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001. letter	To President Clinton from Rachel Beckley-Rich re: school violence (partial, p. 3) (1 page)	06/01/98	P6/b(6)
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School Safety - Policy Announcements [1]

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NATIONAL

1. Los Angeles Times

* 09/06/98; Edition: Home Edition; Section: National Desk; Page A-1

Failing Grade for Safe Schools Plan

U.S. has given \$6 billion to combat drugs, violence. With little oversight, money has gone for marginally successful programs, investigation finds.

By RALPH FRAMMOLINO
TIMES STAFF WRITER

WASHINGTON — Over the last dozen years, the U.S. Department of Education has poured nearly \$6 billion into an ambitious yet flawed program that has fallen far short of its mission to control violence and narcotics abuse in the nation's public schools.

Billed as the federal government's largest program to deter student drug use and aggression, the Safe and Drug-Free Schools and Communities Act provided an average of \$500 million annually to local school districts with virtually no strings attached. The result: Much of the money has been spent on initiatives that either are ineffective or appear to have little to do with reducing youth violence and substance abuse, records and interviews show.

"We are wasting money on programs that have been demonstrated not to work," said Delbert S. Elliott, director of the University of Colorado Center for the Study and Prevention of Violence.

The program's track record takes on added import in the wake of half-a-dozen school shootings during the past year in which 16 people were killed and 50 wounded. The crackle of gunfire in schoolyards from Oregon to Kentucky not only riveted public attention to the problem of youth violence but exposed gaping holes in government attempts to ensure safe schools.

A Times investigation found that taxpayer dollars paid for motivational speakers, puppet shows, tickets to Disneyland, resort weekends and a \$6,500 toy police car. Federal funds also are routinely spent on dunking booths, lifeguards and entertainers, including magicians, clowns and a Southern beauty queen, who serenades students with pop hits.

The program illustrates how Washington sometimes deals with vexing social issues: Politicians pass reform legislation that steers federal funds into their districts, then unleash a torrent of

speeches and press releases promising immediate action.

Yet few notice how the money is actually spent or what gets accomplished. Left to thrash about for any strategy that works, local officials scatter federal money in all directions and on unrelated expenses. If the problem persists, many lawmakers resort to a familiar solution: More money.

"Every elected official wants these programs in their district," said Rep. George Miller (D-Martinez), a member of the House Committee on Education and the Workforce. "Once you succumb to that pressure, you're just dealing with a political program. You're not dealing with drug prevention or violence prevention."

The Los Angeles Unified School District used some of its \$8-million grant last year to purchase a new car, four guns, ammunition and an ultrasonic firearms cleaner at the request of a detective who rarely steps foot on school grounds. After The Times raised questions about the purchases, district officials last week decided to return the money.

In Richmond, Va., where a ninth-grader shot and wounded a basketball coach and a teacher's aide two days before school let out in June, state education officials spent \$16,000 to publish a drug-free party guide that recommends staging activities such as Jell-O wrestling and pageants "where guys dress up in women's wear."

Although critics say the spending is a waste of federal money, it is permitted under the general guidelines of the Safe and Drug-Free Schools program. And some school administrators contend the activities, which represent a fraction of their expenditures, help reinforce the anti-drug and violence themes that are taught in the classroom.

A cottage industry of consultants, publishers and small-time "edutainers" has grown up around the program, competing for the attention of school

officials with slick promotions and networks of commissioned sales reps.

"This is big business," said Mathea Falco, president of Drug Strategies, a nonprofit institute in Washington that has analyzed dozens of school drug- and violence-prevention programs.

Nonetheless, a pair of highly critical reports released last year—one done for the Department of Justice and the other commissioned by the Education Department itself—all but pronounced Safe and Drug-Free Schools a failure.

Moreover, the Congressional Budget Office suggested eliminating the program as part of its annual recommendations for reducing federal spending in 1997. The proposal was rejected.

Even critics agree that eradicating drug abuse and violence in the nation's schools is a critical issue that should command the attention of the federal government. It is for this reason that most experts say the program needs to be cured, not killed.

Secretary of Education Richard W. Riley said the program has succeeded in "taking a national interest in a problem" and sending money to local school districts to fix it "without controlling how they do it."

But Riley acknowledged in an interview that he is "concerned" about the results, particularly in the wake of his own department's study. His concern is shared by Gen. Barry R. McCaffrey, the Clinton administration's drug czar.

The program simply "mails out checks" without holding anyone accountable, McCaffrey said in an interview. He added: "There are almost no constraints on it." Program Aimed at Preventing Violence

The official purpose of the Safe and Drug-Free Schools program is to help schools "offer a disciplined environment that is conducive to learning" by the year 2000.

To that end, the act directs money to support a wide range of student, teacher, parental and community programs aimed

85. Los Angeles Times	
<i>Leading Kids to Science</i>	90
86. St. Louis Post-Dispatch	
<i>INFORMATION, NOT IGNORANCE</i>	90
87. The Salt Lake Tribune	
<i>Passing Grade</i>	91
88. The Detroit News	
<i>Detroit Schools: Time's Up</i>	91
89. The Washington Times	
<i>Back to school choice in Milwaukee</i>	92
90. The Indianapolis News	
<i>Violence in the schoolyard</i>	92
91. Dallas Morning News	
<i>Bilingual Education</i>	93
92. San Francisco Chronicle	
<i>The Message in the SAT</i>	94

"The thought was, I love to fish, and if I could get that feeling into a lot of these kids, I figured that . . . instead of spending their time being out and drinking and trying drugs, they could go out to the mountains and go fishing," Taylor said.

Plans for next year: Pay for fly-tying kits "because I'm going to teach a course on that," he said.

In Virginia, Safe and Drug-Free funds paid for lifeguards in Virginia Beach and dunking booths in Pittsylvania County, all part of a statewide effort to promote drug-free activities to students during graduation week. At the state Capital last November, the Virginia Department of Education published the sixth edition of a drug-free party guide that explains how to make decorations, conduct cow chip bingo and hold Jell-O wrestling matches.

"Jello should be lemon-flavored," the guide says. "Red flavors stain everything."

Sometimes the money doesn't get anywhere near the students it is supposed to help. Schools in Virginia's Fairfax County spent \$181,400 in prevention funds to send 876 county supervisors, school board members, community members and a contingent of business leaders to a series of weekend "coalition building" sessions at a resort four years ago.

Although no federal laws were violated, auditors concluded the trips were "excessive, unnecessary and social in nature," according to a U.S. Government Accounting Office report. The trips ceased.

In Michigan, complaints from the state's former drug czar ignited a series of audits and hearings from 1992 to 1994 that revealed questionable expenditures by schools throughout the state, including \$1.5 million for full-scale models of the human torso; \$81,000 for sets of large plastic teeth and toothbrushes, and \$18,500 for recordings of the "Hokey Pokey."

"They taught everything from brushing teeth to combing your hair to sex ed and self-esteem," said Robert E. Peterson, who brought the questionable expenditures to light as Michigan's former top drug official.

"I went down to the U.S. Department of Education for years but they didn't want to hear it," said Peterson, now a New York consultant to philanthropic organizations. "All they wanted to do is save the program and spend the money."

Secretary Riley declined to say

whether these and other federal prevention expenditures disclosed by The Times were proper.

"I don't want to sit up here in Washington and say some program is a crazy program and I don't know that much about it . . ." Riley said.

But Riley didn't hesitate to mince words when it came to federally funded fishing.

"It doesn't sound like a good use to me," he said. Guns. Car for L.A. School Police

Records show that the Los Angeles Unified School District used Safe and Drug-Free Schools funds to purchase four Glock Model 26 handguns, four magazine clips, a \$22,000 Pontiac Grand Prix and an ultrasonic firearm cleaner for the district's police force.

The request came from Norm Clemons, a detective who helps coordinate undercover drug sting operations at high schools.

Clemons said he asked for the items because the district's security unit didn't have the money. Clemons said he specifically requested the Glock model because he wanted a "more modern weapon" to carry as a backup than his bulky .38-caliber revolver.

"I just thought under the circumstances . . . that the older I get, I need a little protection," said Clemons, whose surveillance operations take place in neighborhoods surrounding school sites. He's now making the rounds in the Grand Prix.

In the wake of questions raised by The Times, Supt. Ruben Zacarias sent a memo July 28 informing school board members that he would review the effectiveness and "fiscal integrity" of the Safe and Drug-Free Schools program.

Last week, Zacarias directed officials to reimburse the federal program for the guns and car out of LAUSD's general fund.

"I think that when people start to find out about [the purchase], they're going to start to criticize it . . ." said Deputy Supt. Francis Nakano.

Ruth Rich, director of the district's Drug, Alcohol and Tobacco Education Program until her retirement last month, said she reluctantly approved the gun purchase last year at the general direction of her bosses and because federal guidelines permitted it.

"You know what?" Rich said in an interview. "I'm damned if I do and I'm damned if I don't."

Her boss at the time, John Liechty,

recalled encouraging Rich to "bring some support" to the district police. But Liechty said he didn't learn until recently that prevention money was used to buy weapons and a new vehicle—purchases he now questions.

"Obviously, that sounds terrible," said Liechty, now assistant superintendent for instruction in the San Fernando Valley. "In hindsight, if that was going to be a discussion, I would have said, 'Wait a minute guys. Drug-Free money? Why are we buying guns?'"

If any school district typifies how a well-intentioned federal program plays out in the classroom, it's Los Angeles Unified, which scatters money in many directions.

As one of the urban, high-crime school districts favored by the Safe and Drug-Free Schools funding formula, the 660,000-student Los Angeles Unified system received \$8 million last year—an average of more than \$12 per student, compared with the national average of \$8.

The bulk went for training, books and salaries. Other expenditures included \$15,000 worth of Dodger tickets and \$850 in Disneyland passes. Rich said these were intended as rewards for students who participated in last summer's recreational programs and made pledges such as cleaning up school grounds, obeying their mothers—even learning to swim.

"You need after-school sports and you need all these programs, as questionable as they may be," Rich said. "To do nothing is unconscionable."

Far and away the biggest share of the district's money—\$4.5 million—purchased instructional materials, including \$3.3 million in character education books sold by Young People's Press, a small, privately held San Diego area firm that largely owes much of its existence to federal prevention dollars.

Most of the books were "Lessons in Character," a series of brightly illustrated, multicultural stories targeted at second- to fifth-graders. The objective is to teach "pillars" of character—virtues such as respect, responsibility, fairness and trustworthiness. The curriculum calls for teachers to weave the lessons into regular classroom instruction for a minimum of 24 40-minute sessions during the school year.

Another set of books, called "Americans of Character," seeks to influence sixth-graders through a set of

at "preventing violence in and around schools and . . . strengthening programs that prevent the illegal use of alcohol, tobacco and drugs . . ."

Since it was launched in 1987, the Safe and Drug-Free Schools effort has paid out \$5.7 billion. Nearly all of the country's 14,881 school districts participate in what Education Department literature calls the federal government's "primary vehicle for reducing the demand for illicit drugs through education and prevention activities."

Top department officials admit they have no idea how much of the money is spent on programs, training, even metal detectors, because all of the decisions are made by state and local officials. But it is the way the money is distributed that hurts the cause, say experts and lawmakers.

Congress wrote into the law a per-capita spending formula that spreads the prevention money so thin that six out of every 10 school districts get \$10,000 a year or less. In some cases, small districts receive only \$200 to \$300—far less than the estimated cost in staff time to fill out application forms. Governors are given 20% of their state allotments to award as grants.

"The funds are so spread out that some school districts really don't get enough money to make a difference, and that's a problem," Riley said.

In Northern California's Humboldt County, the tiny Greenpoint Elementary School District was awarded \$53 last year. Principal Kelaure Travis said that she held on to the paltry sum for a year, hoping to scrape together at least \$100 to spend on an anti-drug speaker or a field trip for her 20-student district.

"It's crazy," Travis said.

Questions about the program's shortcomings prompted Congress to slash funding by 25%, from \$624 million in 1992 to \$465 million in 1995. Since then, however, spending has risen and the Clinton administration is seeking a raise to \$605 million next year.

Within the past year, the two federal examinations gave the program poor marks.

The Justice Department study, which reviewed 78 government-financed juvenile delinquency programs, found that Safe and Drug-Free Schools "funds a relatively narrow range of intervention strategies, many of which have been shown either not to work . . . or to have only small effects."

That finding was echoed in a report by

the Department of Education that tracked 10,000 students for four years and concluded that "few schools employed program approaches that have been found effective in previous research."

The study's bottom line: The attitudes and behaviors of youths enrolled in the prevention programs "mirrored national trends," in which drug use has increased sharply since the early 1990s.

"If you ask from a taxpayer's standpoint, most people in the Department of Education say they are very disappointed . . ." said Judy Thorne, the study's principal investigator. "[The program] is not doing what Congress intended it to do."

Nationwide, drug statistics show that students continued to experiment with drugs at earlier ages, with the number of eighth-graders trying marijuana more than doubling, from 10.2% to 23%, since the early 1990s.

Under the first year of a federal law requiring all kids carrying weapons to be expelled, 6,093 students were disciplined during the 1996-97 academic year for toting firearms, mostly guns but also rockets and grenades.

Still, U.S. education officials insist the program is worthwhile and that schools are safe, with 90% of the nation's campuses never reporting any acts of serious violence.

Recently the Justice Policy Institute, a Washington criminal justice research group, lashed out against media coverage of the school shootings that all but ignored the fact that the number of school homicides has actually dropped over the last five years, from 55 annually to 45.

Even those who were touched by the tragedies say no amount of federally financed instruction on anger management or impulse control could keep a gun out of the hands of disturbed kids. "A school program wasn't going to do it," said Kathryn Henderson, a prevention coordinator who served on a Springfield, Ore., emergency response team in the days after Kip Kinkel, then 15, was accused of killing four people and wounding 22 others in a May shooting spree.

Rather, top education officials warn against making the program a scapegoat for problems beyond the schoolhouse door—among them broken homes, the waning influence of churches, easy access to drugs, and TV programming that exposes children to 11,000 murder scenes by age 16.

"We do not believe—and I say this strongly—we do not believe this is a school problem alone," Gerald N. Tirozzi, assistant secretary for elementary and secondary education, told more than 300 school prevention coordinators at a Washington conference in June. "It is a community problem."

But the head of the Education Department's 28-member Safe and Drug-Free Schools unit conceded in an interview that the program has produced "mixed results," adding that it is difficult to pinpoint any effect on student behavior.

William Modzeleski, the program director, said: "If the drug use goes down, it's not an indicator that we've been successful, just as if the drug use goes up, it's not an indicator that we've been a failure." Frustration in Congress Rises

Rep. Peter Hoekstra (R-Mich.), who chaired a House Education and the Workforce subcommittee that examined the program last summer, said there is widespread frustration among legislators and educators.

"Most of the numbers on Safe and Drug-Free Schools will tell you that the federal program has failed miserably. . . Lots of strange things happen with this money."

Federal funds have gone for uses that appear to have little to do with encouraging kids to stay off drugs or resolve their conflicts peacefully, according to interviews, records and legislative testimony.

Months before the March rampage that left five people dead and 11 wounded at a Jonesboro, Ark., middle school, local officials spent part of their federal dollars to hire a magician.

Police in Hammond, La., recently spent \$6,500 in prevention funds to buy a 3-foot replica of a police car, a prop featured prominently in anti-drug talks at elementary schools.

"It breaks the mold of a big, bad policeman talking to them if you can bring something that the students can play with," Capt. Kenneth Corkern said about the remote-controlled toy.

In Eureka, Utah, 80 miles southwest of Salt Lake City, Tintic School District officials spent \$1,000 last year for a new unit in their drug-prevention curriculum: fishing. The district purchased poles, tackle boxes and bait so that 33 students could accompany health teacher Tom Taylor on a field trip to nearby Burston's Pond.

produce. Riley said the tragedies "have caused everybody in the country, including us, certainly to step up our interest in the program."

Now, education officials are scrambling to bolster the program by redirecting federal dollars to strategies that show results.

Last month, Riley convened a task force of 18 national experts to figure out how to define a "research-based" approach. The panel also will be charged with creating a list for school officials of what strategies fit the bill.

But as recent research indicates, the list for now may be relatively short. An examination of 450 school and community prevention programs by the University of Colorado last year found that "80% have had no credible evaluations," said Elliott, director of the school's Center for the Study and Prevention of Violence.

