampson and Laub, 1994). In a similar manner, family drug use enhances juveniles' drug use and youths who use drugs tend to come from troubled family environments (Anderson and Henry, 1994; Denton and Kampfe, 1994; Johnson and Pandina, 1991; Peterson, Hawkins, Abbott and Catalano, 1994). Moreover, family conflict, parental hostility, neglect, cruelty and abuse are conducive to delinquency (e.g., Brown, 1984; Cernkovich and Giordano, 1987; Chesney-Lind, 1989; Chesney-Lind and Shelden, 1998; Conger, Lorenz, Elder Jr., Melby, Simons and Conger, 1991; Johnson and Pandina, 1991; Rosenbaum, 1989; Smith and Thornberry, 1995; Wright and Wright, 1994). However, it is important to point out that most of the children who are abused do not become abusive parents, delinquents, or violent criminals (e.g., Smith and Thornberry, 1995; Wright and Wright, 1994).

Hence, forcing children into negative family situations consisting of rejection, negative communication patterns, overly lax or severe supervision and discipline, criminal family members and abuse will not reduce delinquency. Yet, curfew laws force all youths to be at home, presumably with their parents or legal guardians, without ascertaining if the home is a safe and positive place for these juveniles. Thus, the curfew law could have the unintended effect of increasing child abuse, especially after the abusive parent or guardian is arrested because the juvenile violated the curfew. The law may have much the same effect as has decades of returning runaway juveniles, particularly females, to abusive homes (see Chesney-Lind and Shelden (1998) for an in-depth discussion of this problem).

Yet, if children of inadequate, rejecting, or abusive parents are picked up for curfew violation and their parents are forced into effective parent training classes, there is an outside chance that some homes might be improved. However, counseling that is not optional is usually not effective.

Moreover, negative relationships in general are powerful motivators of delinquency. The importance of negative relationships and the feelings they cause has only recently been acknowledged in the field of delinquency. In about the mid 1980s, researchers examining the effect of the family on delinquency realized that parental rejection, a very negative relationship, is not the opposite of parental attachment and that it is one of the most, if not the most, powerful predictors of delinquency (Seydlitz and Jenkins, 1998). In addition, Agnew's (1992) general strain theory specifically discusses how negative situations can lead to adverse emotions such as anger and result in delinquency. He includes the loss of a positive aspect of a person's life, such as the loss of a good relationship, and the presence of a negative situation, such as victimization or abuse, as possible strains that can lead to anger which, in turn, can motivate delinquency (Agnew, 1992; Shoemaker, 1996:96-97). Juvenile curfew laws, in their etiology and practice, do not assist juveniles in dealing with strain and negative emotions. It might be possible to strengthen the effect of juvenile curfew laws on delinquency if young people caught violating the laws were counseled or involved in other programs that may support them and help them cope with adversity in their lives.

In summary, juvenile curfew laws are ineffective for reducing crimes because they do not include many of the perpetrators of crime (older adolescents and young adults); they incorrectly assume that police crackdowns reduce crime; they do not fully utilize the theories and research concerning juvenile delinquency. Finally, they do not alter substantially the major correlates of delinquency - exposure to delinquent peers, schools and the family. Delinquent behavior does not happen in isolation, but in a social context comprised of an individual's peers, school, and family.

To better understand why juvenile curfew laws are ineffective and if they can be made

effective would require several shifts in the relationship between research and public policy. Initially, research might focus on surveys and interviews with juveniles and their parents to ascertain how they view these laws and their responses to these laws and their enforcement. Also, research and policy might concentrate on the factors that alter the individual's social context to lessen delinquency. Our speculation is that these factors are complex and cannot be addressed by simply passing a law that requires children to be off the streets during particular hours. In addition, future research should examine why ineffective laws are popular, the functions these laws serve, and the climate that enables enactment of these laws. The research questions should include the following: Why is the public willing to forego longer-term, more encompassing prevention and intervention strategies and instead support ineffective, quick-fix, piecemeal ideas such as juvenile curfews and parental responsibility laws?

A 1-Minute Survey on Curfews

Methodology

In October 1997, 26,036 surveys were mailed to the recipients of the OJJDP Bulletin entitled *Curfew: An Answer to Juvenile Delinquency and Victimization?* A total of 1,649 (6%) surveys were returned. (A copy of the questionnaire is attached.)

- The OJJDP Bulletin was read completely or scanned by 65% of those responding to the survey.

Response	% of Respondents	Number of Respondents
Read it completely	30%	480
Scanned through it	35	560
Did not read it	7	109
Did not receive it	29	458
TOTAL	101%	1,607

Note: Total is slightly greater than 100% as a result of rounding

Influence of OJJDP Bulletin

- Forty percent of survey respondents who either read the OJJDP Bulletin completely or scanned through it, reported being influenced enough by its contents to change their opinions on curfews. Of those who were influenced enough to change their opinion, 93% indicated that they were more likely to support curfews after having read the bulletin, while 7% were less likely to support curfews.
- Seventy-six percent of the respondents claiming to have been influenced by the Bulletin cite it as a factor which contributed to their decision to either develop a new curfew program or enhance an existing program.

Influence of OJJDP Bulletin on Opinions of Survey Respondents

Response	% of Respondents	Number of Respondents
More likely to support curfews	37%	391
No change in opinion	60	640
Less likely to support curfews	3	30
TOTAL	100%	1,061

Note: Includes only those respondents who read the Bulletin completely or scanned through it.

Perceived Effectiveness of Curfew Programs

- Ninety-five percent of survey respondents believe that curfews are at least somewhat effective in reducing juvenile crime and victimization.
- Respondents are more likely to believe that curfews are effective if there is an enforced curfew in their jurisdiction (see Figure 1). Ninety-eight percent of those who live in jurisdictions with curfews that are at least somewhat enforced believe curfews are at least somewhat effective. Ninety-one percent of those who live in jurisdictions in which there is no curfew or no enforced curfew believe that curfews are at least somewhat effective in reducing juvenile crime.
- Thirty-six percent of respondents living in jurisdictions with no enforced curfew plan to develop or enhance a curfew program.

How effective are curfew programs at reducing juvenile crime?

Response	% of Respondents	Number of Respondents
Very effective	42%	679
Somewhat effective	53	840
Not effective	5	82
TOTAL	100%	1,601

Existence of Curfews

- Seventy-one percent¹ of survey respondents live in jurisdictions in which there is a curfew. Fewer than one percent were unaware of whether or not their jurisdictions have curfews. Twenty-nine percent do not believe that there is a curfew in their jurisdiction.
- Of those respondents living in jurisdictions with no curfew, 20% plan to develop a curfew program.
- Of respondents living in jurisdictions with a curfew, 85% say it is enforced to some extent and 39% have plans to enhance the curfew program.

¹ Survey results released on 12/1/97 by the U.S. Conference of Mayors found that 79.5% of cities responding to its survey of 270 cities had curfew programs in effect.

Influences on Developing or Enhancing a Curfew Program

- Thirty-eight percent of 441 respondents cited the OJJDP Bulletin as a factor influencing their decision to develop or enhance a curfew program in their area. Thirteen percent indicated that it was the greatest influence on them.
- Forty-five percent of respondents indicated that recent media attention had influenced a plan to develop or enhance a curfew program.
- Respondents who read the Bulletin were more likely than those who did not read it to have plans to develop or enhance a curfew program (see Figure 2). It is likely that respondents' involvement in curfew programs may have influenced their decision to read the Bulletin to begin with.
- Thirty-eight percent of respondents to the question cited multiple factors as having influenced their decisions to develop or enhance curfew programs. Other factors included the juvenile crime rate, reported success in other jurisdictions, and local politics.

Influences to Enhance or Develop Curfew Programs

Response	% of Respondents	Number of Respondents
OJJDP Bulletin	26%	169
Media	30	197
Juvenile crime rate	11	75
Success in other jurisdictions	6	38
Local politics	3	19
Experience	4	27
Community interest	5	36
Court decisions	3	18
Other responses	12	77
Total	100%	656

Note: Some respondents may have given multiple responses.

