

School Safety

Coordinated Grants

- Potential elements of comprehensive approach to school safety that could be supported by grants from ED, Justice and HHS:

school-based programs

parents -- support, groups, parenting skills

prevention programs

law enforcement programs

counseling and intervention

mentoring

community-based programs

- Grants/programs that could be coordinated w/o significant legislative/regulatory hurdles
- Other grants/programs to consider
- Types of coordination:

FY 99

working with sites already receiving multiple grants; providing TA for coordination

FY 2000

single application process

coordinated technical assistance

joint announcement/separate applications

evaluation

Jordan Tamagni

09/11/98 03:52:53 PM

Record Type: Record

To: Michael Cohen/OPD/EOP, Jonathan H. Schnur/OPD/EOP, Tanya E. Martin/OPD/EOP, Christa Robinson/OPD/EOP

cc:

Subject: Ed Event Real People



Per Paul Begala, we are putting together a list of real people (e.g., not electeds) who have introduced the President at education events (or who have written letters to the President that you know about) and whose stories really exemplify why we are working so hard on:

1. School Construction (e.g., a student or teacher or a principal etc. from a school where classes are held in trailers, or walls are falling down).

2. Standards (e.g., a student, teacher, principal or parent re: high expectations, etc.)

3. Class Size/100,000 teachers (parent esp. would be good).

We need to pull this together ASAP, so any help you could give us would be most appreciated

Philip Israel

Principals from Hunker & Pine Crest ES

Interagency Initiative to Reduce School Violence

Draft Concept: 8/26/98

Recent incidents and the upcoming White House Conference on School Violence provide a unique opportunity for this Administration to implement a coordinated program to reduce school violence in 15-20 communities. Over the next two years we can demonstrate the difference federal agencies, working together, building upon our existing experience with community-based initiatives, coordinating our existing funding, and applying our best knowledge, can make on a distinct and critical social issue. The joint initiative, which could be announced at the White House Conference, would demonstrate the commitment of the federal agencies to making schools, and the environment around them, safe for young people to learn and grow.

Over the lifetime of the Clinton Administration, a number of interagency efforts have been implemented that seek to improve outcomes for disadvantaged children, families and communities. From each of these efforts, lessons about implementing these initiatives have been learned and documented. Evaluation results, process summaries and preliminary findings from these and private efforts collectively form a sound basis and methodology for the federal agencies to collectively impact the issue of school violence. This impact can only be brought about when the federal government's various efforts are combined in a coherent targeted strategy.

The goal of the proposed joint initiative is to focus the lessons learned of this Administration to improve the way the federal government supports state and local government in meeting the educational and safety needs of children, including the needs of their families and communities. The initiative would allow the various federal agencies to blend existing appropriations and discretionary dollars into one composite solicitation which would be issued in Fall 1998. Some funds could be transferred to key partner agencies to minimize constraining regulations that might be associated with certain funds. Funded activities might include, but are not limited to:

- *Programs for parents* that improve their parenting skills, provide support groups, and increase parent-child interactions funded through the Department of Health and Human Services.
- *Job training, placement and creation* supported through the Department of Labor.
- ✓ • *School-based programs, alternative schools, after school and safe passage escort* programs that target truancy, school failure, violence, teen pregnancy, anti-social behavior, and drug and alcohol abuse supported through the Department of Housing and Urban Development (HUD), Center for Substance Abuse Prevention (CSAP), Office of National Drug Control Policy (ONDCP) and Department of Education's Twentieth Century Learning Centers, America Reads and Office of Safe and Drug Free Schools.