Yet enough scientific data exist to upset conventional wisdom and point the way to a new generation of promising programs, Elliott said. Of the 450 programs included in the Colorado study, 10 were deemed to be scientifically effective.

"We know what works and other popular programs that do not work," Elliott said.

The best prevention programs teach "social competency skills" to students who often resort to cigarettes, booze and drugs to resist peer pressure and overcome shyness in social situations, the research indicates.

"Kids need a set of skills to navigate their way through the treacherous shoals of adolescence," said Gilbert J. Botvin, a Cornell University Medical School professor who has studied substance abuse prevention for 20 years.

Botvin's own program, Life Skills Training, made the top of both the Colorado and Maryland lists for effective programs with staying power. A 1995 study published in the *Journal of the American Medical Assn.* showed that kids who went through Botvin's course in seventh grade were 66% less likely to use tobacco, alcohol and drugs as high school seniors.

San Diego Unified School District officials applied for and received a special \$1-million federal grant last year to implement Botvin's program in its middle schools, a move they hope will break the cycle of marginal success that has plagued prevention programs.

On Aug. 27, President Clinton unveiled a government guide to help teachers, parents and fellow students recognize potentially violent youths and respond to early warning signs.

"We have worked hard, especially in the schools with the Safe and Drug-Free Schools program," Clinton said during an address on school safety in Worcester, Mass. "But it's not enough; as we know from the recent rash of killings in our schools all over the country."

Next month, Clinton and Riley will host the first White House Conference on School Safety.

"We have to do a much better job of making sure that what we are doing is effective," Riley said in a recent speech. "There is a science of prevention, and we need to use it."

Times staff writers Judy Pasternak and Erin Trodden and researchers John Beckham in Chicago, Lianne Hart in Houston, Edith Stanley in Atlanta and Anna M. Virtue in Miami contributed to this story.

(BEGIN TEXT OF INFOBOX / INFOGRAPHIC) Prevention Spending

Federal taxpayer dollars for safe and drug-free schools tripled to \$600 million, then dipped amid reports of questionable expenditures before increasing again.

1999*: \$606 million

proposed

Source: Department of Education

(BEGIN TEXT OF INFOBOX / INFOGRAPHIC) 'Soup to Nuts': Where the Money Goes

The range of programs funded by Safe and Drug-Free Schools runs the gamut from "soup to nuts," said one high-ranking Department of Education official. Here's a sampling of federal prevention dollars at work:

Four Glock Model 26 handguns (Los Angeles Unified School District)

Sets of plastic teeth and tooth-brushes (State of Michigan)

Miss Louisiana sings theme song from "Titanic." (Jefferson Davis Parish, La., schools)

Dodger and Disneyland tickets (Los Angeles Unified)

Former Harlem Globetrotter Spinny Johnson (Elk Grove Schools, Calif.)

Drug-free party guides recommending, among other activities, Jello wrestling (State of Virginia)

Fishing (Tintic School District, Eureka, Utah)

Counselor for gay student club (Pinellas County schools, Largo, Fla.)

A clown act promoting bicycle safety (Arkansas schools)

Lifeguards (Virginia Beach, Va., schools)

Magic shows (Craighead County, Ark., schools)

Replicas of a human torso (State of Michigan)

A new Pontiac Grand Prix, used by school police (L.A. Unified)

T-shirts, tote bags, visors and umbrellas (L.A. Unified)

Remote-controlled replica of a police car (Hammond, La., police)

A kit of ropes, poles, blindfolds and mats for outdoor games (Biloxi, Miss., schools)

Dunking booths (Pittsylvania County, Va., schools)

Holiday awareness campaign (New Haven, Conn., police)

Encounter seminars at tourist retreat (Fairfax County, Va., schools)

Biographical portrayal of Welsh poet who died an alcoholic (Galt School District, Calif.)

New van to carry sports equipment (L.A. Unified)

WHAT THEY SAY

"We tell them, 'You can use the money for almost anything you want to use it for, provided it helps you reduce alcohol, tobacco and drug use.'"

—Gerry Kilbert, who oversees prevention spending in California

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"It's only an assembly. It's not going to change the world."

—Motivational speaker B. Kevin Wanzer of Indianapolis, acknowledging the limitations of his anti-drug show "Just Say Ha!"

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"From a taxpayer's standpoint, even most people in the Department of Education would say they're very disappointed."

—Judy Thorne, principal investigator for Education Department study

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"We can't continue to send out money to support what I call 'the program du jour.'"

—Gerald N. Tirozzi, assistant secretary of Education

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"I don't see the program failing in its mission."

—Education Secretary Richard W. Riley

■

short biographies about notable historical figures, such as Harriet Tubman, Abraham Lincoln and the late Pittsburgh Pirates baseball great Roberto Clemente.

The district paid \$2.2 million for teachers and administrative salaries to help administer the program. The amount includes a \$1,000 annual bonus awarded to teachers who serve as program coordinators at each of the district's schools.

Nearly \$900,000 was set aside in substitute pay to replace 2,354 regular teachers who missed classes to attend seminars on how to inculcate character in elementary school students or lead discussion groups of "at-risk" middle- and high-school students.

The use of these so-called student assistance groups—an approach that gobbles up about half of the national Safe and Drug-Free Schools budget, according to the Justice Department report—forms the backbone of prevention efforts for many districts, including Los Angeles.

In all, LAUSD organized about 2,450 student groups at 141 middle, high and continuation schools, records show. Run by specially trained teachers, each group included up to 10 students who were pulled out of one regular classroom period a month to discuss personal problems ranging from drug use to alcoholic parents.

But it is exactly these kinds of attempts that often backfire, according to a 1997 University of Maryland review of government-funded juvenile delinquency programs.

"Treatment students reported significantly more drug use," said the report, written for the Justice Department. The reason: Such support groups "brought high-risk youths together to discuss—and therefore make more salient to others—their poor behavior."

Gail Bluestone, who serves as coordinator for 20 student counseling groups at LAUSD's Sun Valley Middle School each year, said the program works. "I've seen kids who were doing so poorly and had such poor self-esteem, who were using [drugs] and were ready to drop off the face of the earth," she said. "I've seen them come back and make it."

But one former Los Angeles High School teacher, who has led 30 such counseling sessions since early 1996, said the counseling program is ineffective.

Part of the difficulty, said Robin Neuirth, is that teachers are ill-prepared to deal with the enormity of the problems that surface during the in-school counseling sessions. Five days of training and a script on drug use are no match for heart-wrenching situations better addressed by professional psychologists, she said.

But the biggest problem, Neuirth said, is that "the kids will lie and tell me that they're sober when they really are not."

"I've never had a successful drug-alcohol group, where I've gotten the kids to stay off drugs or the kids have actually told me the truth. I don't really find that it changes their behavior."

One student agreed: Guelda Voien, a junior at Los Angeles County High School for the Arts, said she didn't take the anti-drug and violence instruction she received in elementary and junior high school seriously.

"I don't think many of my peers did," Voien said. "It was kind of like a chore—we have to go through this and answer the questions but we're going to disregard it anyway." Merchants Make Money Off of Program

Other districts use Safe and Drug-Free Schools money to bolster school security—a move educators acknowledge is necessary to ensure the safety of students.

Federal guidelines permit local schools to spend up to 20% of their annual allotments for safety measures such as installing metal detectors and hiring security guards. In El Paso, for example, one metal detector company that caters to the school market has been overwhelmed with new orders during the last six months. The demand at Ranger Security has been so overheated that the firm expects to sell more than 300 portable walk-through detectors this year, about triple its normal volume.

Security merchants are just the latest to join the network of entrepreneurs seeking to make money off the Education Department's prevention program.

Most are publishers, consultants and behavioral experts who compete in an increasingly crowded field for the opportunity to sell off-the-shelf curricula to needy schools. The textbook business, in particular, has taken off since 1994, when Congress approved the use of Safe and Drug-Free funds to purchase violence-prevention materials.

"Eduainers"—motivational speakers, puppeteers, improvisational theater

troupes and other small-time entertainers—also have found work on what is tantamount to the Safe and Drug-Free Schools vaudeville circuit.

At Los Angeles Unified, Rich said she received frequent solicitations from "people who are trying to make a living" off the federal program. "Sometimes recovering addicts will call me. We'll have people with shows, plays, musical stuff."

Mette Boving, the 1997 Miss Louisiana, has been paid with prevention funds to give anti-drug talks at schools, where she has occasionally serenaded students with the love theme from "Titanic" and Elvis Presley's "If I Can Dream."

California school districts have used prevention funds for a variety of speakers. The Galt district near Sacramento paid \$400 for a biographical portrayal of Dylan Thomas, the Welsh poet who died an alcoholic. Elitha Donner Elementary School in nearby Elk Grove brought in former Harlem Globetrotter Spinny Johnson, who attempts to underscore the themes of respect and staying off drugs while bouncing a basketball off his head.

Joe Romano of Washington makes a full-time career as an "illusionist" by giving 200 drug awareness shows each year on the East Coast. He estimates that 25% of his fees are paid through Safe and Drug-Free Schools.

"We might cut a girl in half and talk about drugs damaging a body," Romano said of his 45-minute show, which costs \$500 and up.

Fellow magician Tim Moss of Arlington, Va., says that school officials are becoming increasingly leery about booking anti-drug entertainment.

So this summer, Moss piled his family into a motor home and drove across the country to drum up business in an emerging market: year-round schools.

"I have some dates in North Carolina and Colorado so far," Moss said before departing. "I'm also looking to book in Texas and Utah as well." New Requirement on Spending

It wasn't until July 1 that the Education Department required school districts to spend the federal funds on effective, "research-based" strategies—a move that critics point out came more than a decade and \$5.7 billion after the program began.

The change took place as the spate of schoolyard shootings heaped even more political pressure on the program to

A. WHAT SHOULD THE PURPOSE OF THE SAFE AND DRUG-FREE SCHOOLS PROGRAM BE?

Discussion:

The Safe Drug-Free Schools and Communities Act was authorized as Title IV of the Elementary and Secondary Education Act. The program existed from 1987 to 1994 as the Drug Free Schools and Communities Act, and was reauthorized in 1994 as the Safe and Drug Free Schools and Communities Act. The reauthorization made it possible for grantees to use program funds for programs designed to prevent youth violence as well as drug use. Since its inception the program has awarded over \$6 billion dollars to governors, State educational agencies, local educational agencies, institutions of higher education, and community-based organizations.

Because of the high profile nature of the issues being addressed by the program, it has been controversial, attracting supporters and detractors. Supporters contend that the program is the only source of funds that many school districts have to support drug and violence prevention programs for their students, that the program is very flexible, and that program funds can be used in conjunction with resources from other sources to create a wide variety of prevention programs based upon the needs of a particular school district. Detractors argue that funds provided under the SDFSCA have been used to support activities that have little long-term on changing attitudes or behaviors of students, and that the expenditure of billions of dollars have had minimal effect on changing drug use habits of students; despite the efforts of the program, drug and alcohol rates remain unacceptably high among adolescents and school violence has become an increasingly grave concern.

Research and evaluation studies, as well as information analyzed from various reports on the operation of the SDFS Program, indicate that the program has both significant strengths as well as weaknesses. Major strengths of the program are:

- only Federal program that provides resources to LEAs to address problems related to drug and alcohol use and violence.
- enables schools throughout the country to develop a variety of drug prevention and early intervention programs.
- supports a number of programs that have been demonstrated through research and evaluation e.g., Life Skills Training Program, to be effective in reducing alcohol and drug use. It has also supported a number of programs e.g., Peacebuilders, that have been demonstrated to be effective in reducing crime and violence in school.

Weaknesses include:

- --funding is often too limited to permit implementation of comprehensive, research-based programs.
- --programs not always properly implemented.

- --programs selected not always based on research or sound evaluations.
- programs have not always kept pace with changing needs of schools and students.
- program's successes have not been taken to scale.
- program's purpose has not been clearly articulated.

This last issue--purpose of the program--is the threshold question for the reauthorization process. If a program is to be successful, its goals and objectives need to be not only clearly articulated but also reasonable. Unfortunately, the SDFSCA may not meet either of these tests.

The SDFSCA was established to "support programs that meet the seventh National Education Goal by preventing violence in and around schools and by strengthening programs that prevent the illegal use of alcohol, tobacco, and drugs..." Under the existing statute, funds can be distributed to a variety of groups and organizations, for a wide variety of activities, to benefit a variety of populations. For example, the statute:

--provides that most funds be award to LEAs but also authorizes the Governor's program to award grants/contracts to community groups, parent groups, youth serving organizations, other public entities, and law enforcement organizations.

--authorizes funds from the SDFS Program to be used for: training parents; law enforcement officials; judicial officials; social service providers about drug and violence prevention, comprehensive health education, early intervention, pupil services or rehabilitation referral; developing and implementing community-based drug and violence prevention programs; after-school activities; comprehensive health education; mentoring; rehabilitation referral; pupil services; service learning projects; safe zones of passage; drug and violence education programs; and school security programs.

--requires that Governor's Program recipients give a priority to services for children and youth not normally served; populations that need special services or additional resources such as preschoolers, youth in juvenile detention facilities, runaway or homeless youth, school dropouts, and pregnant teenagers.

While this very broad authority can theoretically provide great latitude and flexibility to design and implement programs to meet specific needs, in many jurisdictions it has led to the development and implementation of an assortment of untested programs which have had minimal impact on changing behaviors or creating safer environments for learning.

Options:

The threshold question concerning reauthorization of the Safe and Drug-Free Schools Program concerns the program's purpose. Three options for the purpose of the program are:

1. Target student behavior as it relates to alcohol, drug use, violence, and school

environment. (Purpose similar to current authorized program)

Pros:

- o Would be supported by ONDCP and NGOs (such as CADCA and Join Together) whose mission is limited to alcohol and other drug use issues
- o Likely to be supported by existing grantees since reauthorization forums and public comment urged a "stay the course" approach
- o Would permit schools and communities to continue to implement existing initiatives.
- o Would be most responsive to recent surveys indicating that drug use by youth continues to rise.

Cons:

- o Doesn't provide a sharp program focus that would help improve program accountability and hopefully congressional support for the program
- o Permits the program to continue to be held accountable for general youth behavior (e.g. youth drug use) rather than for outcomes that can reasonably be attained with current levels of funding (e.g. limited drug availability/use in schools; disciplined school environment)
- o Status quo approach may not appropriately signal the significant changes that need to take place in the current practice in the field
- o Doesn't focus resources on major problems faced by schools, including discipline, disorder, and violence schools face

2. Target school environment focusing on the creation of safe and disciplined learning environments and passageways to school.

Pros:

- o Sharpens the program's focus and limits it to issues that are more susceptible to improvement through implementation of school-based strategies
- o Meshes well with current concerns expressed by the public and Congress about school environment and safety
- o Relates to other education reform issues, such as smaller class size.

Cons:

- o Even though activities designed to prevent drug use in school or limit availability of alcohol and other drugs on school campuses would be permitted, less emphasis would be placed on this priority area.
- o Reduces resources available through the primary Federal vehicle for preventing youth drug use at a time when data indicates that rates remain at unacceptably high levels
- 3. Target school environment, culture, climate, and design. Focuses on broad range of issues that lead to the creation of schools that are not only safe but also nurturing institutions that recognize the need to address a broad range of safety, social, health, and emotional needs of students.

Pros:

- o Provides a comprehensive, non-categorical framework to help schools address a variety of related, non-academic issues that affect the behavior and well being of faculty and students.
- o Is tied directly to and can be supported by other education reform initiatives, e.g., smaller class size, school construction, and by other ED programs, e.g., Title 1.
- o Provides a framework for other Federal program initiatives, e.g., juvenile justice reform issues.

Cons:

- o Results in a program with even less focus than the current program and with likely continued problems concerning accountability
- o Dilutes attention to drug prevention issues significantly
- o Dilutes already limited political support for the program by authorizing a number of controversial activities or activities where consensus about Federal role is more limited
- o Creates a program with no natural constituency and little outside support.

Recommendation:

Option 2

Rationale:

This recommendation sharpens the focus of the program while offering schools an opportunity to address a reasonably broad range of concerns that impact on safe learning environments.

Implications:

This recommendation has significant implications for the placement of other ED programs; other programs, such as Neglected or Delinquent, McKinney Homeless, and 21st Century Schools. Potentially, these programs could be located in a single title.