Figure 1: Perceived Effectiveness of Curfew Programs

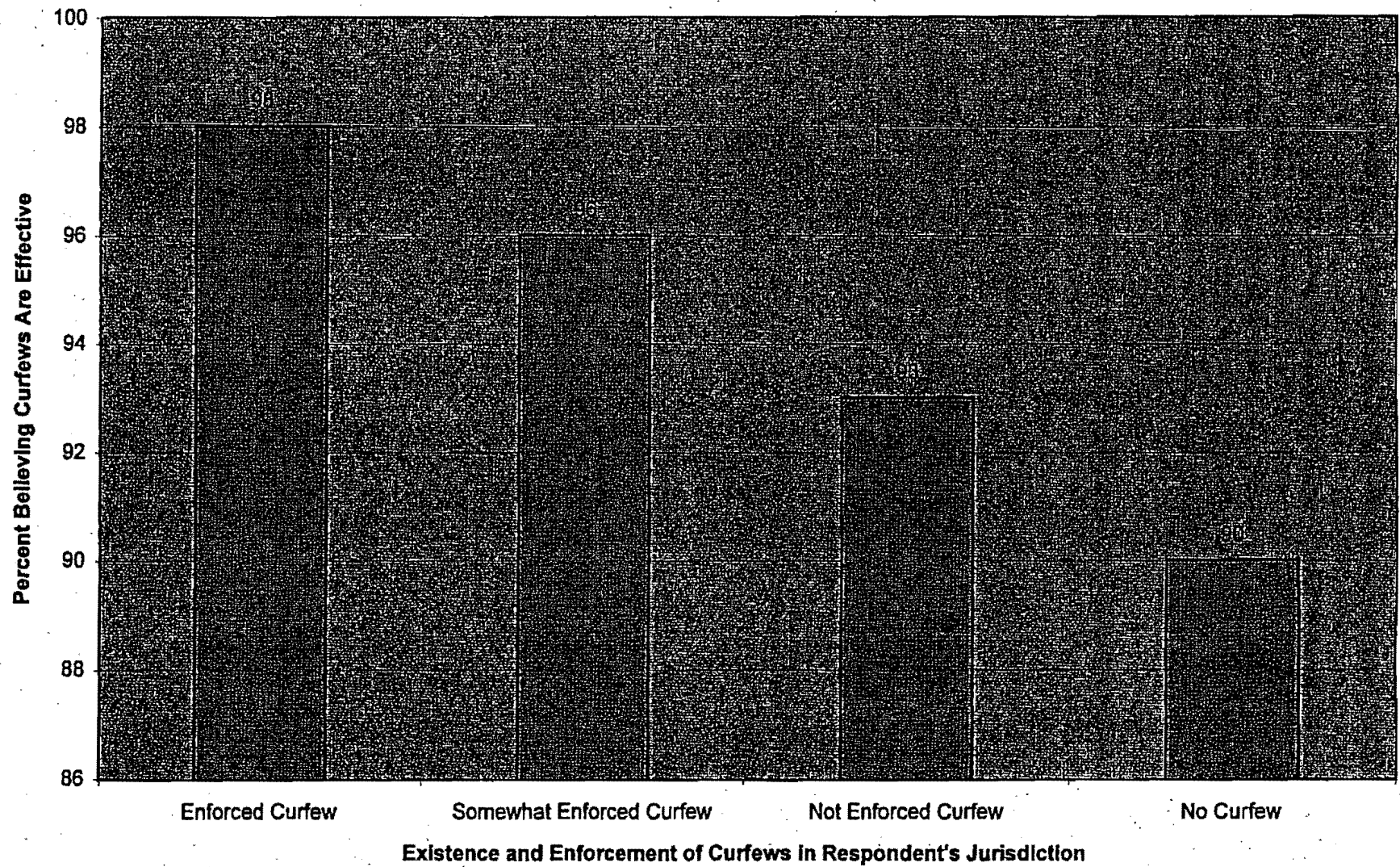
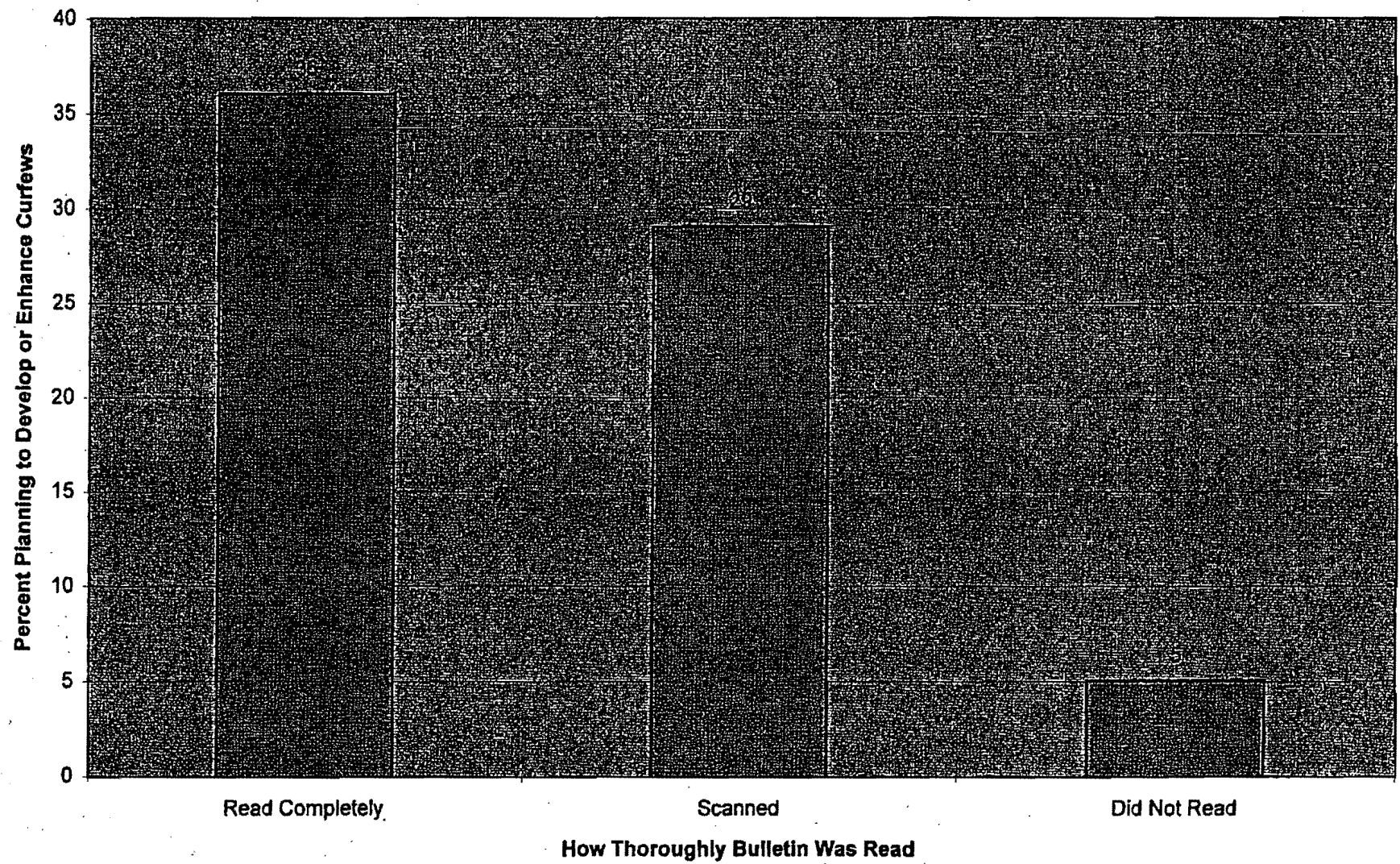


Figure 2: Effect of OJJDP Bulletin on Plans to Develop or Enhance Curfew Programs





Long Beach Unified School District



Updated 9/4/97

SCHOOL UNIFORM FACT SHEET

1. Long Beach Unified School District is the first large urban school district in the United States to require school uniforms
2. School uniforms are required in kindergarten through grade 8 in 56 elementary schools and 14 middle schools serving approximately 64,000 students.
3. Under California law, parents can request an exemption from school uniforms. However, each year fewer than 500 parents (less than 1 percent) request such exemption.
4. Uniforms enjoy a high level of community support. In an unofficial survey January 18, 1994, more than 80 percent of Long Beach Press-Telegram readers who responded said they support school uniforms. A 1995 LBUSD survey of parents showed 91 percent agreed that school uniforms improve the school environment.
5. Financial assistance is available to disadvantaged children from indigent families. Privately funded--at no taxpayer expense--local organizations have provided more than \$160,000 in uniforms to Long Beach children. A key group supporting uniform donations is Operation School Bell, a philanthropy of RickRackers, an auxiliary of the Assistance League of Long Beach. Other major contributors include the Long Beach Education Foundation, Kiwanis Club of Long Beach, Rotary Club of Long Beach, Greater Long Beach Board of Realtors, local churches, physicians and teachers plus hundreds of individual donors
6. Other major school districts requiring school uniforms are Dade County, Florida; Baltimore, Maryland; Oakland, California; and Charleston, South Carolina. Many large urban school districts have one or more schools now requiring uniforms
7. The uniform in Long Beach consists of navy blue or black shorts, pants, skirts, shorts or jumpers; and white shirts or blouses.
8. Each school selects its own uniform. The affordable generic uniforms are available from more than 40 local retailers and discount stores.
9. Parents report that three uniforms cost about the same as one pair of designer label jeans.