- *Arts based prevention programs, youth leadership and service learning and youth employment* sponsored by the National Endowment for the Arts, Department of Labor and Corporation for National Service.
- ✓ *Law-enforcement programs* such as community policing, police liaisons to community schools, tracing guns taken from juveniles, arbitration/mediation programs supervised by law enforcement representatives, gang and gun prevention and intervention, School Resource Officers and school-law enforcement links supported by COPS and ATF.
- ✓ *Counseling and intervention services* involving parents, families, and juveniles in managing stress, conflict resolution, and reducing violent behavior supported through the NIMH, SDFS and Office of Juvenile Justice and Delinquency Prevention (OJJDP).
- ✓ *Mentoring* supported by OJJDP's Juvenile Mentoring Program.
- *Extension programs focused on safety and learning* supported by the Department of Agriculture.
- *Comprehensive community mobilization* provided by local youth/family service systems, school-business partnerships, community forums, and educational activities for the entire community supported by ONDCP's Drug Free Communities, CSAP, the Departments of Commerce, Housing and Urban Development and Treasury and OJJDP's Title V Community Prevention Grants.

The initiative would pool up to \$45 million to support 15 communities at \$3 million each. In addition, each agency would be responsible for providing training and technical assistance to the communities in their area of expertise.

Three million dollars would be set aside for evaluation. Specifically, the evaluation would track the individual projects and examine the impact of the overall program as well as certain projects. It is anticipated that each community would implement a range of interventions and approaches which would vary from one community to another. The initiative and its evaluation would serve to assess the effectiveness of these various interventions and approaches.

The significance of this initiative is that, instead of requesting new financial support for a new initiative with 2.5 years remaining in the Clinton Administration, we can do a lot by coordinating what we already have in place and committing adequate resources in a coordinated way to make a difference. By providing one application for multiple programs -- something communities have long requested from us, focusing attention and resources on the critical issue of school violence, and evaluating our progress, the joint initiative will respond to what we know communities need and take us in the direction the federal government must necessarily go.

Schl Auss Response

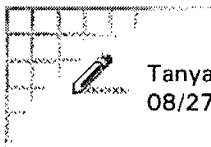
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School Aers Response



Tanya E. Martin
08/27/98 04:41:00 PM

Record Type: Record

To: Michael Cohen/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP

cc:

Subject: Working Group on Coordinated Grants

Below are the suggestions from Ricki Seidman and Bill M on who we should invite to the initial meeting on the coordinated safety grants. They left a few decisions for us:

(1) OMB -- they suggested starting towards the top and inviting Sylvia Mathews, as opposed to all the various PAD/branch chiefs. (Seems like that might make this a broad mix of staffing levels at the meeting) Mike, any thoughts on who we should invite from OMB?

(2) Treasury -- Leanne, Ricki thought that you might have some guidance as to who in Treasury to invite that would be in a position to get this moving in that agency.

In some instances where they were unsure of where to go, they invited the Chief of Staff. For consistency reasons, should we invite all COS from the agencies below? Or ask all COS to attend with whatever program person they want to bring?

I will work to get this scheduled for early next week, as soon as I hear your thoughts on the list.

Education -- Bill M, Charlotte Gillespie, Ann O'Leary

HHS -- Ann Rosewater

HUD -- John Gallen (COS)

ONDCP -- Dan Schecter

COPS -- John Hart

Labor -- Lee Saterfield (COS)

AG -- Chief of Staff

OMB -- Sylvia Matthews

Treasury -- ??

8/21

Policy Announcements - Schd Safety Cafes

① Announcem^t to ch
d^l in school +
model progr

Report

MTV video
Partnerships

8/31
m/s
Justin

② Response - FEMA like

③ Bullying Guide

④ Safe + Any Free ^{Schd} Research

Mo-sherry + Reford

Ab - Lell - MUS - Justice - ED - Herp

Fing Str Diet - SOFS - Vol. Programs

San to - 8/25 media capbl cmt

Shay - F799 - Schd Video 81
COPS

Juv. Just

NTS

Schd / Youth Violence

Con. Sb
Ew

Lebor + Voc Ed

Schd Emanc
for Les

Dems - Alternative to SB (Juv Just)

Integral Fair

- ① Concept paper - Ricki, Bill
- ② Mutual Demarche Proc 15-20 sites
- ③ Ricki / Bill - paper
my notes