B. HOW SHOULD SDFSCA FUNDS BE DISTRIBUTED?

Discussion

Currently funds (State and local) are distributed according to a formula based on relative share of prior year Title I allocation and school-aged population data to States. State Educational Agencies (SEAs) receive 80% of each State's allocation and must distribute at least 91 percent of funds received to LEAs. Every LEA in the state is eligible to receive funds and data from State performance reports indicate that 97 percent of all LEAs participate in the program, either individually or as part of a consortium. While the current formula has some positive aspects--it allows every LEA to receive some funds that can be used for drug and violence prevention, even if the amount is small--it also means that financial support is spread so thinly that it is difficult for LEAs to implement research-based, effective programs with the funds provided. Data indicates that as many as 60 percent of LEAs receive an allocation valued at less than \$10,000 annually. Efforts in the 1994 reauthorization to target funds on neediest areas have resulted in an increase in the proportion of LEAs that receive these relatively small grants. [Insert data about per pupil amounts, too.]

[See also discussion/options in Section D. about the SDFSCA Governor's Program.]

Options:

1. Maintain status of the program as an "entitlement" for LEAs.

Pros:

- o Continues to make available some resources, with minimum burden, to support program activities in virtually all LEAs

Cons:

- o Absent a significant increase in funding level (to at least double the current appropriations level), allocations are too small to permit the implementation of a research-based approach that is likely to be effective in changing youth behavior
 - o In many cases, capacity and expertise at State level isn't available to review, approve, and adequately monitor progress of grants to virtually all LEAs
 - o Inclusion of the program in consolidated LEA applications has significantly diminished SEA ability to make determinations about the quality of interventions selected for implementation, and their relationship to identified needs.
2. Eliminate the State-administered grant program and retain all funding at the Federal level for direct, competitive grants and leadership activities.

Pros:

- o Allows ED to exert more control over development of applications priorities, and quality of applications funded

Cons:

- o Appropriations levels are likely to dip significantly under this approach, reducing the amount of the Federal investment being made to develop safe, drug-free learning environments at a time when youth drug use and violence are very significant problems
 - o Requires significant additional staffing to provide appropriate oversight for large volume of large-sized grants
3. Continue to allocate a portion of funds to SEAs, but require SEAs to distribute funds to a limited number of LEAs based on competitive criteria including demonstration of need and quality of program implementation planned. (See discussion in Section C/Option 2 for details about additional requirements.)

Pros:

- o Targets limited funding to LEAs that can combine a significant need for resources with a strong, research-based plan for addressing issues identified
- o Permits grant sizes to be determined by need/plan of action, not on a "head count" of students

Cons:

- o Since number of participating LEAs would be reduced, already weak political support for the program could shrink.
- o Would likely require new or difference expertise/capacity at SEA level concerning substantive knowledge about prevention issues.

Recommendation:

Option 3

Rationale

This option is recommended because it is likely to produce significant program results on a relatively broad scale. It also maintains significant State involvement that should encourage coordination with State reform agendas and improve coordination among Federal, State, and local resources.

Implications:

Adoption of this recommendation would mean:

- more funds being allocated to fewer school districts (many currently participating districts would receive no support).
- additional State capacity/expertise needed to review and oversee grants.

C. WHAT SHOULD PROGRAM FUNDS BE USED FOR?

Discussion:

Under the current legislation SDFS funds can be used for a wide range of activities, from

in-class instructional activities to purchase of security hardware, and from support for before- and after-school recreational activities to staff development functions. SEAs and LEAs have considerable flexibility in the nature of the programs they select and implement. As a result, many LEAs use SDFSCA funds to implement programs and activities that, according to research, are not likely to have an impact on preventing or reducing drug use or violence.

While the SDFS Program permits SEAs/LEAs to use their SDFSCA funds for a variety of drug AND violence prevention activities, our observations indicate that many LEAs have used their funds primarily to support drug prevention programs and activities. We believe that this tendency grows from the program's origins as a "drug prevention" program, and the resulting development of staff committed to the maintenance of existing programs and efforts. Although passage of the SDFSCA authorized recipients to use funds for activities designed to prevent youth violence, the combination of level funding for the program and an entrenched bureaucracy appear to have limited the movement toward activities designed to prevent youth violence or promote safe learning environments.

Although the reauthorized SDFSCA created an application framework designed to improve accountability for funds by focusing on data-based needs assessment, establishment of goals, and assessment of progress toward meeting established goals, discussions with SEA and LEA officials have indicated that that effort has not resulted in the change in practice that was hoped for. In response to this situation, ED has developed and implemented (through rule making) some "Principles of Effectiveness" for the program. These Principles re-emphasize the need for recipients to conduct assessments, set measurable goals and objectives, and conduct periodic evaluations, and combine these strategies with a new requirement to use the funds to implement research-based programs. (The Principles do permit recipients to continue existing program implemented with youth if they agree to evaluate them for effectiveness, as well as allowing use of funds for activities that are unlikely to be able to demonstrate reduced drug use or violence outcomes, such as teacher training.) Because the Principles were finalized in July 1998, it is too early to determine their impact.

Options:

1. Maintain program as it currently exists, but include the requirements contained in the Principles of Effectiveness in the reauthorized statute

Pros:

- o Continues the very significant degree of flexibility concerning selection of activities

at the State and local levels.

- o Relatively minor changes from new "Principles" requirements will mean less upheaval at program implementation level.

Cons:

- o Permits recipients to continue to select and implement programs that may not be sufficiently targeted on reducing youth drug use or violence, or effectively addressing school environment issues.
- o While it is too soon to have data about the effect of the implementation of the Principles, there are concerns about whether or not that approach will be sufficient to change practice in the field to the degree necessary.
- 2. Balance flexibility with increased accountability by including additional provisions designed to focus attention on effective practices that address need identified through the collection of data. (For example, proposed activities would need to be directly related to the purposes of the legislation; be consistent with the Principles, be part of a comprehensive school safety plan; require data collection and annual reporting of data; and involve parents, community members, and students in planning and implementation.)

Pros:

- o Restores balance between accountability and flexibility by requiring grantees to focusing

Cons:

- o Reduces flexibility to select and implement programs at the SEA and LEA levels, and increases burden for participating in program

Recommendation:

Option 2

Rationale:

This option was selected because it recognizes and balances the need for local control and the development of programs based upon local needs with requirements concerning the

quality of programs implemented, data collection and reporting, and parents and community involvement.

Implications:

Although this option increases burden, it would be balanced by a significant increase in funding if the recommended option on question of distribution of funds is selected.

D. WHAT SHOULD THE ROLE OF THE GOVERNORS PROGRAM BE?

Discussion:

The SDFS Program is the only ED-funded program that provides funds to Governors. Twenty percent of each State's allocation is provided to Governors. While some Governors select their Department of Education to administer this pool of funding, many more designate other State agencies to administer the funds, including single-State agencies for drug prevention, criminal justice agencies, or health departments. The program was designed to complement the SEA/LEA program by providing resources for community-based activities that support school-based strategies.

Recipients are to use these funds to give priority to populations not normally served by the SEA (e.g. dropouts, runaway teens, pregnant teens) or to youth in schools that require additional resources or services. The statute also requires that 10% of the Governor's award be used to support law enforcement-education partnerships. The legislation permits Governors to use their allocation to engage in a wide range of activities. Activities permitted under the legislation include State level planning activities, information dissemination,

While information about how these funds have been used since the 1994 reauthorization is not yet available, State performance reports, applications, and interaction with Governor's program staff indicate that:

- funds are often used for school-based activities, perhaps duplicating SEA/LEA efforts;
- funds may not be used in ways designed to foster systemic improvement or capacity building.

Options

1. Maintain the Program as it currently exists (with some minor modifications) \

Pros:

- o This portion of the program has garnered more vocal political support than the SEA/LEA program.

Cons:

- o Fails to address significant concerns about overlap/duplication with SEA/LEA activities and focus of efforts
2. Eliminate this funding stream and move funds used for the program to SEA/LEAs.

Pros:

- o The program is a poor match with ED/OESE's primary interests, resulting in limited attention in "integrated/consolidated" program activities (e.g. reviews, application processes, etc.)

Cons:

- o Although more resources are needed to permit LEAs to implement research-based programs, it is likely that appropriations levels for the program would decline rather than remain steady to support increased SEA/LEA program grants.
 - o Would remove a primary source of political support for the SDFSCA
3. Maintain the funding stream, but modify the purpose, goal, and authorized activities for the program to link more closely with the SEA/LEA program . (For example, funds might be used to support the purchase of mental health services for disruptive or violence students, or to establish case management procedures/protocols for education, social services, and juvenile justice officials.)

Pros:

- o Maintains a popular portion of the program while addressing major issues surrounding implementation

Cons:

- o Continues an initiative that is not well integrated with other ED/OESE activities.
 - o Experience shows that effective coordination/collaboration between Governor's designated agencies and SEAs will be difficult to achieve.
 - o Option is unlikely to be acceptable to entities that view the funding source as one primarily devoted to drug prevention activities.
4. Set-aside funds for crucial community activities that would complement SEA/LEA program, but award them to the SEA for distribution.

Pros:

- o Would maintain funding for community-based activities that support SEA/LEA programs
- o Would improve the likelihood of effectively linking community-based resources with school-based activities in communities and neighborhoods by centralizing administration in one entity

Cons:

- o SEAs will likely experience difficulty in effectively administering resources for community-based activities.
- o Governors are likely to object to having funds removed from their unilateral control.

Recommendation:

Option 4

Rationale:

Even if the purpose of the program is modified as recommended to focus more intensively on school environments, creation of safe learning environments requires the active support and involvement of community-based entities, including the criminal justice system and law enforcement, social, and mental health services providers. Given a more appropriate focus and a unified administration that links tightly with a revised SEA/LEA program,

continuing funding for these activities could provide the support to make the difference between success and failure.

Implications:

This is likely to be very difficult to implement effectively, and may cause adverse reaction to the whole proposal from a number of politically significant entities, including ONDCP and NGA and its members.

E. HOW SHOULD RELATED PROVISIONS LIKE THE GUN-FREE SCHOOLS ACT AND THE PRO-CHILDREN ACT BE ADDRESSED?

Two provisions -- the Gun-Free Schools Act (Title XIV, Part F, ESEA) and the Pro-Children Act (Title X, Part X, Goals 2000: Educate America Act) are important Federal requirements that related to efforts to provide safe and healthy learning environments for children. The GFSA requires States to adopt laws requiring their LEAs to expel for a period of not less than one year students found to have brought a firearm to school; the GFSA also requires that these students be referred to law enforcement/juvenile justice officials. The Pro-Children Act (PCA) requires schools (and other entities providing "childrens service" such as libraries and day care centers) that receive Federal support enact policies prohibiting smoking in their enclosed facilities.

We recommend that both provisions be included in any reauthorization proposal, and that options be developed concerning possible modifications. Topics for possible modifications to GFSA include instituting requirements for 1) referral to alternative placements for students expelled for bringing a firearm to school, and 2) referral to a facility or program that would provide assessment services. A possible revision to the PCA provisions would require schools to adopt and implement policies eliminating smoking by students on school premises or at school sponsored events. (The current requirements apply only to "enclosed facilities"; LEAs are able to permit students to smoke in designated out-of-doors areas.)

guns
smoking

F. SHOULD DRUG AND VIOLENCE PREVENTION ACTIVITIES FOR STUDENTS AT INSTITUTIONS OF HIGHER EDUCATION CONTINUE TO BE AUTHORIZED?

This issue is being addressed in the current reauthorization of the Higher Education Act (HEA). A pending amendment would rescind the authority for such activities in the SDFSCA, and include authority for drug and violence prevention activities in the HEA. We recommend that any further action on this issue be deferred, pending completion of the HEA reauthorization.

G: SHOULD THE REAUTHORIZATION PROPOSAL INCLUDE AN AUTHORIZATION TO PERMIT ED TO HELP RESPOND TO DISASTERS EXPERIENCED IN SCHOOLS?

This issue is currently being addressed by an interagency working group composed of representatives from the White House and the Departments of Education, Justice and Health and Human Services. We recommend that action on this issue be deferred until the working group has had an opportunity to examine the problem and consider options.

~~So~~

- ① Purpose - safe + disciplined learning environment + passengers
- ② \$ - formula to state, competitive to LEAs
- ③ - repair motor practice
- ④ and Gov's program + give SEAS \$ for community - local projects
- ⑤ Keep/modify guns + smoking policies

MEMORANDUM

September 22, 1998

TO: *Tanya Martin*
FROM: Bill Modzeleski
SUBJECT: Coordinated Grants

Attached for your review and consideration is

- a revised paper on how a comprehensive coordinated grant program may operate, and
- a chart that relevant agencies need to complete, so that we will have additional information about the programs that may be included in this effort.

These two papers will be discussed further at Friday's meeting.

Thank you.

"Safe, Disciplined, and Drug-Free Environments for Learning"

Purpose of Program:

The purpose of the *Safe, Disciplined, and Drug-Free Environments for Learning Program* is to provide school districts and communities with an array of funding opportunities so they could develop and/or enhance their community-wide strategies for creating safer environments for learning. This Program would enable eligible applicants to utilize a "one stop shopping" approach to ensure that all elements of a comprehensive Safe School Plan/Strategy are in place and operating effectively.

Departments Involved:

Initially, the Departments of Education, Justice, and Health and Human Services would be involved in this endeavor.

Programs Involved:

ED: Safe and Drug-Free Schools Program; 21st Century Schools Program; Character ED Program.

Justice:

HHS:

Funds Involved:

ED: Funding from the SDFS Program will be contingent upon appropriations. If Congress approves ED's request to place \$125 million (the Senate Appropriations Committee approved \$150m for this endeavor) in a separate safe and drug free schools initiative these funds can be used for this initiative (in part or in total would need to be determined). If however, ED's request for this initiative is not approved ED would have approximately \$10million in SDFS National Program funds to use for this endeavor. These funds could be supplemented with program funds (TBD) from programs such as 21st Century Learning Centers (a portion of any increase in FY 1999 funding could be used for this endeavor); as well as funds for Character ED (Senate Appropriations Bill calls for \$1 million of these funds to be used for violence prevention initiative).

In addition to funds that directly impact school safety, ED would review FY 1999 appropriations to ascertain whether any latitude exists to link general ED reform programs (of discretionary nature) to this endeavor (school construction, class size, school health)-a \$2 million set aside in Senate).

In addition to the above ED(SDFS) and Justice (OJJDP) are in the process of awarding a

grant to an entity to provide technical assistance in the area of safe schools. The entity winning this competition could be given a priority to provide technical assistance to communities/districts winning this competition.

Justice:

HHS:

Eligible Applicants:

Applicants would be limited to:

- School districts
- a municipality (city, town, county)

Regardless of whom the applicant is the applicant would have to ensure that formal linkages between the school district and municipality formally established. At a minimum the following entities must agree to work together in the design and development of the School's/District's Plan for Creating Safe, Disciplined, and Drug-Free Environments: School Board, School Superintendent, Chief Municipal Executive, Police Chief or Chief Law Enforcement Official, probation officials, Family or Juvenile Court Representatives, victim assistance advocates, local public mental health organization, parents, representatives of local youth serving organizations, clergy, local business councils/chamber of commerce officials, and local/county social services officials (including those officials responsible for child abuse cases).

Requirements for Participation:

Each eligible applicant would have to agree to the following:

- collect data on school crime and disciplinary problems. ✓
- develop and disseminate annual report card on school safety. ✓
- ensure that policies related to Gun Free Schools Act (expulsion and reporting of firearms violations to law enforcement) are enforced. ✓
- have developed alternatives for students who have been expelled (grant funds can be used for this purpose). ✓
- have formal agreements with law enforcement (either community law enforcement or school police provided school police have law enforcement powers) to patrol schools and pathways to schools.
- have formal agreements with community mental health officials to provide mental health services to youth in need of such services.
- have agreements --between law enforcement, juvenile courts, schools, social services agencies, and community mental health organizations, to share information or develop processes to share information on youth and families that are receiving services from

multiple entities.

- agree to engage the business community in helping to design and implement the local Safe Environments for Learning Plan.
- agree to make drug prevention a priority.
- agree to develop procedures to limit access to firearms by unsupervised youth (applicant could develop procedures for ensuring all firearms have trigger locks).
- agree to reporting all firearms that are seized in schools to ATF for possible tracing.
- agree to utilize programs (as part of the overall strategy) that are research-based.
- agree to develop Annual Report on School Safety and make report public.