For further information, please contact

Office of Public Information

1515 Hughes Way

Long Beach, CA 90810

(310) 997-8250



Long Beach Unified School District



Updated 10/3/97

IN SCHOOLS WITH UNIFORMS

Attendance Hits New High in LBUSD Schools

Fewer students are playing hooky these days in Long Beach. School absences are down. Attendance at Long Beach Unified School District K-8 schools reached an all-time high last year, the third year school uniforms have been required in those same grades.

Percent of actual attendance in elementary schools in 1995-96 reached 94.7 percent, the highest point in the 17 years the district has been compiling these statistics. In middle schools, student attendance increased to 94.6 percent, also an all-time high.

When excused absences for illness are added in, student attendance exceeded 99 percent.

In local high schools, where uniforms were not required, percent of actual attendance was 93.3 percent, almost a point above its previous high set in 1992, but somewhat below the younger students. School uniforms are required for ninth graders at the Classical High School at Wilson this fall, but their impact on annual student attendance will not be known until next year.

In 1994-5, the first year of school uniforms, elementary attendance was at 93.7 percent and middle schools were at 93.3 percent, levels near where attendance had been for several years. Torrential rains in Southern California that year caused severe flooding, resulting in an unusually high number of unexcused absences. Although predicted El Nino storms could affect this year's attendance, school uniforms continue to contribute to safer, better schools.

Percent of Actual Student Attendance Long Beach Unified School District			
Year	Elementary School	Middle School	High School
1980-81	92.6	89.9	91.3
1981-82	93.2	91.1	90.7
1982-83	93.3	91.4	90.8
1983-84	93.7	92.2	93.1
1984-85	93.8	91.9	92.5
1985-86	94.1	91.8	92.1
1986-87	94.1	91.6	91.6
1987-88	93.4	90.9	91.0
1988-89	93.1	90.5	91.2
1989-90	93.5	91.1	91.7
1990-91	93.8	92.2	90.4
1991-92	93.7	92.6	91.0
1992-93	93.8	92.8	92.5
1993-94	93.8	93.3	92.4
1994-95	93.7	93.3	90.8
1995-96	94.5	94.3	91.5
1996-97	94.7	94.6	93.3



Long Beach Unified School District



Updated 11/22/97

K-8 School Crime Report Summary

ELEMENTARY AND MIDDLE SCHOOL CRIME SUMMARY (STUDENT UNIFORMS REQUIRED K-8)

SCHOOL CRIME REDUCED	1993-94 Before Uniforms	1994-95 Uniforms Required	1995-96 2nd Year with Uniforms	1996-97 3rd Year with Uniforms	Change
K-8 Enrollment	57,497	58,376	59,822	62,039	
Assault/Battery *	319	214	53	47	
Assault with a Deadly Weapon *	6	3	16	11	
Fighting	1135	554	653	556	-51%
Sex Offenses	57	15	5	4	-93%
Robbery/Extortion	34	12	13	5	-85%
Chemical Substances	71	29	24	20	-72%
Weapons or Look-alikes	145	78	28	24	-83%
Dangerous Devices	46	23	1	2	-96%
Vandalism **	1409	1155	127	93	
Total	3222	2083	920	762	-76%

* The statewide category of assault has been revised because of different interpretations of what constitutes assault. Verbal threats without physical contact were sometimes reported as assaults. There is also a new, expanded definition of assault with a deadly weapon as of 1995-96. Reported now is any item that is actually used in an effort to inflict any bodily harm, i.e. a foot, a fist, a pencil or a comb.

** Under the new California Safe Schools Assessment School Crime Report, only vandalism over \$100 is included. Some prior years' incidents were under \$100, so the actual reduction is less than this.

EFFECTIVE SCHOOLS

RESEARCH ABSTRACTS • 1997-98 SERIES

TOPIC: School Mission—School Culture

CITATION: Murray, Richard K., "The Impact of School Uniforms on School Climate," *NASSP Bulletin* 81, 593 (December 1997): 106–112.

What Did the Researcher Do?

Many educators firmly believe that school uniforms have a positive effect on school climate. But does the research back this up?

The author, a principal of a high school in South Carolina, was interested in testing this hypothesis. He notes that, prior to his study in the spring of 1996, "no true research had been conducted to determine the effects of school uniforms on school climate. Despite this lack of research, school districts across the country have implemented school uniforms hoping to improve student attendance, maintain student discipline, ensure student achievement, promote student self-esteem, and enhance school climate." (p. 106)

In his study, Murray administered the National Association of Secondary School Principals' School Climate Survey to 306 sixth, seventh, and eighth graders from two similar urban middle schools. One school had a school uniform policy; the other did not. In other respects—racial composition and numbers of students receiving free/reduced price lunch—the schools were almost identical. Both drew students from the same urban area.

The survey administered to these students included such statements as:

- *Students usually feel safe in the school building.*
- *Students here understand why they are in school.*
- *Students in this school are well-behaved even when the teachers are not watching them.* (p. 107)

The 55 statements on the survey are divided into 10 subscales: teacher-student relationships; security and maintenance; administration; student academic orientation; student behavioral values; guidance; student-peer relationships; parent and community school relationships; instructional management; and student activities.

What Did the Researcher Find?

Students at the school with the uniform policy (School A) rated their school climate more positively than did the students in the non-uniform school (School B). In nine of the 10 subscales, students in School A rated their school climate more positively than students in School B. The researcher found that these differences were significant in seven of the subscales—teacher-student relationships; security and maintenance; student behavioral values; guidance; parent and community school relations; instructional management; and student activities.

Students in School A indicated stronger, more positive relationships with their teachers. Survey questions included statements such as: *Teachers in this school like their students. Teachers help students to be friendly and kind to each other. Teachers treat each student as an individual. Teachers are fair to students.* (p. 108)

Asked how they felt about security and maintenance at their school, a significantly higher number of students in School A indicated that students, teachers, and other workers feel safe in the building before and after school, and that people are not afraid to come to school for evening events. Such perceptions were found in the total school responses and among grade levels.

responses of students in School A on the scale of guidance were significantly higher than those in School B. This subscale included such items as: Teachers or counselors help students with personal problems. Students in this school can get help and advice from teachers or counselors. Teachers or counselors encourage students to think about their future. Teachers and counselors help students plan for future classes and for future jobs. (p. 109)

Students in School A also had significantly higher ratings on the subscale related to instructional management, which included such areas as the efficiency and effectiveness of teacher classroom organization and the use of classroom time.

School B did have a higher mean than School A in administration. "This section contained questions designed to produce responses concerning the degree to which school administrators are effective in communicating with different role groups and in setting high performance expectations for the teachers and students. Although School B had the higher mean, results were not significant." (p. 108) There were no significant differences between the two schools in student academic orientation and student-peer relationships.

The researcher also compared the survey responses of the students in the two schools to national norms. "When contrasted with national norms, School A compared rather closely, with higher mean scores in the teacher-student relationships and guidance subscales and an identical score in the student behavioral values subscale." (p. 108) School B, on

the other hand, "did not compare well against the national norms, with lower mean scores in all 10 subscales." (p. 108)

What Are Possible Implications for School Improvement?

The adoption of school uniforms has long been advocated by some school administrators as an effective means of improving school climate and student behavior, and the findings of this study would seem to give credence to this. According to the researcher, it is the first study to find a relationship between school climate and school uniforms. (p. 110) School uniforms have a significant impact on school climate and school climate "has been shown to be related to student achievement, as well as how students behave and feel about themselves, their school, and other individuals." (p. 110)

Administrators considering implementation of school uniforms will find this study contains the data they need to convince others. And administrators who have opposed school uniforms may well reconsider their standing after learning about the findings in this study.

School uniforms "will not solve all problems associated with today's schools. However, school uniforms now appear to have benefits such as improving students' perceptions of school climate." (p. 111) Administrators concerned with the improvement of school climate would do well to pay heed to this research.

— Kate O'Neill

The Impact of School Uniforms on School Climate

*Excellent Research
Comparing*

By Richard K. Murray

Research shows that students' positive reactions to school may increase their chances of staying in school, of developing a lasting commitment to learning, and of using the school setting to their advantage (Epstein and McParland, 1978). Research has also shown school and classroom climate to be related to student achievement as well as how students behave and feel about themselves, their school, and other individuals (Anderson and Walberg, 1974; Haertel, Walberg, and Haertel, 1981; Anderson, 1982; Chavez, 1984; Cognetta, Malveti, and Wilson, 1985; Bhushan, 1986; Fraser, 1986; Saldem, 1986).