Jose Q's

- ① Is this big enough
 - How much \$
 - How many communities

Look at FYD 61

Sole + Drug Free Schools Reauthorized

+ Gen Free
Schools Act

- Drug emphasis??

problem-solving approach

Ref -

① Change in Purpose -

Drug ment
Video ment

Act Sch enviro for learn

Current

emphasis - Safe environment for learning
- local determination of need

② Targeting

- 97% of LEA's now get it
- 60% receive less than 10%

Current

- new - drive it where it's needed

- limit # of districts that get
where needed most

③ Use of -

count - block grant

25% for law enforcement

Schools
- like
- for

new

- conduct count

- use research that says

Gen Free Sides At

- now - expell her

- new - psycholog audiol
+ oth sh

Fema - like response

- EO, Justice - Wynn

mental health care

① get out info on what agency is doing

② dealing with disease

- Justice, Anne V. H., Fema

Samson (Substance abuse mental health care)

EA

Presidentially Declared Disaster

Help to SAs

of Anne Victims

- mental health care

- Mary, advocate

- short & long term plan

↓ large scale mental care - 'look - plan
mental health care

HRC - School Viol

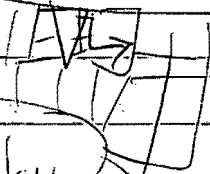
- root cause of violence in school
- why big gun to school

- ex. pub on panel

↳

- validate what we're doing

youth violence vs. self violence



Causation

why kids have gun

brand discuss

don't show for family

of Gen + kids

of Media Viol

- Domestic Viol

of Rel - early care comb - kids need to visit it y

THE WHITE HOUSE CONFERENCE ON SCHOOL SAFETY PLANNING MEETING AGENDA SEPTEMBER 11, 1998

- I. Conference program outline**
- II. Breakout sessions w/ Cabinet Members and What Works panel**
 - morning sessions
 - afternoon panel -- what works
 - Cabinet Affairs issues
- III. Satellite broadcasts -- non-conference content**
- IV. Meeting with representatives of communities recently impacted by school violence**
- V. Policy issues planning update**

Annual Report on School Safety
announcements of policy - *cost - rev - draft*
grants - *Shallin*
other deliverables *Reath*
- VI. Leg issues**
- VII. Selection of participants and guests**
- VIII. Reception -- including other funding issues**
- IX. Press and Communications issues**
- X. Scheduling issues**

September 1, 1998
WORKING DRAFT

**Proposed Program for White House Conference on School Safety
October 15, 1998**

Theme: Reaching Out: Safe & Healthy Families, Safe & Healthy Children, Safe & Healthy Communities Create Safe School Environments

Registration

Four Welcoming and Morning Breakout Sessions with Cabinet Members

- 1) Systemic Educational Approaches (ranging from quality of education issues, such as small class size, adequate screening for learning disabilities, etc. to traditional discipline approaches such as school uniform policies and truancy prevention)
- 2) Early Warning Signs/Mental Health Interventions/Crisis Response
- 3) Law Enforcement Partnership and Multi-Agency Community Approaches (will also include discussion of gun policy)
- 4) Root Causes/Early Childhood Development (will include discussion of family environments and parenting skills, early exposure to violence, etc.)

Morning Panel

3-4 minute MTV-produced video featuring youth perspective

VP remarks

Presidential Remarks (prefaced by remarks from other principals, introduced by a youth and an educator)

Panel (POTUS, VPOTUS, Mrs. Clinton, Mrs. Gore)

Panelists would include (looking for twofers):

Expert #1 (quantify problem)
Expert #2 (root causes)
Youth
Law enforcement Official
Parent
Juvenile Court Judge

Teacher/Principal/Superintendent
Mayor or other local elected official
Clergy

Structure of session also provides for audience participation. Complete program is downlinked by satellite to (#tbd) cities. Uplink sites (SF)?