Size of Grant Award:

The actual size of the grant award would be contingent upon the number of students served; the problems being addresses; and the nature of programs being utilized to address the identified problems (complexity, magnitude, length, number youth served). Grants would range from \$1million (for small districts or communities serving a small number of students) to \$10million for large districts or communities serving a large number of students. . Grants would be awarded on one-time basis (*all this--length and size of award--would be contingent upon where funds come from*).

How Program Would Work:

1. Inter-agency Committee formed.
2. Resources for Initiative Identified.
3. Process for "pooling resources" developed. (Decision regarding how resources will be "pooled" needs to be made. More frequently used approach is to have one agency --agency with largest stake / most resources in the initiative--serve as lead agency (audit approach).
4. Grant application developed. Agencies would have to develop grant package. Part of this process would be to define what funds were available and what they should be used for. *
5. Grant Program Announced
6. Grants Reviewed
7. Grants Awarded

I thought we were doing this

*One approach would be to develop a list of the elements that constitute a comprehensive strategy to create a safe and drug-free learning environment, e.g., adequate security, a program to provide pro-social skills including conflict resolution, programs to occupy students time after school, alternative education programs for youth who have been expelled, resources to address the needs of youth with psychological needs, training for teachers and administrative staff, etc. This list could be matched with Federal resources that are available, e.g., if the need was to develop more programs for pro-social skills, we could identify SDFS funds as the resource that was available. Applicants would describe their strategy for creating a safe environment for learning, identify gaps in this strategy, and specify what programs/policies they want to put in place to address the gaps.

The next step matching existing program funds with needs gets a little more complicated. There are several options that need to be explored. One option would be to have applicants merely state that there are a number of distinct programs they want to put in place and are asking funds for, e.g., a conflict resolution program, funds for more law enforcement, and an alternative education program. We (Inter-Agency Group) would have task of matching their request to what we have available.

Another option would be for the Interagency Group to issue a program announcement that outlined funds in 5-6 categories and asked applicants to submit one general application with component parts (matching the categories outlined by the Interagency Group). This approach would put burden on applicant to identify pool of funds which to apply.

Elements of a Comprehensive Safe Schools Plan:

A Comprehensive Safe Schools Plan would involve the school, various elements of the community, and parents. The Comprehensive Safe Schools Plan would include the following elements:

NOTE: There are many more elements that can be added. We should strive to identify those elements which feel are essential and hold schools communities that want to apply for funds to address the essential elements.

SCHOOL:

Planning: Every school should have formal process for:

- collecting data on criminal incidents as well as disciplinary problems and uses this data to develop policies and programs.
- conducting periodic surveys or using incident data to measure extent and nature of crime, drug use, and disorder in school (over time).
- establishing measurable goals and objectives for it's programs designed to improve school safety and curtail drug use. This process should include community members, parents, and students.
- dealing with emergencies that may occur in school, on way to school, or at school sponsored function. These processes should cover at minimum the following incidents: traffic accident resulting in serious injury or death; shooting; homicide; bomb threat or bombing; natural disaster such as tornado, hurricane, earth quake.

Policies: Every school should have a policy that:

- requires expulsion of youth who carry firearm to school (Gun Free Schools Act) and the reporting of anyone who brings firearm to school to appropriate law enforcement agency.
- requires that all youth who bring firearm to school are assessed by mental health professional.
- prohibits the possession, use, distribution, sale of all illegal drugs.
- prohibits the possession, use, distribution, or sale of alcoholic beverages.

*Discipline
Policy?*

- prohibits any (staff or student) from smoking in school (Pro-Children Act). Policy also prohibits any student from smoking anywhere on school grounds or at school sponsored function.
- requires that all students who are expelled are provided with alternative educational services.
- requires the school to develop and issue an annual School Safety Report.
- clearly articulates what actions community groups need to take to utilize space in school, after normal school hours.
- promotes the active involvement of parents and guardians in all aspects of their son/daughter's schooling.
- clearly articulates when students can leave campus, and who is permitted onto the campus.
- clearly articulates acceptable/unacceptable behavior on school buses.
- articulates faculty's role in disarming students, breaking up fights, and dealing with other inappropriate behaviors.
- requires the reporting of child abuse or suspected child abuse cases to appropriate Child Protection Services personnel.

Programs: Every school should ensure that their programs designed to create safer environments for learning and preventing drug use:

- are based upon research that indicates that the program has been effective in meeting it's designated goals and objectives. If the program is not based upon research, schools need to establish method for conducting outcome evaluation to ascertain that program is effective.
- are periodically evaluated (research-based programs) to ensure it is meeting its stated goals and objectives.
- are prioritized, that is, that the most critical needs of youth are addressed first.

Community Linkages: Every school should ensure that they:

- have formal written agreement with appropriate law enforcement agency describing the appropriate roles and responsibilities of schools and law enforcement.
- have formal written agreements with appropriate community mental health organizations describing the appropriate procedure for referring students for services.

COMMUNITY:

A Comprehensive Safe Schools Plan should ensure:

- that there is process/plan for sharing information on students and families in need of services. (Law Enforcement, Mental Health Organizations, Social Service Organizations, Juvenile or Family Court).
- that law enforcement agencies have formal agreement with school district on such issues as: roles and responsibility for maintaining safety in schools and on school

property; roles in responding to various types of emergencies.

--that community mental health organizations have formal agreement with school district on how their services can be accessed.

--that passage ways to/from school are provided adequate police protection.

--that "Drug-Free School Zones" and "Gun-Free School Zones" provisions are enforced.

--that community resources, e.g., police, prosecutors, court personnel, health and mental health officials, child abuse officials are used to train school staff on various aspects of school safety.

NAME OF ORGANIZATION: Department of Education
 NAME OF COMPONENT: Office of Elementary and Secondary Education
 NAME OF PROGRAM: Office of Safe and Drug-Free Schools Program

Amount of Funds Available	Range of Awards	Eligible Applicants	Match	Age Range	Project Period	Obligation Period	Permissible Activities

MEMORANDUM

September 22, 1998

TO: *Tanya Martin*
FROM: Bill Modzeleski
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Thank you.

*Security
pro-social skills
after-school
alt. program
psychological need
training*

*data collection needs assessment
gangs
law enforcement*

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ED: Funding from the SDFS Program will be contingent upon appropriations. If Congress approves ED's request to place \$125 million (the Senate Appropriations Committee approved \$150m for this endeavor) in a separate safe and drug free schools initiative these funds can be used for this initiative (in part or in total would need to be determined). If however, ED's request for this initiative is not approved ED would have approximately \$10million in SDFS National Program funds to use for this endeavor. These funds could be supplemented with program funds (TBD) from programs such as 21st Century Learning Centers (a portion of any increase in FY 1999 funding could be used for this endeavor); as well as funds for Character ED (Senate Appropriations Bill calls for \$1 million of these funds to be used for violence prevention initiative).

In addition to funds that directly impact school safety, ED would review FY 1999 appropriations to ascertain whether any latitude exists to link general ED reform programs (of discretionary nature) to this endeavor (school construction, class size, school health)-a \$2 million set aside in Senate).

In addition to the above ED(SDFS) and Justice (OJJDP) are in the process of awarding a

grant to an entity to provide technical assistance in the area of safe schools. The entity winning this competition could be given a priority to provide technical assistance to communities/districts winning this competition.

Justice:

HHS:

Eligible Applicants:

Applicants would be limited to:

- School districts
- a municipality (city, town, county)

Regardless of whom the applicant is the applicant would have to ensure that formal linkages between the school district and municipality formally established. At a minimum the following entities must agree to work together in the design and development of the School's/District's Plan for Creating Safe, Disciplined, and Drug-Free Environments: School Board, School Superintendent, Chief Municipal Executive, Police Chief or Chief Law Enforcement Official, probation officials, Family or Juvenile Court Representatives, victim assistance advocates, local public mental health organization, parents, representatives of local youth serving organizations, clergy, local business councils/chamber of commerce officials, and local/county social services officials (including those officials responsible for child abuse cases).

Requirements for Participation:

Each eligible applicant would have to agree to the following:

- collect data on school crime and disciplinary problems. ✓
- develop and disseminate annual report card on school safety. ✓
- ensure that policies related to Gun Free Schools Act (expulsion and reporting of firearms violations to law enforcement) are enforced. ✓
- have developed alternatives for students who have been expelled (grant funds can be used for this purpose). ✓
- have formal agreements with law enforcement (either community law enforcement or school police provided school police have law enforcement powers) to patrol schools and pathways to schools.
- have formal agreements with community mental health officials to provide mental health services to youth in need of such services.
- have agreements --between law enforcement, juvenile courts, schools, social services agencies, and community mental health organizations, to share information or develop processes to share information on youth and families that are receiving services from

multiple entities.

--agree to engage the business community in helping to design and implement the local Safe Environments for Learning Plan.

--agree to make drug prevention a priority.

--agree to develop procedures to limit access to firearms by unsupervised youth (applicant could develop procedures for ensuring all firearms have trigger locks).

--agree to reporting all firearms that are seized in schools to ATF for possible tracing.

--agree to utilize programs (as part of the overall strategy) that are research-based.

--agree to develop Annual Report on School Safety and make report public.

Size of Grant Award:

The actual size of the grant award would be contingent upon the number of students served; the problems being addresses; and the nature of programs being utilized to address the identified problems (complexity, magnitude, length, number youth served). Grants would range from \$1million (for small districts or communities serving a small number of students) to \$10million for large districts or communities serving a large number of students. . Grants would be awarded on one-time basis (*all this--length and size of award--would be contingent upon where funds come from*).

How Program Would Work:

1. Inter-agency Committee formed.
2. Resources for Initiative Identified.
3. Process for "pooling resources" developed. (Decision regarding how resources will be "pooled" needs to be made. More frequently used approach is to have one agency --agency with largest stake / most resources in the initiative--serve as lead agency (audit approach).
4. Grant application developed. Agencies would have to develop grant package. Part of this process would be to define what funds were available and what they should be used for. *
5. Grant Program Announced
6. Grants Reviewed
7. Grants Awarded

I thought we were doing this

*One approach would be to develop a list of the elements that constitute a comprehensive strategy to create a safe and drug-free learning environment, e.g., adequate security, a program to provide pro-social skills including conflict resolution, programs to occupy students time after school, alternative education programs for youth who have been expelled, resources to address the needs of youth with psychological needs, training for teachers and administrative staff, etc. This list could be matched with Federal resources that are available, e.g., if the need was to develop more programs for pro-social skills, we could identify SDFS funds as the resource that was available. Applicants would describe their strategy for creating a safe environment for learning, identify gaps in this strategy, and specify what programs/policies they want to put in place to address the gaps.

The next step matching existing program funds with needs gets a little more complicated. There are several options that need to be explored. One option would be to have applicants merely state that there are a number of distinct programs they want to put in place and are asking funds for, e.g., a conflict resolution program, funds for more law enforcement, and an alternative education program. We (Inter-Agency Group) would have task of matching their request to what we have available.

Another option would be for the Interagency Group to issue a program announcement that outlined funds in 5-6 categories and asked applicants to submit one general application with component parts (matching the categories outlined by the Interagency Group). This approach would put burden on applicant to identify pool of funds which to apply.

Elements of a Comprehensive Safe Schools Plan:

A Comprehensive Safe Schools Plan would involve the school, various elements of the community, and parents. The Comprehensive Safe Schools Plan would include the following elements:

NOTE: There are many more elements that can be added. We should strive to identify those elements which feel are essential and hold schools communities that want to apply for funds to address the essential elements.

SCHOOL:

Planning: Every school should have formal process for:

- collecting data on criminal incidents as well as disciplinary problems and uses this data to develop policies and programs.
- conducting periodic surveys or using incident data to measure extent and nature of crime, drug use, and disorder in school (over time).
- establishing measurable goals and objectives for it's programs designed to improve school safety and curtail drug use. This process should include community members, parents, and students.
- dealing with emergencies that may occur in school, on way to school, or at school sponsored function. These processes should cover at minimum the following incidents: traffic accident resulting in serious injury or death; shooting; homicide; bomb threat or bombing; natural disaster such as tornado, hurricane, earth quake.

Policies: Every school should have a policy that:

- requires expulsion of youth who carry firearm to school (Gun Free Schools Act) and the reporting of anyone who brings firearm to school to appropriate law enforcement agency.
- requires that all youth who bring firearm to school are assessed by mental health professional.
- prohibits the possession, use, distribution, sale of all illegal drugs.
- prohibits the possession, use, distribution, or sale of alcoholic beverages.

Discipline Policy?

--prohibits any (staff or student) from smoking in school (Pro-Children Act). Policy also prohibits any student from smoking anywhere on school grounds or at school sponsored function.

--requires that all students who are expelled are provided with alternative educational services.

--requires the school to develop and issue an annual School Safety Report.

--clearly articulates what actions community groups need to take to utilize space in school, after normal school hours.

--promotes the active involvement of parents and guardians in all aspects of their son/daughter's schooling.

--clearly articulates when students can leave campus, and who is permitted onto the campus.

--clearly articulates acceptable/unacceptable behavior on school buses.

--articulates faculty's role in disarming students, breaking up fights, and dealing with other inappropriate behaviors.

--requires the reporting of child abuse or suspected child abuse cases to appropriate Child Protection Services personnel.

Programs: Every school should ensure that their programs designed to create safer environments for learning and preventing drug use:

--are based upon research that indicates that the program has been effective in meeting it's designated goals and objectives. If the program is not based upon research, schools need to establish method for conducting outcome evaluation to ascertain that program is effective.

--are periodically evaluated (research-based programs) to ensure it is meeting its stated goals and objectives.

--are prioritized, that is, that the most critical needs of youth are addressed first.

Community Linkages: Every school should ensure that they:

--have formal written agreement with appropriate law enforcement agency describing the appropriate roles and responsibilities of schools and law enforcement.

--have formal written agreements with appropriate community mental health organizations describing the appropriate procedure for referring students for services.

COMMUNITY:

A Comprehensive Safe Schools Plan should ensure:

--that there is process/plan for sharing information on students and families in need of services. (Law Enforcement, Mental Health Organizations, Social Service Organizations, Juvenile or Family Court).

--that law enforcement agencies have formal agreement with school district on such issues as: roles and responsibility for maintaining safety in schools and on school

property; roles in responding to various types of emergencies.

--that community mental health organizations have formal agreement with school district on how their services can be accessed.

--that passage ways to/from school are provided adequate police protection.

--that "Drug-Free School Zones" and "Gun-Free School Zones" provisions are enforced.

--that community resources, e.g., police, prosecutors, court personnel, health and mental health officials, child abuse officials are used to train school staff on various aspects of school safety.

NAME OF ORGANIZATION:

Department of Education

NAME OF COMPONENT:

Office of Elementary and Secondary Education

NAME OF PROGRAM:

Office of Safe and Drug-Free Schools Program

Amount of Funds Available	Range of Awards	Eligible Applicants	Match	Age Range	Project Period	Obligation Period	Permissible Activities

- o Is there a Federal role in responding to crisis that occur in schools?
- o If not, why not? (Provide rationale for not getting involved)
- o If so, what should the role of the Federal government be?

Yes

- A. Responding to disasters/emergencies. - *deliberate*
- B. Prevention - *SOFA?*
- C. Capacity Building - *an ed center - state (Cal CA - Calif office)*
- D. Training/Technical Assistance

A. RESPONDING TO DISASTERS/EMERGENCIES:

-what agency should be responsible for this initiative?

- ED
- HHS
- FEMA
- Justice

-what types of disasters/emergencies should we respond to?

- multiple homicides?
- incidents where there are multiple victims, e.g., accidents and homicides?
- any incident where there is a traumatic affect on students, teachers, and community?

-who makes determination that we should respond?

- lead Cabinet official?

-what should our response entail:

- emergency response team, e.g., NOVA team?
- financial assistance, if so, for what?
 - crisis counseling?
 - added police protection and security?
 - miscellaneous expenses?

-how much funds would be needed for this effort?

-how would funds be appropriated?

- to a revolving fund?
- annual appropriation?

-how should these efforts be linked to other efforts to respond to crisis?

- OVC Response Teams
- FEMA Response

*5/10 - 10 min
review h*

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Fun*

B. PREVENTION:

-what should the prevention component entail?

- grants for prevention programs?
 - if grants are recommended should this be tied into existing legislation, e.g., Safe and Drug Free Schools--as an allowable expense?
- training (through grants or other opportunities)?