In addition, the effective schools research has identified a positive school climate as a characteristic of an effective school (Edmonds and Frederickson, 1978; Austin, 1979; Edmonds, 1979; Rutter et al., 1979; Squires, 1980; Brandt, 1982; Frymire et al., 1984; March and Graci, 1991). Finally, there is evidence that classroom and school climate can be changed for the positive (Anderson, Walberg, and Welsh, 1969; Fraser, 1986).

Effective schools have several similar characteristics, of which a positive school climate is one. As the instructional leader, all administrators

must ensure a safe, orderly, and positive school climate. As shown through research in spring 1996, school uniforms have a significant and positive effect on school climate.

School Uniforms

Prior to this study, no true research had been conducted to determine the effects of school uniforms on school climate. Despite this lack of research, school districts across the country have implemented school uniforms hoping to improve student attendance, maintain student discipline, ensure student achievement, promote student self-esteem, and enhance school climate (Majestic, 1991; Stevenson and Churn, 1991; Lapoint, Holloman, and Alleyne, 1992; Virginia State Department of Education, 1992; Woods and Ogletree, 1992). Despite the lack of true research, many educators believe school uniforms may have positive benefits, particularly in school climate (Stevenson and Chuan, 1991; Jarchow, 1992).

Results

To determine the effects of uniforms on school climate, a study was conducted among middle school students in the Charleston (S.C.) County School District. During the spring of 1996,

NASSP's Comprehensive Assessment of School Environments (CASE) School Climate Survey was administered to 306 sixth, seventh, and eighth grade students from two similar middle schools with contrasting views on school uniforms. The first group of students ($n = 153$) was randomly sampled from School A, an urban middle school with a school uniform policy; the second group of students ($n = 153$) was randomly sampled from School B, an urban middle school without a school uniform policy. The two schools were almost identical in racial composition, state categorization, and numbers of students receiving free/reduced price lunch; they drew students from the same urban area.

Students from both middle schools were given the NASSP School Climate Survey under similar conditions. The School Climate Survey, which includes 55 statements divided into 10 subscales, is designed to survey student perceptions of school cli-

mate. Examples of statements from the survey include:

- Students usually feel safe in the school building.
- Students here understand why they are in school.
- Students in this school are well-behaved even when the teachers are not watching them.

When completing the survey, students were asked to react to each statement with what they believed would be the response of most people in the school community.

As seen in Table 1, significant differences between student responses were found in 7 of the 10 subscales. In 9 of 10 subscales, students in School A (the school with the uniform policy) rated their school climate more positively than students in School B (the non-uniform school). Significant differences, which represented a more positive response among students in School A, were

TABLE 1

National Norm Data and Data from School A and School B

	Subscale M	National Norm SD	Uniforms M	Non-Uniforms SD	School A M	School B SD
Teacher-Student Relationships	19.2	7.9	40.2	7.5	38.4	8.1
Security and Maintenance	26.5	4.9	20.6	5.2	18.9	5.6
Administration	30.9	4.8	18.7	4.5	19.3	4.9
Student Academic Orientation	13.5	3.1	13.2	3.5	12.8	3.8
Student Behavioral Values	7.6	2.6	7.6	2.6	7.0	2.9
Guidance	15.1	3.2	15.7	2.9	14.4	3.7
Student-Peer Relationships	13.7	3.2	11.8	3.1	11.3	3.6
Parent and Community School Relationships	13.9	3.1	11.6	2.8	11.1	3.2
Instructional Management	26.2	4.4	24.4	4.4	22.6	5.8
Student Activities	14.7	3.4	14.4	2.7	13.7	3.8

Richard K. Murray is principal of Haneyville-Ridgewood High School in Dorchester, S.C.; readers may continue the dialogue on the Internet at consult@aol.com.

NASSP Bulletin

found in the following subscales: teacher-student relationships, security and maintenance, student behavioral values, guidance, parent and community-school relations, instructional management, and student activities. Significant differences were not found among survey responses in the areas of administration, student academic orientation, and student-peer relationships.

As is evident in Table 1, School A had higher means in 9 of the 10 subscales than School B, which had a higher mean only in the administration subscale. When contrasted with national norms, School A compared rather closely, with higher mean scores in the teacher-student relationships and guidance subscales and an identical score in the student behavioral values subscale. Differences in mean scores between the School A and national norms ranged from 0.3 to 5.9.

School B did not compare well against the national norms, with lower mean scores in all 10 subscales. Differences between School B means and the national norms ranged between 0.6 and 7.6.

Summary of Results

As stated earlier, students in School A rated their school climate as more positive in 9 of 10 subscales. Administration was the only subscale with differing results; on this subscale School B had a more positive mean than School A. This section contained questions designed to produce responses concerning the degree to which school adminis-

trators are effective in communicating with different role groups and in setting high performance expectations for the teachers and students. Although School B had the higher mean, results were not significant.

Middle level students in School A had a significantly higher mean than students in School B on the security and maintenance subscale. When asked about the feeling of security at school, students at School A had a significantly higher feeling of security than students at School B. Significance was found in total school responses and among grade levels for questions such as the following: "Do students usually feel safe in the school building?" "Do teachers and other workers feel safe in the building before and after school?" "Are people afraid to come to school for meetings and programs in the evening?"

In the subscale entitled teacher-student relationships, students from School A rated their school climate significantly higher than students from School B when responding to statements relating to the quality of the interpersonal and professional relationships between teachers and students. Middle level students in School A rated their school climate significantly higher when responding to statements such as the following: "Teachers in this school like their students"; "Teachers help students to be friendly and kind to each other"; "Teachers treat each student as an individual"; and "Teachers are fair to students." Their responses indicated stronger relationships and a more

positive outlook on the important teacher-student relationship.

Although students in School A had a more positive response in the subscale on student academic orientation, their difference in scores was not significant. Responding to statements such as these: "Students here understand why they are in school"; "Students work hard to complete their assignments"; and "Students in this school have fun but also work hard on their studies"; respondents provided no significant difference among responses from students in School A and School B.

In the subscale student behavioral values, students from School A had a significantly higher response than students in School B among gender responses.

Middle level students in School A responded significantly higher than students in School B in the subscale guidance. Significance was found in total school, grade level, and gender. In the guidance dimension, students from School A responded significantly more positively than students from School B to statements such as: "Teachers or counselors help students with personal problems"; "Students in this school can get help and advice from teachers or counselors"; "Teachers or counselors encourage students to think about their future"; and "Teachers and counselors help students plan for future classes and for future jobs."

Although students from School A had more positive responses than students from School B, there was no significant difference found in scores

from the student-peer relationships subscale.

Students in School A had significantly higher responses to statements in the parent and community-school relationship subscale. Although significance was not found in the initial analysis of variance, significance was found in a two-way interaction with sex and grade. Thus, students in School A had a more positive outlook on the amount and quality of involvement of parents and other community members in the school.

Students in School A had significantly higher ratings of school climate as related to instructional management than those in School B. Significance was found in two sources of variation including school means and gender. Hence, students in School A had a higher rating of the efficiency and effectiveness of teacher classroom organization and the use of classroom time when responding to statements such as the following: "There is a clear set of rules for students to follow in this school" and "Outside interruptions of the classroom are few."

Although students in School A had a more positive school mean score in the subscale student activities, there was no significant difference. There was significance, however, in responses between the sexes when responding to statements related to opportunities for and actual participation of students in school-sponsored activities.

In addition to the analysis of variance, a study of correlations was conducted that yielded many signifi-

24

cent differences in the following areas of school climate: student behavioral values, administration, security and maintenance, guidance, instructional management, student activities, and total school climate.

Implications for School Administrators

School climate has long been identified as a characteristic of an effective school (Edmonds and Frederickson, 1978; Edmonds, 1979; March and Crisci, 1991). If an effective school is the goal of all school administrators, all practitioners should consider school uniform policies as an opportunity to improve school climate.

One of the underlying concerns expressed by educators as reasons for the adoption of school uniforms has been the desire for improved school climate and student behavior. The major finding of this study is that students in a school with a uniform policy had a significantly higher perception of school climate than students in a school without a uniform policy. This is the first study to find a relationship between school climate and school uniforms.

The evidence indicating the existence of more positive teacher-student relationships, a stronger sense of security, an improved parent and community-school relationship, a more instructive management, an improved outlook on student behavioral values, and a more positive reaction to guidance from teachers and counsellors may just be a complete evaluation of the effect

of school uniforms. But its existence does support the theory that school uniforms have a significant impact on school climate.

School climate has been shown to be related to student achievement as well as how students behave and feel about themselves, their school, and other individuals. Furthermore, positive school climate has been identified as a characteristic of an effective school. Given the significant impact of school climate on student achievement, practitioners should consider these new findings when considering implementing a school uniform policy as a means of improving school climate and student behavior.