LUNCH

Featuring informal remarks by some combination of VP, First Lady, Mrs. Gore, AFT/NEA leadership

AFTERNOON PANEL

Focusing on what works, cabinet members would present brief summaries of morning breakout sessions. First Lady will then lead conference participants in a wide-ranging discussion focused on solutions.

Teleconference on Best Practice School Safety Strategies

Off-site conference participants would receive satellite transmission. Short videos (approx. 8 min. each) will introduce two or three model school safety strategies that amplify the first Annual Report on School Safety. Panel composed of one or two experts on each strategy will answer phoned-in questions and respond to comments. First Lady, Reno or Riley could participate in some way tbd. Could take place concurrently with afternoon panel or at time determined to be most convenient to off-site participants..

BREAKOUT SESSIONS

I. Education & Safety

Committee Particular Side Sheet *Rls*

While 90% of our schools do not experience serious violence issues, all teachers are confronted with the need to maintain discipline and order in the classroom, and they are often the first-line enforcers of school safety policies. This breakout group will focus on keeping schools safe and disciplined. The topics to be explored include:

- Developing and implementing fair and clearly communicated school discipline and safety policies

Most with balance

Schools

Safety and discipline are prerequisites for learning

Responsibilities of staff, students and parents/families in creating safe

Effective strategies schools have taken, such as school uniform and anti-truancy policies, to create safe and orderly environments.

Support the federal government can provide in creating safe and orderly learning environments.

Records and information sharing to help educators to deal with students
- Keeping students connected to a responsible adults

Need for guidance counselors, small classes, smaller schools, and mentors.

Creating mechanisms for students to express concerns

Links to community
- Effective means of reducing and/or dealing with instances of weapons being brought into schools - zero tolerance

II. Early Warning Signs/Mental Health Intervention/Crisis Response

Mrs. Shabriel Gore
Surgeon General

- What to look for -- the early warning signs of violence
 - Are educators adequately equipped to identify early warning signs? If not, how could they be trained better? What steps can be taken to avoid stigmatization of students?
 - What steps can be taken to assure good communication between parents, teachers, others, when warning signs are identified?
 - How can educators build trust with children to ensure that they will tell a responsible adult when another child exhibits warning signs?

- What to do before -- mental health interventions
 - How widespread is the problem of inadequate mental health services?
 - What can schools, States, and communities do when services are inadequate, and how can they build their capacity to meet needs?
 - What is the appropriate federal role to improve the provision of mental health services?
- What to do after -- crisis response
 - Did the communities where the multiple school homicides took place have crisis response plans?
 - Did those plans make a difference in the communities' response? What would they do differently?
 - Model crisis response plans
 - Federal role in crisis response

III. School and Community Partnerships with Law Enforcement

Enc Rey
Holder Fisher

The group would discuss the importance of involving local law enforcement in developing a community response to creating safer schools.

- Working with law enforcement to create safer learning environments
 - Using principles of community policing and problem-solving approaches to involve students in developing strategies to reduce crime and fear in schools;
 - How do different school systems work effectively with law enforcement?
 - Use of school resource officers to act as liaisons between local police departments and schools;
 - Enforcing youth curfews
 - Keeping kids off the streets through after school programs
- Youth and firearms
 - tracing guns used by youth in crimes
 - child safety locks
- Model partnerships and strategies with law enforcement
 - Examples include Charlotte, NC and Boston, MA.

IV. Causes of Youth Violence

AG

This panel would discuss the root causes of school violence by focusing on broader societal issues that increase the level of violence amongst children and youth,

which is often manifested in acts of violence in school.

- Violence during early development
 - whether children who experience violence during their early development - zero to three - themselves become more violent,
- Role of family structure
 - whether the less time parents have with their children as well as the increasing rates of single-parenthood affect rates of violence,
- Violence in the media
- Role of strong communities in ensuring that children are safe
 - whether communities that experience collective efficacy, defined as the degree to which adults will intervene in the lives of children, are more safe

What Works Panel:

The First Lady would lead a round-table discussion with 8 to 10 people who are knowledgeable about effective strategies to keep our children safe. The panel would take place in the East Room before the invited guests and would be broadcast to 500 satellite downlinks; at the end of the discussion, the panelists would take questions from both the guests and the downlink sites. The goal of the panel is to address the question of what we can do, both in the larger community and as individuals, to address the problem of youth violence that is plaguing so many of our schools. Throughout the discussion, the panelists would view three-minute videos that would show the effective program and strategies in action.