--how much funds are needed to implement this activity?

C. CAPACITY BUILDING:

-what is the best way to increase capacity of schools to deal with these incidents?

--increase capacity of local educational agencies?

--increase capacity of State educational agencies?

--increase capacity of some other organization/agency?

-what process would be used to increase capacity?

--grants to identified agency?

-how much funds are needed to implement this activity?

D. TRAINING AND TECHNICAL ASSISTANCE:

-what types of training should be offered?

-which agency should take lead in designing training and technical assistance approach?

--FEMA

--HHS

--ED

--Justice

-how much funds are needed to implement this activity?

E. Coordination

F. Research

Reps / Grub Club

NAME OF ORGANIZATION: Department of Justice
NAME OF COMPONENT: Office of Juvenile Justice and Delinquency Prevention
NAME OF PROGRAM: Juvenile Mentoring Program

Amount of Funds Requested	Range of Awards (Policy issue)	Eligible Applicants	Match or Restrictions	Age Range	Project Period (Policy issue)	Obligation Period	Permissible Activities
FY 99 - \$12m (\$1m will be made available for Coordinated Grant Effort)	Up to \$190,000	Local education agencies or public/private nonprofit organizations	None	Under the age of 18 or school age at-risk youth	Three-year	No year	Support for one-to-one mentoring program for at-risk youth. Additional criteria include: serve at-risk youth in high crime areas; has 60 percent or more of their youth eligible to receive funds under Chapter I of the Elementary and Secondary Education Act of 1965; have considerable number of youth who drop out of school each year; and that can demonstrate knowledge of and/or experience with mentoring programs, as well as working with volunteers and youth. Mentors must be adult, 21 years or older.

NAME OF ORGANIZATION: Department of Justice
 NAME OF COMPONENT: Office of Juvenile Justice and Delinquency Prevention
 NAME OF PROGRAM: Gang-Free Schools and Communities—Community-based Gang Intervention

Amount of Funds Requested	Range of Awards (Policy issue)	Eligible Applicants	Match or Restrictions	Age Range	Project Period (Policy issue)	Obligation Period	Permissible Activities
FY 99 - \$12m (\$1m will be made available for Coordinated Grant Effort)	To be determined	Public or private nonprofit agencies, organizations, or individuals	None	Under the age of 22	36 months	No year	Applicant programs and activities may include: individual, peer, family, and group counseling, including the provision of life skills training and preparation for living independently, which shall include cooperation with social services, welfare, and schools; also, facilitate coordination and cooperation among local education, juvenile justice, employment, and social service agencies. Also, programs should target gang involved or youth at-risk of gang involvement.

NAME OF ORGANIZATION: Department of Justice
NAME OF COMPONENT: Office of Juvenile Justice and Delinquency Prevention
NAME OF PROGRAM: Title V—Delinquency Prevention Program

[illegible]

NAME OF ORGANIZATION: Department of Justice
NAME OF COMPONENT: Office of Juvenile Justice and Delinquency Prevention
NAME OF PROGRAM: Title V—Delinquency Prevention Program (continued)

Amount of Funds Requested	Range of Awards (Policy issue)	Eligible Applicants	Match or Restrictions	Age Range	Project Period (Policy issue)	Obligation Period	Permissible Activities
(2) Community Prevention Grants - \$25m (\$1m will be made available for Coordinated Grant Effort)		A State and its unit of general local government	50 percent cash or value of in-kind contributions; applicants must prepare and submit three-year comprehensive delinquency prevention plan	Formula is based on population of youth under the maximum age of original juvenile court jurisdiction	36 months	No year	Delinquency prevention programs and activities for youth who have had contact with the juvenile justice system or who are likely to have contact with the juvenile justice system; including the provision to children, youth and families of-- recreation services; tutoring and remedial education; assistance in the development of work awareness skills; child and adolescent health and mental health services; alcohol and substance abuse prevention services; leadership development activities; and the teaching that people are and should be held accountable for their actions.

NAME OF ORGANIZATION: Department of Justice
 NAME OF COMPONENT: Office of Juvenile Justice and Delinquency Prevention
 NAME OF PROGRAM: Juvenile Accountability Incentive Block Grants Program

Amount of Funds Requested	Range of Awards (Policy issue)	Eligible Applicants	Match or Restrictions	Age Range	Project Period (Policy issue)	Obligation Period	Permissible Activities
FY99 - None However, \$250m appropriated in FY 98 (pending Congressional action, \$1m will be made available for Coordinated Grant Effort)		Funds are available to public and private agencies, organizations, or individuals	None	Subject to State definition of juvenile	24 months	No year	This program is designed to promote greater accountability in the juvenile justice system. There are 12 program purpose areas for which funds may be used. Purpose Area 11, "establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies, or which are designed, in cooperation with law enforcement officials, to protect students and school personnel from drug, gang, and youth violence" supports the coordinated grant program.

**Additional OJJDP Resources to Support
"Safe, Disciplined and Drug-Free Environments for Learning"**

Youth-Centered Conflict Resolution

In FY 1995, OJJDP funded the Illinois Institute for Dispute Resolution (IIDR) to implement the Youth-Centered Conflict Resolution (YCCR) program under a competitively awarded 3-year cooperative agreement. The purpose of this program, which began in October 1995, is to integrate conflict resolution education (CRE) programming into all levels of education in the Nation's schools, juvenile facilities, and youth-serving organizations. During the first 2 years, IIDR provided training and technical assistance through a number of mechanisms. In year one, activities included participation in the development of a satellite teleconference on CRE, a presentation on the YCCR program at the National Institute for Dispute Resolution annual conference, and three regional training conferences for teams from schools, communities, and juvenile facilities. IIDR also completed the project's first major resource document, Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings. Second-year activities included follow up training and intensive technical assistance including onsite work with the Washington, DC, school system. In the second project year, with additional funding from the National Endowment for the Arts, IIDR developed a pilot curriculum and conducted a series of 10 training sessions to assist arts program staff and administrators in infusing conflict resolution skills and principles into art programs for at-risk youth. Additional funding this year will allow the project to conduct another series of trainings.

Activities planned for FY 1998 include State training conferences, onsite technical assistance to SafeFutures, Weed and Seed, and other sites, increased follow up support, and a survey of gang intervention programs to identify those that use conflict resolution techniques as part of their efforts.

Also, IIDR will expand the level of support that project staff provide to schools, communities, and youth-serving organizations, including training provided in partnership with national organizations such as Boys & Girls Clubs of America and the National Juvenile Detention Association. Efforts will also be undertaken to facilitate peer-to-peer mentoring among youth education and youth-serving organizations. Special emphasis will be placed on disseminating information about effective conflict resolution programs and implementation issues through print and electronic media. Project staff will also work with staff in State departments of education and offices of State Attorneys General to promote replication of local conflict resolution programs and to partner with State agencies to establish "training of trainers" institutes or programs to build local capacity to implement successful CRE programs for youth. OJJDP has entered into a partnership with the U.S. Department of Education to expand this project.

Communities In Schools--Federal Interagency Partnership

This program is a continuation of a national school dropout prevention model developed and implemented by Communities In Schools (CIS), Inc. CIS, Inc., provides training and technical

assistance to CIS programs in States and local communities, enabling them to adapt and implement the CIS model. The model brings social, employment, mental health, drug prevention, entrepreneurship, and other resources to high-risk youth and their families in the school setting. Where CIS State organizations are established, they assume primary responsibility for local program replication during the Federal Interagency Partnership.

The Federal Interagency Partnership program is based on the following strategies: (1) to enhance CIS, Inc., training and technical assistance capabilities; (2) to enhance the organization's capability to introduce selected initiatives to CIS youth at the local level; (3) to enhance the CIS, Inc., information dissemination network capability; and (4) to enhance the CIS, Inc., capability to network with Federal agencies on behalf of State and local CIS programs.

In FY 1997, the CIS--Federal Interagency Partnership (1) performed extensive research and compilation of conference materials and other resources outlining trends and activities related to family strengthening and parent participation initiatives; (2) produced a quarterly issue of Facts You Can Use; (3) formed a committee responsible for developing a description of the Family Service Center site strategy; (4) formulated a plan for providing training and technical assistance to SafeFutures sites; (5) advanced activities under the Youth Entrepreneurship Program by implementing the second phase of the minigrant process and by providing technical assistance; (6) developed a violence prevention resource directory and offered training on violence prevention; (7) provided program-level liaison and coordination to facilitate access by State and local CIS organizations to Federal agency products; and (8) added new features to the CIS web site to increase local and State program access to Federal resources.

School Safety Training and Technical Assistance

Since 1984, OJJDP and the U.S. Department of Education have provided joint funding to the National School Safety Center to promote safe schools--free of crime and violence through training and technical assistance and the dissemination of information. This initiative has focused national attention on cooperative solutions to problems that disrupt the educational process. Because an estimated 3 million incidents of crime occur in America's schools each year, it is clear that this problem continues to plague many schools, threatening students' safety and undermining the learning environment. OJJDP will continue this partnership with the Department of Education by issuing a competitive solicitation for a cooperative agreement with a private nonprofit organization to provide training and technical assistance to communities and school districts across the country. It is expected that these activities will be closely coordinated with the ongoing review of literature, research, and evaluation of school-based demonstration efforts being undertaken by the Hamilton Fish National Institute on School and Community Violence with OJJDP FY 1998 funding support.

Blueprints for Violence Prevention: Training and Technical Assistance

In a 1994 survey, more than half of the respondents identified crime and violence as the most important problem facing this country, and violence was unanimously identified as the "biggest problem" facing the Nation's public schools. Many communities are ready to take meaningful action to combat these problems, but are struggling in determining both "what works" and how to implement those effective strategies and programs. As a result, many jurisdictions are moving forward with insufficient knowledge on how to be successful in both of these areas of focus.

To address this issue, OJJDP will award a cooperative agreement to the Center for the Study and Prevention of Violence (CSPV) at the University of Colorado. CSPV has completed a study, begun in 1996, of 10 violence prevention programs that met a rigorous scientific standard of program effectiveness and replicability--programs that could be documented in "blueprints" that could be utilized for further replication. Under this grant, CSPV will provide technical assistance to community organizations and program providers to ensure quality replication of Blueprint model programs that have been demonstrated to be effective in reducing adolescent violence, crime, and substance abuse.

The specific goal of this project will be to assist in the replication of these blueprint programs by (1) determining the feasibility of program development for each community or agency request for technical assistance in terms of a needs assessment and the capacity for the community/agency to implement the program with integrity and (2) providing training and technical assistance to communities/agencies that are ready to begin the implementation process. CSPV will both monitor and assist the program during its first year of operation.

This project will be implemented by the Center for the Study and Prevention of Violence because of its unique status as the developer of the Blueprints for Violence Prevention project and previous research in this specific area.

The Hamilton Fish National Institute on School/Community Violence

Attached is an abstract of the Institute's development and evaluation of violence prevention strategies for schools and their immediate communities.

**Hamilton Fish National Institute
on School and Community Violence**

ABSTRACT

The Hamilton Fish National Institute on School and Community Violence, with the support of the Office of Juvenile Justice and Delinquency Prevention, is providing national leadership in the rigorous development and evaluation of violence prevention strategies for schools and their immediate communities.

The Institute is operated by an interdisciplinary consortium of distinguished scholars at seven universities. The consortium is led by The George Washington University and the other members are Florida State University, Morehouse School of Medicine, Syracuse University, University of Kentucky, University of Oregon, and University of Wisconsin--Milwaukee.

The Institute is focusing its efforts on three broad areas of activity:

- Synthesizing available knowledge and conducting original research for the purpose of designing more effective violence prevention strategies.
- Using those research results and diagnoses of local violence problems to develop, evaluate, refine, and re-evaluate improved violence prevention strategies in schools with serious problems.
- Disseminating the resulting knowledge and providing technical assistance to policymakers and practitioners.

During the first five-year period, the consortium members and their partners are diagnosing violence problems in the targeted schools and their immediate communities, and then developing, evaluating, refining, and re-evaluating violence reduction strategies to maximize their effectiveness and efficiency. The schedule is as follows:

- **1997-1998 school year:** Conduct literature reviews, diagnose local violence situations, and select strategies to be implemented by fall 1998.
- **1998-1999 school year:** Implement and formatively evaluate the selected violence prevention strategies; plan revisions of the strategies to be implemented in the following year.
- **1999-2001 school years:** Implement and summatively evaluate the revised strategies over a two-year period.
- **2001-2002 school year:** Complete analysis of the summative evaluation data, prepare reports, and disseminate the findings to practitioners and policymakers.

The Institute will complete ten of its eleven first-year objectives by May 14, 1998. The consortium is fully established and sharing expertise and information. Applicable scientific and practitioner literatures have been examined and reviews of five high priority topics are scheduled for completion in the spring of 1998. The university teams have formed partnerships with schools or school districts and have been conducting diagnoses of the local violence situations. Most teams have already done preliminary work on selecting the violence prevention strategies to be implemented during the 1998-1999 school year. The first national symposium, to be held in April 1998, will assist with final selection decisions.

These objectives will be achieved despite a 10.5 month working year due to delays in the award and despite the unexpected constraints of OMB clearance requirements. To remain on schedule for the second year of planned activities, the Institute has accelerated some work and abbreviated work on two of the objectives. Even with these adjustments, the first year of work has allowed unusually thorough preparation for the violence prevention strategies to be implemented in fall 1998.

This proposal is for a second year of work. During the second year, the Institute will complete the preparatory work of the first year and rigorously field test promising violence prevention strategies. The Institute will:

- Publish and distribute five major literature reviews applicable to school and youth violence prevention.
- Implement promising violence prevention strategies in collaboration with 12-18 partner schools.
- Formatively evaluate those strategies.
- Convene a national symposium to discuss the implementation of the strategies, the preliminary evaluation findings, and their implications for improving the Institute's interventions and other violence prevention efforts throughout the country.

The budget required to do all this work well is \$2.24 million. If the full amount cannot be awarded, the Institute will be required to scale back its activities. This will reduce the chances of developing highly effective violence prevention interventions, but will not altogether preclude success.

After the Institute's first five years of work, it plans to: test each of its successful interventions in multiple sites to determine their generalizability, continue conducting research and literature reviews applicable to developing highly effective violence prevention strategies, serve as a permanent laboratory for the quick and rigorous evaluation of new violence prevention approaches, make its findings widely available, and assist states and localities with reducing violence in and around schools. The Institute will support this work by competing for grants and contracts and charging fees for some services.

THE WHITE HOUSE
WASHINGTON

Date

9/11/98

To:

BRUCE REED

JOSÉ CERDA

From:

The Staff Secretary

THE ATTACHED MEMO FROM
BARRY MCCAFFREY ADDRESSES EDUCA-
TION ISSUES, AMONG OTHER
THINGS. WOULD YOU LIKE TO
INCLUDE A COVER MEMO
BEFORE WE SEND THIS TO
THE PRESIDENT?

-David Goodfriend



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D. C. 20503

Reese

September 9, 1998

Dear Mr. President:

Wanted to share my thoughts with you and enlist your ideas and support for improving the vital Safe and Drug-Free Schools Program. Beginning with the RTI study and the 1997 GAO report, "Safe and Drug-Free Schools: Balancing Accountability with Local Flexibility," and continuing through the publication of recent news articles (e.g., the *LA Times*, "Failing Grade for Safe Schools Program"), the program has come under significant criticism. An internal ONDCP review confirms many of these criticisms (enclosed). Yet, the program is far too important to allow it to flounder.

With your leadership, and that of Secretary Riley, we can reinvigorate the program and make it what it must be: a strong voice in educating children, protecting their lives and futures, and keeping schools safe and free from drugs. Both your *National Drug Control Strategy* and the National Education goals agree that reducing youth drug use is imperative. At the same time, however, the *National Household Survey* shows youth drug use rates rising, in some cases to unfortunate historic levels. Clearly, we cannot afford ineffective or wasteful school-based counter-drug approaches. Instead, we need to apply the available dollars into efficient, accountable, and effective programs that meet our obligation to our children to protect them from danger, especially the perils that come with drug use.