Conclusion

In the past, school administrators, school board members, and other practitioners have struggled with the implementation of school uniforms because of the lack of research concerning their effects. Although school uniforms do not represent a panacea for all society's problems, research now shows that school uniforms do significantly affect student perceptions of school climate. In fact, students in schools with uniforms overwhelmingly rate their school climate as being more positive than students in schools without school uniforms.

Based on this research, school administrators who have considered school uniform implementation should now have the research needed to convince others of the need for school uniforms. In addition, school

administrators who opposed school uniforms in the past should now consider their implementation in an effort to improve school climate. As suggested earlier, school uniforms will not solve all problems associated with today's schools. However, school uniforms now appear to have benefits such as improving students' perceptions of school climate. With this in mind, school administrators must consider the implementation of school uniforms as an effort to improve school climate. *-B*

References

- Anderson, G. S. "The Search for School Climate: A Review of the Research." *Review of Educational Research* 52(1982): 358-420.
- Anderson, G. J., and Walberg, H. J. "Learning Environments." In *Evaluating Educational Performance: A Sourcebook of Methods, Instruments, and Examples*, edited by H. J. Walberg. Berkeley, Calif.: McCutchan, 1974.
- Anderson, G. J.; Walberg, H. J.; and Welsh, W. W. "Curriculum Effects on the Social Climate of Learning." *American Educational Research Journal* 6(1969): 315-23.
- Austin, G. "Exemplary Schools and the Search for Effectiveness." *Educational Leadership* 57(1979): 10-14.
- Bhushan, V. "Relationships Between Teacher's Attitudes and Classroom Learning Environment." In *The Study of Learning Environments*, edited by B. J. Fraser. Salem, Oregon: Assessment Research, 1985.
- Brand, R. "On School Improvement: A Conversation with Ronald Farnbach." *Educational Leadership* 54(1982): 17-19.
- Clavet, R. G. "The Use of High Inference Measures To Study Classroom Climates: A Review." *Review of Educational Research* 54(1984): 237-61.
- Cognatta, R. A.; Malvett, A. G.; and Wilson, C. F. *Measuring School Climate*. Sacramento, Calif.: California Evaluation Improvement Project, 1985.
- Edmonds, R. "A Discussion of the Literature and Issues Related to Effective Schooling." ERIC Document Reproduction Service No. ED 170 396, 1979.
- Edmonds, R., and Frederickson, J. R. "Search for Effective Schools: The Identification and Analysis of City Schools That Are Instructionally Effective for Poor Children." ERIC Document Reproduction Service No. ED 170 396, 1978.
- Epstein, J. L., and McParland, J. M. *Out Administration and Technical Manual*. Boston, Mass.: Houghton Mifflin, 1978.
- Fraser, B. J. "Two Decades on Perceptions of Classroom Environment." In *The Study of Learning Environments*, edited by B. J. Fraser. Salem, Oregon: Assessment Research, 1985.
- Frymer, J.; Cornbleth, C.; Donmeyer, R.; Gansorder, D. M.; Jeter, C. T.; Klein, M. F.; Schwab, N.; and Alexander, W. M. *One Hundred Good Schools*. West Lafayette, Ind.: Kappa Delta Pi, 1989.
- Huettel, G. D.; Walberg, H. J.; and Hachtel, E. H. "Socio-Psychological Environments and Learning: A Quantitative Synthesis." *British Educational Research Journal* 7 (1979): 27-36.
- Jarchow, K. "Ten Ideas Worth Stealing from New Zealand." *The Delta* (August 5, 1992): 39-95.

3/4

LOLLYTOGS, LTD.
100 WEST 53RD STREET, SUITE 1012
NEW YORK, NY 10001-2900
TEL: 212.502.6000
TEL: 800.252.KIDS
FAX: 212.594.3030



ACCOUNTING OFFICE &
DISTRIBUTION CENTER
321 HERROD BLVD.
DAYTON, NJ 08810-1001
TEL: 732.438.5500
FAX: 732.438.6979

The Leader in School Uniforms®

FACTS & FIGURES

Long Beach Unified School District

* Mandated a School Uniform Policy for the 1994-95 School Year.

K-8 School Suspension Summary

<u>School Level</u>	<u>1993-94</u>	<u>1994-95</u>	<u>Change</u>	<u>%</u>
Elementary	3183	2278	-907	-28%
Middle School	2813	1814	-999	-36%
Combined Elementary and Middle Schools	5996	4096	-1904	-32%
High School	3842	3488	-354	-9%

K-8 School Crime Report Summary

<u>Crime Category</u>	<u>1993-94</u>	<u>1994-95</u>	<u>Change</u>	<u>%</u>
Assault and Battery	319	212	-107	-34%
Assault with a Deadly Weapon	6	3	-3	-50%
Fighting	1135	554	-581	-51%
Sex Offenses	57	15	-42	-74%
Robbery	29	10	-19	-65%
Extortion	5	2	-3	-60%
Chemical Substances	71	22	-49	-69%
Weapons or Look-a-likes	165	78	-87	-52%
Vandalism	1409	1155	-254	-18%
<u>Dangerous Devices</u>	<u>46</u>	<u>23</u>	<u>-23</u>	<u>-50%</u>
Total	3242	2074	-1168	-36%

School Uniform Impact Data

I. For the 50 largest school districts and/or members of Council of Great City Schools (which ever is easier to get):

1. Does district have a school uniform policy? If yes:

- when adopted
- proportion of schools requiring uniforms
- grade levels covered

2. Districtwide school crime rates for past 3 years:

- total school crime
- K-8 assaults
- weapons offenses
- vandalism

3. Districtwide attendance rates

4. Any of the above data on a school-by-school basis, comparing schools with uniforms with crime and attendance data.

II. Could you send over a copy and a summary of the Long Beach evaluation study when we meet at 6:30 tonight?

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary *and middle*?) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completed summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual assaults down 24%, robberies down 16% and aggravated assaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary and middle?) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completed summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual assaults down 24%, robberies down 16% and aggravated assaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

Best Case Scenario Anchors for Report:

School Uniforms:

- Updated report from Long Beach, showing substantial declines in school crime
- Supplementary data showing school uniform policy adoption in other cities

Curfews

- Evaluation of New Orleans program (funded by Justice, status unknown)

Truancy

- Los Angeles or Milwaukee data on reductions in juvenile crime
- Possible update on 7-city report issued in 1996 when POTUS endorsed policy

Best Case Scenario Anchors for Report:

School Uniforms:

- Updated report from Long Beach, showing substantial declines in school crime
- Supplementary data showing school uniform policy adoption in other cities

Curfews

- Evaluation of New Orleans program (funded by Justice, status unknown)

Truancy

- Los Angeles or Milwaukee data on reductions in juvenile crime
- Possible update on 7-city report issued in 1996 when POTUS endorsed policy

Curfew Anecdotes:

San Diego

March 97 -- after curfew policy enforced for 2 and ½ years, juvenile violent crime dropped 21%

Number of juvenile crime victims dropped 36%

Also enforced daytime curfews -- overall juvenile crime dropped during day and night hours by 14%, number of juvenile

Orange county register/Houston Chronicle/Hartford Courant -- Other cities reporting:

The Justice Policy Institute conducted a study of 12 densely populated counties in CA, using data from 1978 to 1996, and compared youth crime rates in places that had high curfew enforcement with places that did not. The study found that curfews did not reduce crime.

--Note: police in several jurisdictions dispute the analysis in this study. Filed to look at crime against juveniles, or to consider curfews as one of a number of tools at police disposal. (u)

Boston Operation Nightline

Durham Herald reporting that Boston's Operation Nightline program -- juvenile curfew enforcement -- is putting a dent in juvenile crime. Murders decline to almost zero. Programs enforces specific curfews for particular offenders.

Milwaukee -- Minneapolis

Curfew enforcement working side by side with an effort to put truants back in school. Milwaukee started program, copied by Minneapolis. Truancy Abatement Burglary Suspension (TABS).

School Uniforms

Los Angeles Times -- Mixed results

In 1995, 314 LA Unified schools embraced school uniforms -- since then, only 40 campuses added. In East LA - of 18 schools listed as having uniforms, only one reports that nearly all students wear them. At many schools adherence is mixed at best.

Long Beach -- 1998 Reporting on Study:

(*) **NBC at Sunrise:** Four years ago Long Beach was the first school system to make uniforms mandatory. Since then, attendance went way up and there was a 76% drop in school crime.

--NY Newsday Since 1994, in Long Beach school crime has decreased 76 percent and attendance is up nearly 95%

-Sun-Sentinel -Ft. Laud -- Long Beach school officials say that school crime decreased 36 percent, fights declined 51%, and sex offenses plummeted 74% in 1995.