Those in the discussion would include: program administrators, who can share effective strategies and tools for replicating them; non-profit, community-based organizations and local governments, who are involved in innovative strategies to coordinate services; and academics, who can discuss the latest research and their evaluations of both successful programs and strategies.

While the following issue areas are likely to be discussed by the panelists, this is not an exhaustive list:

- Mentoring programs to reduce violence
- Early intervention strategies, such as family strengthening programs
- The role of the media in promoting at-risk behaviors
- Prevention of serious anti-social behavior in adolescence
- Neighborhood cohesiveness as a prevention strategy
- Comprehensive anti-juvenile crime strategies on the local level
- Strategies to replicate effective at-risk prevention programs throughout the country

This cross-section of panelists would represent expertise from earliest childhood delinquency prevention through aggressive teenage intervention.

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.

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

Comments
P-100
School

James
Bel Sch

Parent:

- 1) Suzanne Wilson, Jonesboro, victim parent

Experts:

- 1) David Kennedy, Program in Criminal Justice Policy Mgmt., Harvard College, (guns, gangs, targeted 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

Reid Mel.
Sun Post

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

School description
Urban
Suburban

connections

Council
Unity

Principal/Principal/Superintendent:

Present

- 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)

BREAKOUT SESSIONS

I. ~~Education & Safety~~ *Safe Disciplined Schools*

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 - Safety and discipline are prerequisites for learning
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III. School and Community Partnerships with Law Enforcement

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Other Partners -

IV. Causes of Youth Violence

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Interagency Initiative to Reduce School Violence

Draft Concept: 8/26/98

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Safe and Drug-Free Schools Program Options Paper Summary

A. What should the purpose of the Safe and Drug-Free Schools Program be?

Recommended Option:

Create a program that focuses on the creation of safe and disciplined learning environments and passageways to school.

B. How can accountability for SDFSCA funds be improved?

Recommended Option:

Balance flexibility with increased accountability by including additional provisions designed to focus attention on effective practices that address needs 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 of Effectiveness; 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.)

C. How should SDFSCA funds be distributed to SEAs and LEAs?

Recommended Option:

Continue to allocate a portion of funds to SEAs, but require SEAs to distributed funds to a limited number of LEAs based on competitive criteria including demonstration of need and quality of program implementation planned.

D. What should the role of the Governors Program be?

Recommended Option:

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 violent students, or to establish case management procedures/protocols for education, social services, and juvenile justice officials.)

Title IV -- Safe and Drug-Free Schools and Communities Act

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 effect on changing attitudes or behaviors of students, and that the expenditure of billions of dollars has 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 continues to be a 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 that it:

- is the 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 and violence prevention and early intervention programs.
- supports a number of programs, e.g. Life Skills Training Program, that have been demonstrated through research and evaluation 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.

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

This last issue--the 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; 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 local 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.

Recommended Option

Create a program that focuses 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
- o Indirectly can positively impact other behaviors such as drug use

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 Could be viewed as reducing 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

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 would significantly change the SDFS Program. Traditionally, SDFS Program funds have been used by school officials primarily to fund programs which are geared to change the behaviors of a small group of individuals, e.g., program may focus on fifth or sixth graders and target drug use or violent behavior. Under this option, the program would utilize a "school-wide" approach. School districts would be required to target entire schools and/or school districts (not just individual classes). Any school that receives funds under the program would be required to develop a "Safe School Plan" that would detail the activities to be implemented to ensure that it is a safe, disciplined, and drug-free learning environment. This plan would also be a required part of the schoolwide (Title I) plan for schools.