The Safe and Drug-Free Schools Program should be our primary vehicle for achieving this goal. ONDCP and the Department of Education must work together to reform this program along the following lines:

- **Create Accountability.** The current framework provides no effective means of ensuring that monies are spent on programs that are proven to reduce youth drug use. Nor are the mechanisms in place to monitor adequately how monies are spent. We must establish performance measures and build in systemic reviews to ensure that dollars are well spent in classrooms and school districts across the nation. This may require us to use a variety of vehicles, ranging from changes in the underlying legislation to issuing binding regulations. To bring this about, we need to develop a plan for what is necessary, make the case to the public and put the program in place.
- **Provide the Resources Required.** At present the average local education agency Safe and Drug Free Schools grant is roughly \$5,000. Some schools receive as little as \$50 per year to help fight drugs. Our spending per student is roughly \$7.90 per year. Congressional cuts and growing enrollments will diminish this number more still. These funds are inadequate to the enormous educational task we face: changing a generation's attitudes about drugs in the face of countervailing societal pressures that normalize, and at times even glamorize, drug use. We need to rethink both the resource levels of this program, and how they are distributed. For example, a more adequate formula might even

triple the program's grant funding, but require some form of state-match for a portion of the funding received.

- **Focus on the Threat of Drugs.** While school violence is a major problem that requires a strong federal response, youth drug use rates are such that we need to reorient a greater percentage of the program on fighting drugs. This year's *Household* survey found that past month drug use among 12-17 year olds rose from 7.1 percent in 1996 to 9.4 percent. Marijuana use by 12-13 year olds doubled from 1996 to 1997. Drug use is a contributing factor to many of the ills plaguing our schools. Young people (ages 12 to 17) who regularly smoke marijuana (more than 52 times in a year) are roughly five times more likely to physically attack another person than youth who do not use the drug. Young people (ages 12 to 17) who regularly smoke marijuana (more than 52 times in a year) are roughly six times more likely to cut classes than youth who do not use the drug. Stealing, destruction of property and other problems all show similar links to drug use rates. Focusing the program more on fighting drug use will have the effect of attacking a wide range of the problems our schools and children face. This reorientation must penetrate all levels, most importantly our nation's classrooms.

In this era of fiscal responsibility and facing rising youth drug use, it is incumbent upon us to immediately begin correcting the shortcomings in the Safe and Drug Free Schools program. However we elect to proceed, it is clear that we can no longer continue with business as usual. We must begin without delay an ONDCP/Department of Education inter-agency process that will put this program on track. Suggest that Secretary Riley and ONDCP deliver to you an action plan for your approval by this Thanksgiving.

Sincerely,

U/r



Barry R. McCaffrey

The President of the United States
The White House
Washington, D.C.

Drug prevention is the heart of our national strategy. We will need new legislation to fix the Drug Free School program.

September 4, 1998

ONDCP INTERNAL ANALYSIS: THE SAFE AND DRUG FREE SCHOOLS PROGRAM

SUMMARY: The Safe and Drug Free Schools Program (SDFS) is the nation's primary federal youth counter-drug education program. Apart from ONDCP's Youth Media Campaign, it is the only nation-wide federal effort of significant size that aims to protect children from drugs. The SDFS suffers from a near complete lack of accountability and oversight, it simultaneously seems to waste millions of dollars of federal funds and is tragically under-funded. There is significant Congressional interest in eliminating what could -- with major reforms and sufficient funding -- be a vital program. Reform is needed.

SDFS LACKS GOALS, RULES, OVERSIGHT AND ACCOUNTABILITY

The bulk of SDFS monies go by block grants to state education agencies (SEAs), which pass the bulk of these funds on to local education agencies (LEAs -- predominantly school districts). Education delegates most award and monitoring of these LEA funds to the SEAs.

The program is vital and must be fixed:

- SDFS is the primary federal, school-based anti-drug program.
- SDFS reaches 97 percent of our nation's school districts.
- Recent studies show that illegal drugs remain a major problem in the school environment. In-school drug trafficking and use also is a significant contributing factor to crime and violence within our schools.
- Eliminating the program would create a major gap in our *National Drug Control Strategy*, which would undermine progress toward goal one of that *Strategy*: educating children to reject drugs.

Spending is not tied to achievement of objectives:

- As applied to the block grant program, SDFS goals are only loosely outlined in the SDFS legislation and in non-binding guidance.
- No binding regulations have ever been issued for the program.
- Each SEA is free to set its own goals. Little or no monitoring is done to tie funding to performance of even these objectives.
- Data to track performance is uniformly nonexistent -- the states set their own data requirements and these vary widely, with few reaching the level of bare acceptability.
- There is no requirement that LEAs use programs that are proven to work. To the contrary, the *RTI study* found that few schools adopt research-based, proven programs. (Relatively new guidance suggests that schools shift to such programs, but nothing requires this.)

Spending is not adequately tracked:

- There is no information available that breaks down how much SDFS money went to drug versus violence (i.e., the emphasis is on the "Safe" in Safe and Drug Free Schools) efforts.
- There is no information available that shows what monies are spent for (e.g., training versus curriculum).
- Neither the LEAs nor SEAs aggregate their funding by category.

Monitoring varies widely, but in only rare cases is it remotely adequate:

- According to GAO, 4 (of the 50) states monitor *only* by approving applications for money (i.e., they approve and look no more).
- Only 9 states specifically review documentation. However, the scope of information reviewed varies widely (e.g., many states do not even require spending vouchers or receipts be submitted).
- Site visits are rare. On average SEAs only go to each LEA (district) once every 3-4 years). In 1995, only 1,900 site visits were conducted nationwide. However, this number is inflated by the few states that do conduct more regular oversight; many states do few or no visits.
- Only 7 states use multiple forms of monitoring.
- GAO reports, Education rarely reviews beyond the state level. GAO reports that only three audits have gone to site level. (Education is *surveying* LEAs now as to how money is used.)
- Even at the SEA level, Education's monitoring is minimal. In 1996-97, education only visited 20 state offices to review program documents. However, as the SEA documentation is so limited (see above) and varies widely, what can be gleaned from these visits appears minimal.

Due to the lack of accountability, problems seem to abound:

- In two of the three instances (noted above) where complaints led to fuller LEA level audits of SDFS spending irregularities were present.
 - ➔ The Michigan audit found, for example, "double dipping" and the purchase of items not related to either drug or violence education (e.g., toothbrushes, dog bones and bicycle pumps).
 - ➔ The West Virginia audit found that SEAs handed out money without even the statutory minimum application information (e.g., what purposes funds were sought for) and expenditures were not broken down between administration and actual programs.

PROGRAM/CHILDREN AT RISK

SDFS simultaneously seems to waste millions and yet its funding is woefully inadequate:

- Information and oversight flaws, coupled with anecdotal evidence, suggest that SDFS fritters away millions of dollars (\$550 million in actual spending in FY1997).
- However, the program funds 97% of all school districts -- a mile-wide and not a centimeter deep. The average school *district* gets roughly \$5,000. Some schools receive as little as \$50. Spending per child is roughly \$7.90 per year. However, as there is no way to determine what money actually reached children, this estimate (total program expenditures divided by number of children served) likely overstates the actual per child spending (e.g., local admin. costs are included that children never directly benefit from).
- Without growth the dollar per child expenditures will drop significantly as "baby boom echo" school populations grow. During 1997-2003, students in grades 6-8 will increase by over 1 million. During 1997-2007, students in grades 9-12 will grow by over 1.5 million.

Lack of focus:

- Anecdotal evidence suggests that the program is increasingly shifting to violence prevention at the expense of drug prevention.
- Despite long-standing issues, reforms have largely tinkered at the margins -- conducting surveys, trying to reinvigorate a "pat on the back" recognition program, conferences, guidelines and the like, all of which have no bite. The impetus to undertake real reforms has yet to arise -- major reforms will require leadership, dedication and effort to build the constituencies necessary.

These flaws place the program at risk:

- Congressional support for the program is in question.
- Congress has cut the President's FY1999 proposal for new school drug coordinators (\$5 million to fund 1,300 coordinators), which was to serve as the cornerstone for further reforms.
- Reauthorization is pending in two years.

FIXING THE PROGRAM

Suggestions for what is needed:

- Reinvigorate SDFS's drug component.
- Overhaul -- radically reform -- the program through legislation and regulations that are binding and provide for: performance measures, targets, goals, and systems of accountability (data collection and review and overall monitoring).
- Significantly grow the program through additional funding with a state match component (suggest 2 federal dollars for every state dollar to ensure money is available for poor/at risk)
- Without undermining the broad reach of the program, better target spending by threat not just population, at all levels -- national to local.
- Require that money be spent on research-based, proven programs, with some leeway for research-based experimentation.

8-3-98

MIKE

JOSE

Proceed Re: Mr. President Clinton

Dan Burkhardt:
Please coordinate
the reply.

- gun violence letter from Oregon
- cell phone

need reply

teacher I have reported gun possession and even confiscated weapons, so I know how the reporting system does and does not function. As a relative of Mikael Nickolauson and colleague of the Kinkel's, I know both a victim and the perpetrator. As a parent, I want students to have rights, but also to be protected from those who are prone to violence.

copied
Reed
Emanuel
COS

So how do we prevent this tragedy from occurring again?

1. Add to the list of criteria for detaining at-risk children in a juvenile facility. Under currently proposed guidelines, Kip would not have been detained: he had friends, good grades and only an incident with rocks on his record. Cruelty to animals, arson (even where no one was hurt), receipt of counseling for psychological disturbance and being medicated for emotional reasons need to be added to the list. Bragging about cruelty to animals or boasting about using weapons and explosives are also red flags. We need to apply current research on the subject.

2. Require an intervention and a system of record-keeping for violence or threats of violence. Every person with input needs to be assembled around one table – the student's teachers, school counselor, juvenile officer, doctor or psychologist, even concerned friends. Only then can a pattern of violent behavior be determined or denied. But currently such decisions are made by isolated individuals, such as the school disciplinarian or the police officer. Then that individual lacks sufficient information for a good determination and pertinent information becomes lost or scattered.

3. The process for consultation needs to also include all pertinent concerns, not just actual violations. On one hand, teachers, parents and students fear being either ignored or sued for reporting "merely" a troubling journal entry, a speech about bombs, threatening comments, a "hit-list", etc. -- all actually reported about

June 1, 1998

Dear President Clinton:

Thank you very much for your kind words directed to Thurston High School after the shooting May 21. We also appreciate your interest in our views on protecting schools from violence. Being on the front lines, we teachers are in a unique position to recognize troubled students and to possibly prevent tragedies before they happen. But recent events show that schools have little control after a student is suspended or expelled. Furthermore the network of those who could do something is fragmented, so that the right hand does not know what the left hand is doing. Consequently I'd like to propose additional changes urged by teachers, parents and those directly involved.

I believe I am in a particularly good position to represent the issues and facts. As a teacher I have reported gun possession and even confiscated weapons, so I know how the reporting system does and does not function. As a relative of Mikael Nickolauson and colleague of the Kinkel's, I know both a victim and the perpetrator. As a parent, I want students to have rights, but also to be protected from those who are prone to violence.

So how do we prevent this tragedy from occurring again?

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Kip. While on the other hand those who do report are often told nothing can be done until a crime is committed. We clearly need to take steps to encourage teachers and students to report concerns, without fear of rejection or retaliation and with the certainty that something will be done. Then those in charge can make the final judgment as to the seriousness of a situation and the appropriate consequences.

4. Identify which agency is ultimately responsible for coordinating these decisions and precisely which steps must be taken for which violent acts or threats. For example, when teachers suspect possible child abuse, there are clear procedures to follow. A brochure outlines what is considered abuse, that those in charge of children must report it and that subsequently the burden of proof or determining appropriate action rests squarely with Children's Services. Nevertheless there is no such agency governing the handling of violent children. Worst of all, there is no clear policy for either parents or teachers: Do we report first to the school counselor, the disciplinarian, the principal or the police? Do ministers, family doctors and others in authority have the obligation to report children who are dangerous or is it to be considered a private or family affair? Furthermore what constitutes a violent threat? Will possession of knife under the car seat merit the same punishment as a loaded gun in a back-pack? And once violent students are counseled, suspended or detained, what is next? The procedure needs to be clearly defined and widely known to those dealing with children.

5. Increase the bed-space at juvenile detention centers. In that way students who "only" bring guns or bombs to school or who threaten to do so can be detained for at least three days to a week. Time is needed for evaluation of the student's intentions, background, or emotional stability, as well as to assemble the adults who know the child. But if the student turns out to have no other risk factors, detention then serves as a deterrent for bringing weapons to school or making drastic threats. In any event, a one hour interview, such as Kip is said to have received, is not adequate to evaluate an at-risk child.

5. Increase the funding to help violence-prone kids. One special-education teacher at Thurston reports that there is not even therapy or regular counseling for kids identified as severely emotionally disabled, let alone as "merely" dangerous. The violent are required to be integrated into our public schools, just as are the mentally or physically disabled. Yet they receive fewer resources and less funding. Furthermore there is a waiting list for special programs outside the public school (i.e. The Child Center, Jasper House). Meanwhile seriously troubled students must be allowed to attend public school until admitted to a special program or committing a crime severe enough for expulsion. Then it is too late for the victims, as well as for the perpetrator to turn his or her life around. While the agony of this tragedy is still fresh, now is the time to request funding for prevention.

6. A student's or parent's right to privacy should end with violent acts or threats. It is understandable that a student caught stealing from someone's locker,

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. letter	To President Clinton from Rachel Beckley-Rich re: school violence (partial, p. 3) (1 page)	06/01/98	P6/b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Michael Cohen (Subject Files)
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FOLDER TITLE:

School Safety - Policy Announcements [1]

2012-0160-S
ry1223

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
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- P3 Release would violate a Federal statute [(a)(3) of the PRA]
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- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
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RR. Document will be reviewed upon request.

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- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

while deserving punishment, does not want to be branded for life; there should not be a public announcement of every disciplinary action in a school. However, since most of the staff and students did not know Kip was suspended for bringing a gun to school Wednesday, he was not detained or reported as he entered the school Thursday morning. At least the staff, if not the students, should be aware of any dangers in order to protect themselves.

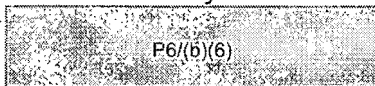
7. The definition of probable cause for a search warrant also needs to be redefined. If a student is caught with a weapon or explosives, his home, belongings, locker and even computer should be searched for related activities. An expert needs to be called in, since kids such as Kip seem to be able to fool parents, teachers and police. After his expulsion, Kip is said to have earnestly explained to the authorities that he only wanted to collect guns, not use them. Yet a search of his house would have proven otherwise.

8. Finally it appears that violence, like addiction, strips parents of objectivity and reasonable control over their children. Consequently the authority to deal with violent children should not rest so much in the parents' hands, who have blind love for their children. Children who make threats or bring weapons to school should not ever be returned to their parents until the detention period, group consultation and evaluation are complete. Additionally the availability of guns in the home should be considered a risk to mitigate before returning a student to his or her family; the family's guns need to be removed from the premises if a family member is violence-prone. We cannot afford to err too much on the side of parents' rights, since even the parents can become victims, as did Bill and Faith Kinkel.

I ardently hope that you will take these comments into consideration. They represent my views as well as those of my husband, our family and most of the students and parents with whom I have spoken. Some issues, such as the all-pervasive influence of violent video games and television, are so large it will take eons to solve. However now is the time to take small, practical steps within our schools in order to prevent youth-violence.

Sincerely yours,

Rachel Beckley-Rich



[001]

hm. [REDACTED]
wk. 541-744-5000

FAX 541-744-5029

8/10/98

SCHOOL SAFETY CONFERENCE POSSIBLE POLICY ANNOUNCEMENTS

First Annual Report on School Safety. After the school shooting incident in Paducah, KY, the President called on DOJ and Education to produce an annual report on school safety. This report will include an analysis of all existing national school crime data and an overview of state and local crime reporting; examples of schools implementing successful strategies to reduce school violence, drug use and class disruption; actions that parents can take to combat school crime, including a local safety checklist; and resources available to schools and communities to help create safe, disciplined and drug-free schools.

caption
Comprehensive School/Youth Safety Grants. Announcement of 10-15 (?) cities and other communities receiving multiple grants for FY 1999 for comprehensive approaches to creating safe learning environments, e.g., grants to a single community for after school programs, mental health interventions, and additional police involvement in local schools. Once multiple grant recipient sites are identified (in mid-September), will work with mayors and other local officials on additional local commitments that can be announced at the October conference. Also, in FY 2000, certain school and youth safety grants (to be identified by an ED, DOJ, HHS, HUD, and Labor working group) will be accessed through a single-grant application process and will be awarded to communities with carefully developed plans for coordinating with schools, police, mental health officials, parents and community organizations.