Charleston Post & Courier -- Long Beach reports that since 1994, there has been a 76% drop in school crime. They also noted that an improvement in academic performance had been noted, although it was not across the board.

Anecdote:

Elementary school principle in Glendale, CA (school w/ uniforms): "I've never had a child come to my office in navy blue and white who's been in trouble"

Reporter: "never?"

Principal: "never."

Cities w/ Uniform Policies

Aside from NYC, six other major cities -- Chicago, San Antonio, Dayton, Birmingham, Oakland, and Long Beach require uniforms in elementary and junior high schools.

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary *and middle?*) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completd summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual assaults down 24%, robberies down 16% and aggravated asaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

N. Okear

School Discipline

1. School Uniforms

Extent of Adoption:

- 1996 NCES study shows 3% of all public schools require uniforms--requirement more likely in elementary/middle schools; urban, high poverty and minority schools; large schools.
- 1998 NAESP survey of principals in 10 states shows 11% of (elementary *and middle*?) schools require uniforms; 15% considering such a policy.
- 1998 ECS report that 26 states have school uniform or dress code policies, up from 14 states (86% increase) in 1996. Policies are permissive rather than mandatory.
- Among big cities, NYC, Dade County, San Antonio, Houston, Chicago and Boston have some sort of uniform policy. NYC and San Antonio mandate uniforms district wide, while in the others some significant % of schools that require uniforms. We are awaiting more comprehensive data from Council of Great City Schools (approx. 50 of the largest school districts) --

Impact:

- Long Beach evaluation: total school crime fell 76% between '93 and '97. K-8 assaults dropped 85%, weapons offenses dropped 83%; vandalism cut 50%. Attendance reached all-time high of 94%.

2. Truancy Programs

Extent of Adoption:

- No data available

Impact of ED funded programs:

- LA Unified: Attendance up from 88.14% in 95-96 to 90.1% in 97-98.
- Roanoke VA: Decline in # of students absent 25+ days by 35% in Yr. 1 and 28% in Yr 2; % of kids absent 10 or fewer days increased from 70% in 95-96 to 78% in 97-98.
- Philadelphia: Attendance up from 72.62% in 95 to 74.86% in 98. Weapons offenses dropped from 194 in 95 to 119 in 98.

Impact of Other Programs:

- Kansas City: attendance up 1.9% in first 18 months of program
- Ramsey County Minnesota: increase from 10% to 52.3% of kids at-risk of dropping out or involved in courts completd summer school for credit (*check these statistics if to be used*)
- Oklahoma County: 33% reduction in daytime burglaries; 1.3% reduction in drop out rate and 1.7% increase in attendance.
- Milwaukee: over 30 day tracking period, juvenile crime reduced: homicides down 43%, sexual assaults down 24%, robberies down 16% and aggravated asaults down 24%
- LA Loitering/Truancy Ordinance: Middle school attendance up 2.62% 94/95-96/97; high school attendance up 2.58%. Juvenile arrests down 20.4%; daytime crime down 20+ percent, depending upon type of crime.

Key Points/Themes

- Setting and enforcing standards of behavior matters: student discipline and behavior improves, attendance increases, more learning can occur
- the process of setting and enforcing behavioral standards gets more adults more involved with kids in a positive way--parents, teachers, cops, etc. all more involved in ways that matter to kids.
- We know how to make a difference in these areas, and we need to do more. No excuses. Possible challenge to states to withhold driving privileges from truant kids.
- Tie standards of behavior for kids to academic standards for kids, and academic standards for teachers (e.g., teacher testing, NBPTS, accountability) and to rest of education agenda.

Note: emphasis on school discipline will raise IDEA question--esp. with provision to ease restrictions on House approps bill

Alternative Approach for AFT

- Context: (1) Press focus on NEA/AFT merger, Mass. Teacher Testing issue; (2) HEA Act provisions on improving teacher training, accountability for teacher training programs, provision to end NBPTS; (3) upcoming Senate consideration of charter schools.
- Basic approach--push union to support tough reforms that it is at best luke-warm to--and then make case that Congress is the real obstacle to reform, by walking away from standards, small classes, modern schools, technology, etc.
- Press hook: Release of 1 or 2 charter schools reports and push Congress to act on charter school legislation.
- POTUS tells teachers that whether merged or not, teachers have to step up efforts to promote reforms -- push on charters, teacher accountability.
- POTUS endorse testing of beginning teachers (we did this in March and included in class size, but no one noticed)
- POTUS endorses HEA provisions to increase accountability for teacher education programs (versions in both bills)
- POTUS pushes Congress to enact his teacher preparation initiative (versions in both bills)
- POTUS urges Congress to continue support for NBPTS
- POTUS pushes Congress to enact the rest of his agenda--class size reduction, school modernization, after-school programs,

U.S. Department of Education
AN UPDATE ON TRUANCY PREVENTION

Significant action has been observed in the area of truancy prevention since the President began focusing national attention on the issue in 1996 as part of his efforts to promote safe and drug-free schools. That year, in a national effort to expand capacity in schools and communities, the U.S. Department of Education in cooperation with the U. S. Department of Justice, distributed the *Manual to Combat Truancy*. They have used this guide to start or enhance a wide variety of initiatives, creating new models or replicating the models listed in the manual.

There were five recommended strategies outlined in the Manual:

1. Involve parents in all truancy prevention activities.
2. Ensure that students face firm sanctions for truancy.
3. Create meaningful incentives for parental responsibility.
4. Establish ongoing truancy prevention programs in school.
5. Involve local law enforcement in truancy reduction efforts.

This report is a review of what has happened to communities and schools that embraced the characteristics of a comprehensive truancy prevention policy in the last two years. The following provides an overview of the content of these programs and the impact, both statistically and in reality, of the efforts.

The statistical impact

There are numbers that tell stories about the effectiveness of the hard work of educational institutions, prosecutors' offices, police departments, and human services programs. Truancy prevention programs have the ability to look at the outcome of their efforts and the impact on absenteeism rates, classroom related incidents, crime, and juvenile court petitions.

The numbers are encouraging. In Kansas City, Missouri, a program which started only 18 months ago reported that they have seen a 1.9% increase in school attendance. These type of immediate impact has been reported by numerous other programs, some specifically identified later in this report. Another program, located in Florida, reported a 6% drop in related crimes in their county.

Statistics only tell part of the story in any education or human service endeavor. The following section puts faces and experiences on these numbers and the programs that went forth and implemented the recommendations made by the federal government through the *Manual to Combat Truancy*. It relates the efforts of geographically diverse programs, all of whom are dealing with the problem of truancy as it exists in the context of the culture of their locality and region of the country.

What is happening across the country

A number of programs were contacted and outcome reports reviewed to determine the progress made in the area of truancy prevention since the publication of the *Manual to Combat Truancy*. All of the programs operated at the local level and involved a variety of community partnerships in their efforts to help children gain a quality education.

"These programs must be a grassroots effort, it must start with the community. Prevention programs require the attention of a number of different agencies and organizations, they also require the attention of the general community.." - Thomas Shouse, Truancy Prevention Initiative, Memphis and Shelby County, TN

Their funding sources varied, many started at the initiative of their local government, the Mayor or Town Council. Others received funding at the state levels, from safety commissions or youth services. A number of initiative found support as the federal agencies responded to the President's call for action in this arena and funded grant initiatives.

The U.S. Department of Education funded several discretionary grants to local school districts for developing innovative truancy prevention models and these started in the 1996-97 school year. The following highlights the initial findings of three programs:

- **Truancy Prevention and Dropout Recovery Project - The Los Angeles Unified School District** launched this program in the Jordan-Locke Cluster's 24 schools. The program consists of the following: 1) involving parents in all truancy prevention activities; 2) ensuring that students face firm sanctions for truancy; 3) creating meaningful incentives for school-wide and parental responsibility; 4) establishing ongoing truancy prevention programs in school; and 5) involving local law enforcement in truancy reduction efforts. The planning team included: the District Superintendent, Project Director, LAPD, Juvenile Probation, and a representative student, parent, teacher, and administrator from each school. Each school established their own teams and involved parents and students in such activities as student-run truancy courts and parent task forces to help develop incentives and sanction strategies. They provided parenting classes, a phone master system to help with homework and make-up activities, and attendance incentive programs.

The program was launched in the last two months of the 1996-97 school year. The average attendance level in the targeted schools the year prior to implementation, 1995-96, was 88.14%. During the 1997-98 school year which was the first full year of program operation, the attendance level jumped two full percentage points to 90.1%.