The school would become the unit of analysis rather than the individual. Schools would be required to use their funds to ensure that the school, school-sponsored functions, and passageways to schools are safe, that drugs are not bought or sold at school, that gangs are not

present, and that guns and other weapons are not brought to school.

While this approach focuses on the school building (and ensuring that it is safe), schools would be provided considerable flexibility to ensure that they accomplished this goal. Schools would be permitted to continue to operate programs which targeted behaviors, e.g., anger management programs or conflict resolution programs, provided that they could demonstrate that these efforts were essential for creating safe environments for learning. Schools however, would be encouraged to broaden these efforts to entire school populations (school-wide approach) rather than just to a portion of a school (just one or two grade levels).

Schools would not be able to continue to fund programs which have not been demonstrated to have an impact on creating safe environments for learning. For example, some schools have used their SDFS funds to educate students about the harmful effects of drug use. These programs would not be permitted unless a school system could demonstrate that such instruction had a positive effect on the school environment.

The change being proposed is somewhat analogous to the emphasis on schoolwide programs in Title I. Traditionally, Title I funds were used to focus on specific children and "pull them out" for remedial or supplemental services, rather than modify instructional approaches for the school as a whole.

The current approach employed by schools for dealing with their alcohol, drug and violence problems is, for many districts, similar to the "pull out" model. Selected students may receive services or an ad hoc problem may be addressed, but only rarely are strategically planned services designed to create a safe, disciplined and drug-free learning environment for all students implemented. While we need to carefully consider the lessons learned in implementing schoolwide programs, we believe that a "system wide" approach is more likely to yield safe and orderly school environments that support good instructional approaches by teachers and improved academic achievement for students.

Research

Research and evaluation findings available to support this recommendation include:

David Hawkins and Richard Catalano's research on risk and protective factors identifies school as one of four important domains (along with individual, family, and community) where factors correlate with high risk youth behaviors including violence, substance abuse, and juvenile delinquency.

Other Options Considered and Rejected

- 1. Continue the current program focus on prevention of youth drug use and violence.**
Pros

- o Would be more likely to garner support from 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 problems, disorder, and violence schools face
- 2. 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 will likely continue 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.

B. How can accountability for SDFSCA funds be improved?

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.

Research findings from a longitudinal study of the Drug-Free Schools and Communities Act suggest that most districts were not engaged in a well-defined process of developing and implementing their programs; few schools were found to have employed program approaches that have been found effective in research. Currently, too many schools view a single activity such as curricula related to drug or violence prevention, student assistance programs, or staff training as the foundation of their drug and violence prevention strategy. Although these

activities are essential building blocks, taken alone they do not constitute a sound foundation for creating a safe environment for learning.

While the reauthorized SDFSCA created an application framework designed to address these issues and 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.

Recommended Option

Balance flexibility with increased accountability by including additional provisions designed to focus attention on effective practices that address needs 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 focus on data about needs and research about effective activities

Cons

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

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 involvement of parents and

community members.

Implications

Although this option increases burden, it would be balanced by a significant increase in funding if the recommended option on the question of distribution of funds is selected. Under this option, LEAs that receive funding would have to comply with additional requirements designed to improve accountability. For example, LEAs might be required to:

--Collect, analyze, and make public incidents of school crime and disorder that occur in school, at school related activities, or in transit to/from school. This latter requirement --to make public incidents of school crime--would need to be done annually, and in the form of a formal "report card" type report.

--Develop a school safety plan for every school within the district.

--Develop formal agreements with local law enforcement officials and community mental health officials on the provision of law enforcement services and mental health services.

--Develop a strategy with law enforcement, social services, mental health, and juvenile justice officials for sharing of information while preserving confidentiality.

Other Option Considered and Rejected

Maintain the current accountability structure, 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.

C. How should SDFSCA funds be distributed to SEAs and LEAs?

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 from Fiscal Year 1995 funds valued at less than \$10,000 annually. The proportion of LEAs receiving less than \$10,000 has grown from approximately 50% of recipients in Fiscal Year 1993. While an analysis of the data cannot conclusively demonstrate the cause for the increase, one likely contributing factor is the provision in the 1994 reauthorization that required targeting of funds on "neediest areas".