Federal Response to School-Related Homicides. Announce legislation to enable the federal government to provide a FEMA-like response for school-related deaths; support state and localities in order to increase their capacity to deal with these crises; and gather information that will prevent or ameliorate future incidents.

draft
Principles for Safe and Drug-Free Schools Reauthorization. Articulate the broad overarching principles for reauthorizing the Safe and Drug-Free Schools program, including competitive grants to communities willing to engage schools, police, mental health organizations and community groups in creating safe schools and requirements for data collections at the state and local level.

Bullying Guide. In many instances of school violence (including the multiple shootings), the students involved have at some time been accused of bullying behavior. This is a problem, that if identified, can be effectively dealt with. This guide, produced by ED and DOJ, will explain the nature of the problem, highlight best practices for dealing with children who bully other students, and suggest steps that can be taken by schools, parents, and communities to reduce the number and intensity of these incidents.

Public/Private Media Partnership. MTV has offered to produce a video of students talking about their school violence-related concerns to be shown at the conference. Additionally, MTV would kick-off their year-long school and youth violence prevention media campaign on the day of the School Safety Conference. The media campaign would consist of PSAs, as well as a packet of materials advertised on MTV and designed and distributed by the federal government.



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION

Safe and Drug-Free Schools Program

600 Independence Avenue, SW
Portals Building Room 604
Washington, DC 20202-6123
(202) 260-3954
Fax (202) 205-9302/260-7767

FAX TRANSMITTAL

DATE 9/21/98

NUMBER OF PAGES 9 (including cover page)

NUMBER OF RECEIVING FAX 456-5568 7028

TO: Portals Center

ORGANIZATION: DPC

PHONE # 456-5568

FROM: Bill Modzeleski

PHONE # 202-260-1856

COMMENTS:

600 INDEPENDENCE AVE., S.W. WASHINGTON, D.C. 20202

Our mission is to ensure equal access to education and to promote educational excellence throughout the Nation.

MEMORANDUM

September 22, 1998

TO: *Just Carde*
FROM: Bill Modzeleski
SUBJECT: Coordinated Grants

Attached for your review and consideration is

- a revised paper on how a comprehensive coordinated grant program may operate, and
- a chart that relevant agencies need to complete, so that we will have additional information about the programs that may be included in this effort.

These two papers will be discussed further at Friday's meeting.

Thank you.

"Safe, Disciplined, and Drug-Free Environments for Learning"

Purpose of Program:

The purpose of the *Safe, Disciplined, and Drug-Free Environments for Learning Program* is to provide school districts and communities with an array of funding opportunities so they could develop and/or enhance their community-wide strategies for creating safer environments for learning. This Program would enable eligible applicants to utilize a "one stop shopping" approach to ensure that all elements of a comprehensive Safe School Plan/Strategy are in place and operating effectively.

Departments Involved:

Initially, the Departments of Education, Justice, and Health and Human Services would be involved in this endeavor.

Programs Involved:

ED: Safe and Drug-Free Schools Program; 21st Century Schools Program; Character ED Program.

Justice:

HHS:

Funds Involved:

ED: Funding from the SDFS Program will be contingent upon appropriations. If Congress approves ED's request to place \$125 million (the Senate Appropriations Committee approved \$150m for this endeavor) in a separate safe and drug free schools initiative these funds can be used for this initiative (in part or in total would need to be determined). If however, ED's request for this initiative is not approved ED would have approximately \$10million in SDFS National Program funds to use for this endeavor. These funds could be supplemented with program funds (TBD) from programs such as 21st Century Learning Centers (a portion of any increase in FY 1999 funding could be used for this endeavor); as well as funds for Character ED (Senate Appropriations Bill calls for \$1 million of these funds to be used for violence prevention initiative).

In addition to funds that directly impact school safety, ED would review FY 1999 appropriations to ascertain whether any latitude exists to link general ED reform programs (of discretionary nature) to this endeavor (school construction, class size, school health --a \$2 million set aside in Senate).

In addition to the above ED(SDFS) and Justice (OJJDP) are in the process of awarding a

grant to an entity to provide technical assistance in the area of safe schools. The entity winning this competition could be given a priority to provide technical assistance to communities/districts winning this competition.

Justice:

HHS:

Eligible Applicants:

Applicants would be limited to:

- School districts
- a municipality (city, town, county)

Regardless of whom the applicant is the applicant would have to ensure that formal linkages between the school district and municipality formally established. At a minimum the following entities must agree to work together in the design and development of the School's/District's Plan for Creating Safe, Disciplined, and Drug-Free Environments: School Board, School Superintendent, Chief Municipal Executive, Police Chief or Chief Law Enforcement Official, probation officials, Family or Juvenile Court Representatives, victim assistance advocates, local public mental health organization, parents, representatives of local youth serving organizations, clergy, local business councils/chamber of commerce officials, and local/county social services officials (including those officials responsible for child abuse cases).

Requirements for Participation:

Each eligible applicant would have to agree to the following:

- collect data on school crime and disciplinary problems.
- develop and disseminate annual report card on school safety.
- ensure that policies related to Gun Free Schools Act (expulsion and reporting of firearms violations to law enforcement) are enforced.
- have developed alternatives for students who have been expelled (grant funds can be used for this purpose).
- have formal agreements with law enforcement (either community law enforcement or school police provided school police have law enforcement powers) to patrol schools and pathways to schools.
- have formal agreements with community mental health officials to provide mental health services to youth in need of such services.
- have agreements --between law enforcement, juvenile courts, schools, social services agencies, and community mental health organizations, to share information or develop processes to share information on youth and families that are receiving services from

multiple entities.

- agree to engage the business community in helping to design and implement the local Safe Environments for Learning Plan.
- agree to make drug prevention a priority.
- agree to develop procedures to limit access to firearms by unsupervised youth (applicant could develop procedures for ensuring all firearms have trigger locks).
- agree to reporting all firearms that are seized in schools to ATF for possible tracing.
- agree to utilize programs (as part of the overall strategy) that are research-based.
- agree to develop Annual Report on School Safety and make report public.

Size of Grant Award:

The actual size of the grant award would be contingent upon the number of students served; the problems being addresses; and the nature of programs being utilized to address the identified problems (complexity, magnitude, length, number youth served). Grants would range from \$1million (for small districts or communities serving a small number of students) to \$10million for large districts or communities serving a large number of students. . Grants would be awarded on one-time basis (*all this--length and size of award--would be contingent upon where funds come from*).

How Program Would Work:

1. Inter-agency Committee formed.
2. Resources for Initiative Identified.
3. Process for "pooling resources" developed. (Decision regarding how resources will be "pooled" needs to be made. More frequently used approach is to have one agency --agency with largest stake / most resources in the initiative--serve as lead agency (audit approach).
4. Grant application developed. Agencies would have to develop grant package. Part of this process would be to define what funds were available and what they should be used for. *
5. Grant Program Announced
6. Grants Reviewed
7. Grants Awarded

*One approach would be to develop a list of the elements that constitute a comprehensive strategy to create a safe and drug-free learning environment, e.g., adequate security, a program to provide pro-social skills including conflict resolution, programs to occupy students time after school, alternative education programs for youth who have been expelled, resources to address the needs of youth with psychological needs, training for teachers and administrative staff, etc. This list could be matched with Federal resources that are available, e.g., if the need was to develop more programs for pro-social skills, we could identify SDFS funds as the resource that was available. Applicants would describe their strategy for creating a safe environment for learning, identify gaps in this strategy, and specify what programs/policies they want to put in place to address the gaps.

The next step matching existing program funds with needs gets a little more complicated. There are several options that need to be explored. One option would be to have applicants merely state that there are a number of distinct programs they want to put in place and are asking funds for, e.g., a conflict resolution program, funds for more law enforcement, and an alternative education program. We (Inter-Agency Group) would have task of matching their request to what we have available.

Another option would be for the Interagency Group to issue a program announcement that outlined funds in 5-6 categories and asked applicants to submit one general application with component parts (matching the categories outlined by the Interagency Group). This approach would put burden on applicant to identify pool of funds which to apply.

Elements of a Comprehensive Safe Schools Plan:

A Comprehensive Safe Schools Plan would involve the school, various elements of the community, and parents. The Comprehensive Safe Schools Plan would include the following elements:

NOTE: There are many more elements that can be added. We should strive to identify those elements which feel are essential and hold schools communities that want to apply for funds to address the essential elements.

SCHOOL:

Planning: Every school should have formal process for:

- collecting data on criminal incidents as well as disciplinary problems and uses this data to develop policies and programs.
- conducting periodic surveys or using incident data to measure extent and nature of crime, drug use, and disorder in school (over time).
- establishing measurable goals and objectives for it's programs designed to improve school safety and curtail drug use. This process should include community members, parents, and students.
- dealing with emergencies that may occur in school, on way to school, or at school sponsored function. These processes should cover at minimum the following incidents: traffic accident resulting in serious injury or death; shooting; homicide; bomb threat or bombing; natural disaster such as tornado, hurricane, earth quake.

Policies: Every school should have a policy that:

- requires expulsion of youth who carry firearm to school (Gun Free Schools Act) and the reporting of anyone who brings firearm to school to appropriate law enforcement agency.
- requires that all youth who bring firearm to school are assessed by mental health professional.
- prohibits the possession, use, distribution, sale of all illegal drugs.
- prohibits the possession, use, distribution, or sale of alcoholic beverages.

- prohibits any (staff or student) from smoking in school (Pro-Children Act). Policy also prohibits any student from smoking anywhere on school grounds or at school sponsored function.
- requires that all students who are expelled are provided with alternative educational services.
- requires the school to develop and issue an annual School Safety Report.
- clearly articulates what actions community groups need to take to utilize space in school, after normal school hours.
- promotes the active involvement of parents and guardians in all aspects of their son/daughter's schooling.
- clearly articulates when students can leave campus, and who is permitted onto the campus.
- clearly articulates acceptable/unacceptable behavior on school buses.
- articulates faculty's role in disarming students, breaking up fights, and dealing with other inappropriate behaviors.
- requires the reporting of child abuse or suspected child abuse cases to appropriate Child Protection Services personnel.

Programs: Every school should ensure that their programs designed to create safer environments for learning and preventing drug use:

- are based upon research that indicates that the program has been effective in meeting it's designated goals and objectives. If the program is not based upon research, schools need to establish method for conducting outcome evaluation to ascertain that program is effective.
- are periodically evaluated (research-based programs) to ensure it is meeting its stated goals and objectives.
- are prioritized, that is, that the most critical needs of youth are addressed first.

Community Linkages: Every school should ensure that they:

- have formal written agreement with appropriate law enforcement agency describing the appropriate roles and responsibilities of schools and law enforcement.
- have formal written agreements with appropriate community mental health organizations describing the appropriate procedure for referring students for services.

COMMUNITY:

A Comprehensive Safe Schools Plan should ensure:

- that there is process/plan for sharing information on students and families in need of services. (Law Enforcement, Mental Health Organizations, Social Service Organizations, Juvenile or Family Court).
- that law enforcement agencies have formal agreement with school district on such issues as: roles and responsibility for maintaining safety in schools and on school

property; roles in responding to various types of emergencies.

--that community mental health organizations have formal agreement with school district on how their services can be accessed.

--that passage ways to/from school are provided adequate police protection.

--that "Drug-Free School Zones" and "Gun-Free School Zones" provisions are enforced.

--that community resources, e.g., police, prosecutors, court personnel, health and mental health officials, child abuse officials are used to train school staff on various aspects of school safety.

NAME OF ORGANIZATION:

Department of Education

NAME OF COMPONENT:

Office of Elementary and Secondary Education

NAME OF PROGRAM:

Office of Safe and Drug-Free Schools Program

Amount of Funds Available	Range of Awards	Eligible Applicants	Match	Age Range	Project Period	Obligation Period	Permissible Activities

28582

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

Personnel



Dick-

September 9, 1998

Dear Secretary Riley:

Wanted to share my thoughts with you and enlist your ideas and support for improving the Safe and Drug-Free Schools Program. Beginning with the RTI study and the 1997 GAO report, "Safe and Drug-Free Schools: Balancing Accountability with Local Flexibility," and continuing through the publication of recent news articles (e.g., the *LA Times*, "Failing Grade for Safe Schools Program"), the program has come under significant criticism. Yet, the program is far too important to allow it to flounder.

If we put our collective leadership behind the effort, we can reinvigorate the program and make it what it must be: a strong voice in educating children, protecting their lives and futures, and keeping schools safe and free from drugs. The President's National Drug Control Strategy and the National Education goals agree that reducing youth drug use is imperative. At the same time, however, the National Household Survey shows youth drug use rates rising, in some cases to unfortunate historic levels. Clearly, we cannot afford ineffective or wasteful school-based counter-drug approaches. Instead, we need to apply the available dollars into efficient, accountable, and effective programs that meet our obligation to our children to protect them from danger, especially the perils that come with drug use.

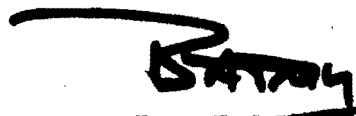
The Safe and Drug-Free Schools Program should be our primary vehicle for achieving this goal. ONDCP and the Department of Education must work together to reform this program along the following lines:

- **Create Accountability.** The current framework provides no effective means of ensuring that monies are spent on programs that are proven to reduce youth drug use. Nor are the mechanisms in place to monitor adequately how monies are spent. We must establish performance measures and build in systemic reviews to ensure that dollars are well spent in classrooms and school districts across the nation. This may require us to use a variety of vehicles, ranging from changes in the underlying legislation to issuing binding regulations. To bring this about, we need to develop a plan for what is necessary, make the case to the public and put the program in place.
- **Provide the Resources Required.** At present the average local education agency Safe and Drug Free Schools grant is roughly \$5,000. Some schools receive as little as \$50 per year to help fight drugs. Our spending per student is roughly \$7.90 per year. Congressional cuts and growing enrollments will diminish this number more still. These funds are inadequate to the enormous educational task we face: changing a generation's attitudes about drugs in the face of countervailing societal pressures that normalize, and at times even glamorize, drug use. We need to rethink both the resource levels of this program, and how they are distributed. For example, a more adequate formula might even triple the program's grant funding, but require some form of state-match for a portion of the funding received.

- **Focus on the Threat of Drugs.** While school violence is a major problem that requires a strong federal response, youth drug use rates are such that we need to reorient a greater percentage of the program on fighting drugs. This year's *Household* survey found that past month drug use among 12-17 year olds rose from 7.1 percent in 1996 to 9.4 percent. Marijuana use by 12-13 year olds doubled from 1996 to 1997. Drug use is a contributing factor to many of the ills plaguing our schools. Young people (ages 12 to 17) who regularly smoke marijuana (more than 52 times in a year) are roughly five times more likely to physically attack another person than youth who do not use the drug. Young people (ages 12 to 17) who regularly smoke marijuana (more than 52 times in a year) are roughly six times more likely to cut classes than youth who do not use the drug. Stealing, destruction of property and other problems all show similar links to drug use rates. Focusing the program more on fighting drug use will have the effect of attacking a wide range of the problems our schools and children face. This reorientation must penetrate all levels, most importantly our nation's classrooms.

In this era of fiscal responsibility and facing rising youth drug use, it is incumbent upon us to immediately begin correcting the shortcomings in the Safe and Drug Free Schools program. However we elect to proceed, it is clear that we can no longer continue with business as usual. We need to begin without delay an inter-agency process that will put this program on track. Would welcome the opportunity to meet with you to discuss how we move forward in this effort together.

Sincerely,


Barry R. McCallrey

The Honorable Richard Riley
Secretary of Education
600 Independence Avenue, SW
Washington, D.C. 20202-0100

Drug prevention is the heart of our national strategy. We will need new legislation to fix the Drug Free School Program.

September 4, 1998

**ONDCP INTERNAL ANALYSIS:
THE SAFE AND DRUG FREE SCHOOLS PROGRAM**

SUMMARY: The Safe and Drug Free Schools Program (SDFS) is the nation's primary federal youth counter-drug education program. Apart from ONDCP's Youth Media Campaign, it is the only nation-wide federal effort of significant size that aims to protect children from drugs. The SDFS suffers from a near complete lack of accountability and oversight, it simultaneously seems to waste millions of dollars of federal funds and is tragically under-funded. There is significant Congressional interest in eliminating what could -- with major reforms and sufficient funding -- be a vital program. Reform is needed.