- **Truancy Prevention Program - This program in Roanoke, VA** is a collaborative effort of the City Public School, City Department of Social Services, and Juvenile and Domestic Relations Court. They recognized that effective intervention in truancy requires the coordination and integration of services by educational and community-based professionals. Truancy is also only one of the factors that are present in students that are at-risk. The intervention model developed by this project provides: 1) assessment and referral to benefit programs and other community resources; 2) service planning and case management; 3) individual and family counseling; 4) substance abuse assessment and counseling; 5) intensive intervention services; 6) provision of emergency needs and transportation; 7) home-based services, including home management; 8) parenting classes and seminars; 9) referral to health screening and treatment; and 10) court liaison activities. Their intent is to reduce days lost by truancy and provide services necessary to support long range remediation of truancy and related risk factors.

During the first year of the project, the number of students missing school for 25 or more days in the targeted schools decreased by an average of 35%. During the second year, the number decreased by 28% in the schools involved in the program. Overall, Roanoke City Public Schools show an increase in the percent of students in grades K-12 that were absent 10 days or less. The number increased from 70% in 1995-96 to 78% in 1997-98.

- **Weapons Reduction and Truancy Help (WRATH)** - The Philadelphia School District implemented the WRATH initiative with cooperation of community agencies. The project included the following activities: 1) training of Family Resource Teams in assessment, intervention, and resource coordination; 2) Straight Talk About Risk training for youth and community members, which addresses gun-related violence issues, as well as managing conflict, decision-making skills and building trust; 3) home visits to families that are designed to get youth back into school and out of trouble; 4) Truancy Out-of-School Watch for the local Empowerment Zones, which educate community members about making youth truancy referrals; 5) parent education sessions in Systematic Training for Effective Parenting in middle and high schools; and 6) Summer Leadership Training for youth leaders to provide the skills necessary to advocate for weapons reduction.

As a result of the above activities, average daily school attendance increased over 2 full percentage points from 72.62% in 1995 to 74.86% in the 1998 school year. There was also a decrease in the number of students arrested for weapons offenses. These dropped from 194 (30%) in 1995 to 119 (18%) in 1998.

The President's call to reduce truancy efforts to ensure that all of the Nation's students are able to learn also resonate at the state and local levels in innovative and coordinated approaches to truancy prevention initiated or strengthened since 1996. This is evidenced by the following examples:

- **Project Impact** - In Dayton, OH, the Alcohol, Drug Addiction and Mental Health Services Board operates a program targeting truancy and substance abuse prevention. The initial results of the first year's efforts show that the program is having a positive impact on student school attendance. It also effected participating parents' communication skills and attendance at school functions.
- **Truancy Prevention** - The Missouri Department of Safety responded to truancy-related crime in Kansas City by grant funding a truancy prevention program. Intervention teams working in the middle schools consist of Parent/School Liaisons that advocate for both sides and mediate and Tutor/Parent Educators that work with both students and their parents. Their goals are to identify problems and address barriers to school attendance. They also instruct parents on how to parent a child in middle school. Contracts are also made with the parents and students for specific actions and attendance improvement. The outcome is an increase in attendance of 1.9 % in the first 18 months of operation.
- **Truancy Intervention Program** - The Office of the County Attorney operates this program in Ramsey County, Minnesota. They work with students ages 12 to 16. It is a multi-step program which begins with a letter to the parents of truant children inviting them to attend an educational presentation given by the county attorney. A one-on-one meeting with the student, parent, school staff, and the county attorney is the next step if the truancy continues. A contract outlining responsibilities and needed services is agreed to by all parties. If the contract is not followed, an expedited court hearing is scheduled. Since the program started, the number of court petitions for truancy decreased by over 50%.

They recently initiated a summer school program, where truant students are able to obtain credit towards graduation. This is important for the students whose truancy placed them too far behind to catch up with their classmates. Since implementation of the project, more students now complete the session with credits than ever before. Prior to the program, 10% of those students at risk for dropping out or involved in the court system completed summer school with earned credit. After the program started it's efforts, 67% of the students referred

attended the summer session and 79% of those earned credit. This was a turning point in the schools' recognizing the effectiveness of the program.

Many schools are seeking creative ways to adapt teaching and learning to appeal to the youth who are marginal students and at-risk for becoming truant. These efforts are aimed at increasing the students' chances of success. Among the approaches that they are using include:

- adopting revised schedules that increase time lengths for classes;
- programs in the arts and efforts to identify student talents;
- service learning; and
- school to work programs.

An example of this type of programming was started in the Boston, MA schools. The Boston School-to-Career program operates in high schools and offer career pathways centered a variety of occupational options, including health care, financial services, education, law and justice, travel and tourism, environmental services, and media and communication. It has resulted in lower dropout rates, better attendance, and fewer suspensions.

Brandeis University completed a study in 1998 of the impact of Learn and Serve America School and Community-based Programs. Important to this report is that these type of service learning programs were shown to have a positive impact on the students' educational attitudes and school performance while involved in the programs. Both the students and the communities benefited and the dollar benefits of a well-designed service learning program were found to substantially outweigh the costs, based on an analysis of program costs and the value of volunteer services. The significant impact comes from long term involvement by the students.

"It is not just about putting a warm body back in a seat in the classroom. Achievement must be part of any truancy prevention initiative." - Melvalyn Burt, Attendance Coordinator Kansas City, Missouri

Common threads showing real impact: Beyond the numbers

The programs listed here reflect the impact of the strategies recommended to school districts in the *Manual to Combat Truancy*. There have been lessons learned and progress made in providing coordinated efforts. Specifically:

- **Parental involvement in learning** - It should be noted that each program listed here has a component that involves the parents of the students. In some programs, such as Operation Attendance is Mandatory in Phoenix, AZ, ALL parents receive notification of the truancy prevention efforts at the start of the school year, not just those who have been targeted at risk or exhibiting truant behaviors. This brings a new level of awareness that truancy is a problem in the schools and that all parents have a responsibility in preventing the problem from ever occurring.
- **Student responsibility in learning** - In addition to involving the parents, the students are engaged in the efforts. For Los Angeles County, CA, the Abolish Chronic Truancy program asks the parents to bring the truant child with them to all meetings, including the first group meeting. This engages the students and places the responsibility for school attendance and involvement as shared between the parent and the child, along with the school. Other programs have includes younger siblings in a family intervention model.
- **Coordinated community action** - Educators and juvenile justice staff are another essential component to a successful program. There have been many ways that these professionals have

for us to determine how we can strengthen and improve our efforts and see outcome statements. One response was initiated by the California Department of Education. In 1997, they funded the experimental Targeted Truancy and Public Schools, both urban and rural. These schools are designed to give evidence of what is invaluable to our learning about what will really work with these youth - that we can make a difference. We need to continue to look for ways to add resources to the efforts of committed school and community personnel.

face sanctions for

risen as both
truant children to
as that in Ramsey
sion is that the
others, see the City or
recommended by
sanctions; and most
root of their truancy,

these programs." Erik
niz, AZ

at, with truancy
the classroom and
ited resources in the
the majority of the
behavior. Their efforts
ng out because of
cohol/drug problems,
ions of older children.
se of lack of
t the children who
biting less

also had similar
that a truancy
eir caseloads and not
as a decrease in court
ly intervention on the

ids, putting time and
e make sure we
Prosecution Office,

munity awareness of
dent responsibility.
nger siblings of truant
ces to track the results

The call continues to be for us to determine how we can strengthen and improve our efforts and see the evidence in impact and outcome statements. One response was initiated by the California Department of Education. In 1997, they funded the experimental Targeted Truancy and Public Safety Programs in 10 sites, both urban and rural. These schools are designed to give evidence of their impact and will be invaluable to our learning about what will really work with these youth - the ones with which we can make a difference. We need to continue to look for ways to add federal, state, and local resources to the efforts of committed school and community personnel.

7/6

Jose, Tanya, ^{Josh} _{Victims}
L?

Brenna

Kids with involved
adults do best

① Cerfey, Traancy, Uniforms

evidence
- how widespread
- how effective

Fri 3

② July 18 bidic address - fore 7/67

③ Possibilities → a) Lexus/Voxar
b) Grant reports
c) Associations - Sundays
↳ practice
↳ views

④ Uniforms

a) -41% of districts Cap from 19/1 since announcement
examples - MC, S. Antonio, Chicago

b) impact data → from select # of districts

c) evaluation → research → check with District

Uniform - process of deciding, as well as in-
correct student/parent attachment to school

Connections Healthy
Clear Standards of Behavior Set by Adults

Truancy - Justice + Ep

a) National Teleconference on Truancy

b) \$ for C-7 Truancy Prevention Program
[mixed results]

- look at data from projects

c) - definition of truancy? - varies
(contextual absence)

principles

- law enforcement
educator

d) - Justice -

Several "problem programs"

- sample for jail
to return to

truancy - gateway program

- LA prosecutor → never met a gang
member who wasn't a threat first

e) COPS in School Crisis?

f) Nexus/Lexus Search

Curfews

a) tension with after-school focus as key
time for juv. crime

Not a best
focus

b) Survey of police chiefs from US Conf. of Mayors
- pol. chiefs think

7-02-1998 7:47AM FROM NYAC 202 319 7365

**NATIONAL
YOUTH
ADVOCACY
COALITION**

*Improving the lives of
gay, lesbian, bisexual
and transgender youth*

July 1, 1998

William Modzeleski
Director
Safe and Drug-Free Schools Program
U.S. Department of Education
600 Independence Avenue, SW
Washington, DC 20202

VIA FAX: 260-7767

TO:
MIKE COITEN > APC
JRE CEN RA
YML SEE P. 2
CAN WE DO THIS
P. 502

Dear Bill:

First, I want to thank you for inviting Kate Frankfurt and me to the Department of Education last month to present on issues affecting gay, lesbian, bisexual and transgender (GLBT) students. I enjoyed meeting the staff and it was truly a pleasure to come and talk with you!