SDFS LACKS GOALS, RULES, OVERSIGHT AND ACCOUNTABILITY

The bulk of SDFS monies go by block grants to state education agencies (SEAs), which pass the bulk of these funds on to local education agencies (LEAs -- predominantly school districts). Education delegates most award and monitoring of these LEA funds to the SEAs.

The program is vital and must be fixed:

- SDFS is the primary federal, school-based anti-drug program.
- SDFS reaches 97 percent of our nation's school districts.
- Recent studies show that illegal drugs remain a major problem in the school environment. In-school drug trafficking and use also is a significant contributing factor to crime and violence within our schools.
- Eliminating the program would create a major gap in our *National Drug Control Strategy*, which would undermine progress toward goal one of that *Strategy*: educating children to reject drugs.

Spending is not tied to achievement of objectives:

- As applied to the block grant program, SDFS goals are only loosely outlined in the SDFS legislation and in non-binding guidance.
- No binding regulations have ever been issued for the program.
- Each SEA is free to set its own goals. Little or no monitoring is done to tie funding to performance of even these objectives.
- Data to track performance is uniformly nonexistent -- the states set their own data requirements and these vary widely, with few reaching the level of bare acceptability.
- There is no requirement that LEAs use programs that are proven to work. To the contrary, the *RTT study* found that few schools adopt research-based, proven programs. (Relatively new guidance suggests that schools shift to such programs, but nothing requires this.)

Spending is not adequately tracked:

- There is no information available that breaks down how much SDFS money went to drug versus violence (i.e., the emphasis is on the "Safe" in Safe and Drug Free Schools) efforts.
- There is no information available that shows what monies are spent for (e.g., training versus curriculum).
- Neither the LEAs nor SEAs aggregate their funding by category.

Monitoring varies widely, but in only rare cases is it remotely adequate:

- According to GAO, 4 (of the 50) states monitor *only* by approving applications for money (i.e., they approve and look no more).
- Only 9 states specifically review documentation. However, the scope of information reviewed varies widely (e.g., many states do not even require spending vouchers or receipts be submitted).
- Site visits are rare. On average SEAs only go to each LEA (district) once every 3-4 years). In 1995, only 1,900 site visits were conducted nationwide. However, this number is inflated by the few states that do conduct more regular oversight; many states do few or no visits.
- Only 7 states use multiple forms of monitoring.
- GAO reports, Education rarely reviews beyond the state level. GAO reports that only three audits have gone to site level. (Education is *surveying* LEAs now as to how money is used.)
- Even at the SEA level, Education's monitoring is minimal. In 1996-97, education only visited 20 state offices to review program documents. However, as the SEA documentation is so limited (see above) and varies widely, what can be gleaned from these visits appears minimal.

Due to the lack of accountability, problems seem to abound:

- In two of the three instances (noted above) where complaints led to fuller LEA level audits of SDFS spending irregularities were present.
 - ➔ The Michigan audit found, for example, "double dipping" and the purchase of items not related to either drug or violence education (e.g., toothbrushes, dog bones and bicycle pumps).
 - ➔ The West Virginia audit found that SEAs handed out money without even the statutory minimum application information (e.g., what purposes funds were sought for) and expenditures were not broken down between administration and actual programs.

PROGRAM/CHILDREN AT RISK

SDFS simultaneously seems to waste millions and yet its funding is woefully inadequate:

- Information and oversight flaws, coupled with anecdotal evidence, suggest that SDFS fritters away millions of dollars (\$550 million in actual spending in FY1997).
- However, the program funds 97% of all school districts -- a mile-wide and not a centimeter deep. The average school *district* gets roughly \$5,000. Some schools receive as little as \$50. Spending per child is roughly \$7.90 per year. However, as there is no way to determine what money actually reached children, this estimate (total program expenditures divided by number of children served) likely overstates the actual per child spending (e.g., local admin. costs are included that children never directly benefit from).
- Without growth the dollar per child expenditures will drop significantly as "baby boom echo" school populations grow. During 1997-2003, students in grades 6-8 will increase by over 1 million. During 1997-2007, students in grades 9-12 will grow by over 1.5 million.

Lack of focus:

- Anecdotal evidence suggests that the program is increasingly shifting to violence prevention at the expense of drug prevention.
- Despite long-standing issues, reforms have largely tinkered at the margins -- conducting surveys, trying to reinvigorate a "pat on the back" recognition program, conferences, guidelines and the like, all of which have no bite. The impetus to undertake real reforms has yet to arise -- major reforms will require leadership, dedication and effort to build the constituencies necessary.

These flaws place the program at risk:

- Congressional support for the program is in question.
- Congress has cut the President's FY1999 proposal for new school drug coordinators (\$5 million to fund 1,300 coordinators), which was to serve as the cornerstone for further reforms.
- Reauthorization is pending in two years.

FIXING THE PROGRAM

Suggestions for what is needed:

- Reinvigorate SDFS's drug component.
- Overhaul -- radically reform -- the program through legislation and regulations that are binding and provide for: performance measures, targets, goals, and systems of accountability (data collection and review and overall monitoring).
- Significantly grow the program through additional funding with a state match component (suggest 2 federal dollars for every state dollar to ensure money is available for poor/at risk)
- Without undermining the broad reach of the program, better target spending by threat not just population, at all levels -- national to local.
- Require that money be spent on research-based, proven programs, with some leeway for research-based experimentation.

Main Panel Recommendations:

Law Enforcement Official:

- 1) CA chief (e.g., Long Beach, Salinas)
- 2) School Resource Officer -- Ron Brown, VA
or Gil Gallegos, Deputy Chief, NM

Parent:

- 1) Suzanne Wilson, Jonesboro, victim parent

Experts:

- 1) David Kennedy, Program in Criminal Justice Policy Mgmt., Harvard College, (guns, gangs, targetted deterrence)
- 2) James Fox, Dean, College of Criminal Justice, Northeastern University
- 3) Jeff Cole, UCLA, media violence
woman

Juvenile Court Judge/ Prosecutor:

- 1) Harry Shorstein, District Attorney, Jacksonville, FL

Clergy:

- 1) Reverend Eugene Rivers, Boston

Youth:

- 1) Cedric Jennings, student, Brown University (subject in A Hope in the Unseen, Ron Suskind)

Teacher:

Paducah teacher

Principal/Principal/Superintendent:

- 1) Jamon Kent, Superintendent, Springfield Schools

Mayor/Local elected official:(Get recs from IGA)

- 1) Dee dee Cordadini, Mayor, Salt Lake City, UT (US Conference of Mayors)

Child Psychologist: (Get recs for Mrs. Gore)

- 1) Kevin Dwyer, Principal Investigator, National Association of School Psychologists
(author of Early Warning Guide)

Gen Counsel - Check Blanchard →
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Melvin Arly - G → 56655

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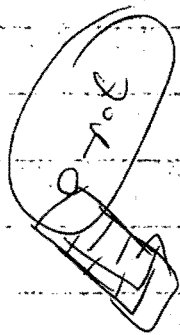
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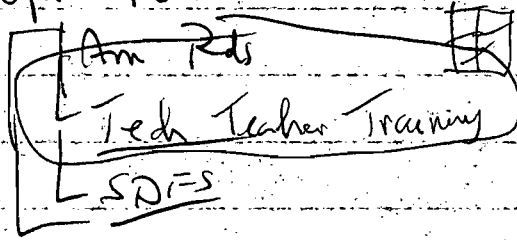
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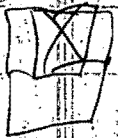
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④ IDEA Quaker

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- how many take?



NEA coffee - TAMI = biscuit

└ like no idea with what to eat



Ann_O'Leary @ ed.gov
09/14/98 01:11:00 PM

Record Type: Record

To: Michael Cohen

cc:

Subject: Re: Senate Appropriations for SDFSCA

FYI

Forward Header

Subject: Re: Senate Appropriations for SDFSCA

Author: Thomas Corwin at WDCT02

Date: 9/14/98 09:08 AM

The Senate mark isn't exactly what we asked for, but it may be just as good or better.

The Administration asked to have \$125 million out of SDFS State Grants reserved for direct discretionary grants; the Senate upped the amount to \$150M and put the money in SDFS National Programs. The difference between \$125 and \$150 is no big deal, and is basically within the range that the Administration hoped to get. Putting the money in National Programs makes better sense from a programmatic standpoint. We probably would have requested the money there ourselves, if we hadn't had so much trouble getting money for National Programs the last few years.

The Senate report language targets the money more heavily on school violence prevention (as opposed to drugs) than we did. This reflects, I think, the current public concern about ensuring a safe school environment. Even though we proposed the money for "safe and drug-free schools," without stressing either drugs or safety, I think the Senate thrust might actually be welcomed by the White House (except ONDCP). And the report language does mention drugs a couple times, giving us enough leeway to support projects that go after both drugs and violence.

Although the Senate language doesn't mention the Department's "principles of effectiveness," any projects we support with the money would have to meet those principles.

In sum, I think we did very well with this language.

Reply Separator

Subject: Senate Appropriations for SDFSCA

Author: Ann O'Leary at Wdcb04

Date: 9/13/98 6:11 PM

I am trying to assess what our support should be regarding the Senate approps for Safe and Drug Free. Although the Senate gave us competitive grants as part of the National programs and called it a "school violence initiative," it seems that it still allows us a great deal of flexibility to target funding and to fund programs that exhibit "principles of effectiveness."

I assume we are pleased with this allocation, but wanted to check in with all of you to see if there was another read on it.

Author: Thomas Corwin at WDCT02

Date: 9/14/98 09:08 AM

Priority: Normal

TO: Bill Modzeleski at WDCJ01, Larry Cohen at WDCT01, Ann O'Leary at Wdcb04

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The Committee recommends an appropriation of \$1,655,188,000 for school improvement programs. This amount is \$114,000,000 more than the 1998 appropriation and \$179,388,000 more than the administration's request.

Eisenhower professional development State grants.—The Committee recommends \$335,000,000 for Eisenhower professional development State grants, the same as the fiscal year 1998 appropriation and the same amount requested by the administration. This program provides formula grants to States to support sustained and intensive high-quality professional development activities in the core academic subjects at the State and local levels.

Innovative education program strategies State grants.—The Committee recommends \$850,000,000 for innovative education program strategies State grants, the same as the fiscal year 1998 appropriation. The administration proposed to eliminate funding for this program. This program makes grants to State and local educational agencies for activities intended to help meet the national education goals and assist in their reform of elementary and secondary education. Funds are awarded to States by a formula based on school-aged population and then to local districts under a State-determined formula. State and local funds may be used for acquisition of instructional materials such as library books, curricular materials, and computer software and hardware; improving educational services to disadvantaged children and dropout prevention; combating illiteracy among children and adults; programs for gifted and talented children; and reform activities consistent with Goals 2000. Teacher training and other related activities in support of any of these purposes is also authorized.

Safe and drug free schools and communities

State grant program.—The Committee bill provides \$381,000,000 for the safe and drug free schools and communities State grant program. The amount recommended is \$150,000,000 below the fiscal year 1998 appropriation and \$145,000,000 below the budget request.

National programs.—The Committee has included \$175,000,000 for the national programs portion of the safe and drug free schools program, an increase of \$145,000,000 above the amount requested by the administration and \$150,000,000 above the fiscal year 1998 appropriation.

School violence initiative

The Committee is extremely concerned about the increasingly frequent occurrence of violence in our Nation's schools. Therefore, the Committee directs the Secretary to use \$150,000,000 of the amount provided for safe and drug free schools and communities national programs to support activities that promote safe learning environments for students. Such activities should include targeted assistance, through competitive grants, to local educational agencies for communitywide approaches to creating safe and drug free schools; providing alternative education settings for students who are expelled for bringing a gun to school or for other disciplinary reasons; improving the assessment of student behavior as part of the disciplinary process, and enhancing the capacity of schools to

N/A

provide mental health services to troubled youth; and provide training for teachers and school security officers to help them identify students who exhibit early signs that are predictors of violent behavior, and respond to disruptive and violent behavior by students. The Committee also encourages the Department to coordinate efforts with children's mental health programs.

The Committee is aware of the increasing problem of alcohol abuse on college campuses and, therefore, encourages the Department to provide \$750,000 for a demonstration project to identify and provide models of alcohol and drug abuse prevention and education programs in higher education at the college level. The Committee encourages the Secretary to make 10 national recognition awards to institutions of higher education that have developed and implemented effective alcohol and drug abuse prevention and education programs.

The Committee recognizes the need to develop and make available alternative programs capable of meeting the objectives of the Safe and Drug Free Schools and Communities Act. Accordingly, the Committee encourages the Department to review established comprehensive programs which might be used as an effective alternative to DARE by local education authorities.

Coordinator initiative

The Committee recommends no funds for the coordinator initiative. No specific authorization for this program currently exists. The administration requested \$50,000,000 for this purpose. No funds were provided in fiscal year 1998. The Department planned to use funds for drug and violence prevention program coordinators in middle schools. These coordinators would be responsible for developing, conducting, and analyzing assessments of their schools' drug and crime problems, and identify promising research-based drug and violence prevention strategies and programs to address these problems.

Inexpensive book distribution

For the inexpensive book distribution program, the Committee provides \$14,000,000, an increase of \$2,000,000 over the 1998 appropriation and \$1,000,000 above the amount recommended by the administration. This program is operated by Reading Is Fundamental (RIF), a private nonprofit organization associated with the Smithsonian Institution. RIF supports over 4,500 projects at over 15,000 sites to distribute books to children from low-income families to help motivate them to read. In 1998, an estimated 7.2 million books will be distributed to 2.3 million children. This program has been successful in motivating children to read, increasing the use of libraries, increasing parental involvement in schools, and contributing to improved reading achievement.

Arts in education

For the arts in education program, the Committee recommends \$10,500,000, the same as the 1998 appropriation and the administration request. The amount recommended will support two awards: \$5,246,000 for a grant to very special arts (VSA), which supports the development of programs to integrate the arts into the

White House Conference on School Safety

October 15, 1998

"...[L]earning cannot occur unless our schools are safe and orderly places where teachers can teach and children can learn. Wherever there is chaos where there should be calm, wherever there is disorder where there should be discipline, make no mistake about it, it's not just a threat to our classrooms..., it is a threat to the strength and vitality of America.... We have to do more... I will host the first ever White House Conference on School... to find new solutions to this profound challenge."

-- President Clinton, July 20, 1998

White House Conference on School Safety

On October 15, 1998, the President will host the White House Conference on School Safety. To mark this important day, the President will proclaim October 15, 1998 National School Safety Day. The Conference will be a day-long event in the East Room of the White House that will include an important policy address by the President, participation by the Vice President, First Lady and Mrs. Gore, workshops, a morning panel discussion, and a listening and discussion session with participants that will explore best practices and model school safety strategies. The Conference will include communities recently affected by school shootings and will be linked by satellite to communities and schools across the country.

Although schools remain among the safest places for America's young people, even one incident of violent crime in a school is too many. The Conference's goals include: building on the existing body of knowledge about young people and aggressive or violent behavior; listening and learning from students, parents, teachers, law enforcement and other experts about safety and discipline in schools; sharing best practices and exploring new solutions; and developing strategies to put these safety models in place in schools across the nation. The White House Conference on School Safety will work toward finding solutions to this challenge: *How do schools, families and communities work together to make sure that every child is safe in every school in America.*

The President Will Announce New Initiatives Promoting Discipline and Safety in Schools

At the Conference the President will announce a number of new initiatives to help schools and communities prevent and respond to violence and promote order and discipline in schools. In addition, the President will issue the first Annual Report on School Safety, which will include: an analysis of all existing national school crime data and an overview of state and local school crime data; examples of schools and strategies that are successfully reducing school violence, drug use, and class disruption; actions that parents can take locally to combat school crime,

including a local safety checklist; and resources available to schools and communities to help create safe, disciplined, and drug-free schools.

Conference Participants

The President, Vice President, First Lady, and Mrs. Gore will be joined by the Attorney General, the Secretary of Education, the Secretary of Health and Human Services, Members of Congress, a number of state and local officials and approximately 100 other Conference participants. Participants will include: students, parents, teachers, principals, school superintendents, members of law enforcement, experts from the medical and psychological fields, clergy and religious leaders, and other community representatives.

For More Information

Contact the White House Conference on School Safety at 202-456-6351.