I was very moved by your attentiveness -- and that of your staff -- to the very complex issues facing GLBT students. Interestingly, our meeting seems to have been timely given the recent publicity regarding school violence in Kentucky and Massachusetts. I am writing to follow up on our presentation, a recent conversation I had with Richard Socarides, and two shocking incidents revealing the damage anti-gay harassment can cause.

Yesterday, I faxed to you email copies of articles from the Paducah (KY) Sun and the Associated Press service. These articles highlighted ongoing anti-gay harassment as one of the possible contributing factors to Michael Carneal's actions on December 1, 1997. I have also enclosed with this letter a Boston Globe article (email communication from David Buckel at Lambda Legal Defense) regarding a Massachusetts incident in which a student stabbed to death another young man following ongoing anti-gay harassment. These situations are tangible examples of the continuum of harassment and violence Kate and I described in our presentation. They also reveal the importance of early intervention in addressing verbal harassment of students. As Kate and I also discussed during our presentation, anti-gay harassment is harmful not only to gay students but is used to taunt students who have not identified themselves as gay, as these incidents show.

During a recent lunch with Richard Socarides, Special Assistant to the President, we were discussing the rise in more violent incidents in schools as well as the continued tolerance for hate-based language in the classroom and what seems to be an increase in anti-gay harassment. Unfortunately, anti-gay

Carey to Modzeleski, page 2

slurs seem to be the final frontier in what is acceptable to use as put-downs in school.

Kate has mentioned to me that the President has called for a manual on Early Warning Signs for school violence and that you will be working on this document. I would like to talk with you about including information on anti-gay harassment as a potential warning sign for violence in schools. I believe we have a unique opportunity to use what we have learned from these unfortunate incidents to save additional lives in the future.

What we have known anecdotally for years has now become a tangible and serious public health and school safety reality. I would be more than happy to work with you and Kate on drafting text for a few simple early warning signs with regard to anti-gay harassment.

I look forward to talking with you further about the critical issue of violence in our nation's schools.

Sincerely,



Rea Carey
Executive Director

Enc.

cc: Richard Socarides, Special Assistant to the President and Senior
Advisor for Public Liaison, White House
Kate Frankfurt, GLSEN

BOSTON GLOBE, June 8, 1998

Northampton confronts a crime, cruelty

By Jordana Hart, Globe Staff, 06/08/98

NORTHAMPTON - With his earring and black eyeliner, Matthew Santoni was a popular target for boys at Smith Vocational and Agricultural High School.

They would surround him, students recall, and spew "homo," "faggot," and "queer" at him, their words striking with rapier intensity.

Two weeks ago, Santoni, 15, apparently snapped. He allegedly stabbed to death a classmate, Jeffrey LaMothe, 16, amid the trendy boutiques and restaurants of downtown Northampton. LaMothe, according to many, was a ringleader of those who made Santoni's life miserable with their teasing.

While hundreds of teenagers came from schools all over the region to LaMothe's wake and funeral in Easthampton, described as the greatest convergence of young mourners ever at Sacred Heart Church, many other people focused on Santoni: Had teasing been the root of his rage?

LaMothe's murder cut to the core of this counterculture college town. The affluent center of Massachusetts farm country, Northampton is also known for its open embrace of gay couples, many of whom have moved here from around the country to open businesses and start families.

"We think of Northampton as very progressive, so to hear that this kind of harassment is going on in our school system and that it might have led to such violence is very hard to accept," said Rebecca Lockwood, who runs youth programs, including one for gay and lesbian teens, at the Franklin Community Action Corporation in Greenfield, north of here.

"There is no excuse for that level of violence, no matter how persecuted you feel," Lockwood added. "But I think it gets really intense around sexual orientation, especially for young men. To be perceived as gay contradicts what young men are taught about being masculine."

Santoni never said he was gay, and he apparently was teased simply for his style of dress.

Now, amid increasing reports of school shootings and other acts of violence among young people across the country, specialists are paying more attention to youth culture and how harshly it treats those youngsters who are somehow different. Sexual orientation is but one subject of teasing: Looks, weight, family background, ethnicity, and race all register as fodder for teasers.

"The psychological damage of taunting, name-calling, exclusion, and other ways kids victimize kids is very extensive," said Ervin Taub, a professor of psychology at the University of Massachusetts at Amherst, who studies aggression among teenagers. "It is a significant issue, and one just beginning to be recognized."

Taub warned that parents and teachers must recognize when it is time to step in. "Adult passivity communicates things to kids. Perpetrators tend to interpret this" as tacit approval, he said.

On the sprawling campus of "the Voke," with its squat, red brick buildings set alongside wide-open fields, students said teasing is a familiar part of school life. Santoni, they said, looked like he was gay. And in the corrosive culture of high-school teasing, any distinguishing characteristics are fuel for taunts.

"It's all the time," said junior Becky Ely, 17, surprisingly stoic as she described a year of torment at the vocational school. "The boys call me slut, bitch. They call me a 10-timer, because they say I go with 10 guys at the same time. I put up with it because I have no choice. The teachers say it's because the boys think I'm pretty."

Santoni's lawyer, Alan Black, said the boy, from nearby Florence, pleaded not guilty in Northampton District Court May 26 to a charge of murder. He is being held without bail at Plymouth County House of Correction and will be

arraigned in Hampshire County Superior Court tomorrow.

Sources said Santoni had complained to administrators about the harassment, and that LaMothe was suspended from school. Ely said she, too, recently complained about the teasing to school officials, who have declined comment on either case.

The jabs at students like Ely and Santoni are hardly unique to this school of 516 students. Taunting and teasing have long been as basic to American high school culture as proms, geeks and jocks, specialists say. Just ask the overweight teenager in thick glasses. Or the girl who everyone says went all the way on a first date. Or the guy with an earring called "homo" or "faggot."

"Teasing happens a lot," said Joseph Laboute, a ninth-grader at Smith Vocational. "If you know them, you know how much they can take. But it is different if it's someone you don't know."

Smith Vocational itself is in a curious situation, existing as it does in what may well be one of the nation's most socially tolerant towns. Principal Veronica Carroll says the school has students who come from 29 towns - ranging from Northampton and Amherst to tiny farm towns like Goshen and Hatfield.

"I think of the school as a safe haven, but it is a lot of work to make it safe," said Carroll, who started teaching there in 1976. "There is less tolerance among kids in general."

Carroll declined to speak about the stabbing and what may have led to it. Since LaMothe's murder, she said, teachers have been meeting with students in small groups to talk about grieving and tolerance. "We have lost two students," she said. "There are rumors about taunting and about what kids were saying."

Carroll also said teachers have suggested starting a Gay/Straight Alliance, similar to those at 140 other Massachusetts high schools.

Lockwood, the youth-center counselor, said gay youngsters at meetings in Greenfield and across the state talk constantly about being harassed, and what it feels like to be ignored, or hear students toss around anti-gay invectives.

"I sat alone in French class because no one would sit next to me," said Emily DeLisle, a 10th-grader at Bromfield High School in Harvard, who came out to her parents and schoolfriends a year ago. "Kids told new students to stay away from me because there were rumors that I was gay. It never bothered me not to fit in with the popular kids, but I want friends and I want people to like me."

Meanwhile, Northampton residents continue to struggle with the realization that their city, known for its acceptance, is not immune to acts of taunting and violence.

Last week, hundreds of people gathered on the steps of Northampton City Hall for a rally against hate crimes, propelled by a May 23 attack by four young men on two others perceived to be a couple. Since that attack, which was reported to police, two others have come to light, said the Rev. Victoria Safford of the Unitarian Society, who has presided over same-sex marriages.

Teaching tolerance "is difficult, painful and dangerous, but it must be done," Safford said. "It is not that we have bad, homophobic children. We have frightened adults who have not done their own homework, and until they are willing to face that, we will continue raising violent and homophobic children."