Data in a draft OIG report based on site visits to four states is consistent with this data. It indicates that while small districts accounted for 61% of LEAs receiving funding, they received only 6% of the total dollars available for allocation. Conversely, large LEAs which accounted for only 2% of the number of LEAs receiving SDFSCA funds, received 46% of the dollars to be allocated.

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

Recommended Option

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 B for details about improved accountability.)

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 different expertise/capacity at SEA level concerning substantive knowledge about prevention issues.

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

While adoption of this recommendation would mean that fewer school districts would receive funds, it would also mean that those that do receive funds would receive more funds. These additional funds would enable school districts to engage in the development of more comprehensive programming. This recommendation will not work effectively unless SEAs are willing to dedicate more staff (or staff with significant knowledge of research-based prevention strategies) to administering/managing this program. While this recommendation will hopefully result in the development of more effective programming this will only occur if the SEA is willing to help LEAs develop comprehensive strategies/plans for creating safe environments for learning, and to assess what they have developed. If the recommended option is implemented, a requirement mandating a certain level of SEA review will need to be considered.

Research

--Data collected for ED's Planning and Evaluation Service indicates that 97 percent of all School districts receive SDFS funds. Spreading funds out to this number of districts results in approximately 60 percent of all districts receiving less than \$10,000. While this amount of funding can be used "as leverage" to develop drug and violence prevention programs, it is insufficient to develop a comprehensive strategy for creating safe environments for learning.

Other Options Considered and Rejected

1. Maintain status of the State Grants 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 application 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 ED staffing to provide appropriate oversight for large volume of large-sized grants

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, service-learning projects, activities to protect students traveling to and from schools, and before- and after-school recreational, cultural, instructional, and artistic programs that encourage drug- and violence-free lifestyles.

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.

Recommended Option

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 violent 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.
- o Provides an opportunity to work with Governors on important issues and perhaps influence the quality of State-funded activities related to school environment.

Cons

- o Continues an initiative that has not been 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 This portion of SDFSCA State Grants funding has been most closely aligned with drug prevention activities; this option is unlikely to be acceptable to entities that view the funding source as one primarily devoted to drug prevention activities.

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 program requirements that link effectively to a revised SEA/LEA program, continuing funding for these activities could provide the support to make the difference between success and failure.

Implications

It is likely to be difficult to convince current recipients of program funds to change the focus of their efforts to align effectively with a revised SEA/LEA program. The change may also result in dislocation of State agency personnel and other recipients that have traditionally administered the Governor's portion of the SDFSCA State Grants. Implementation of this option may cause adverse reaction to the whole proposal from entities who view the program's purpose as almost exclusively drug prevention.

Other Options Considered and Rejected

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. **Set-aside funds for crucial community activities that would complement SEA/LEA program, but award them to the SEA, rather than th**

9/8

School Safety Calendar

① List - Tanya will coordinate CR Th

② Breakout Groups

- every group have a panelist
- reflect group discussion in panel discuss

③ Panel

Leanne

2-4 candidates

- Law Enforcement

- Ethnicity

- Faith based

- Youth people

- Mayor - elected

- Parent

- Youth

- Judge/Prosecutor

- Mental Health

CA Th

Experts

- Report - review / report - Jose

- Conf. Cncls - Friday mty.

= Caynor - call Mike & Tom

- call Bill M. - Tom

- call NMS -

FEMT-like response

- Mike Cech

- reliability -

- conversion

=

↳ Caynor

Czech / M

① Reschedule 4:30 mtg

9:44 - Currenly 393 - 25121

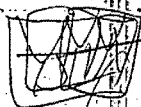
2:00 today

Richard Zachanides mtg

Tony Tala

Friday mtg

Cathy Mays 9:50 → 8:55 579



Chuck Casley

Lee Felt

Mindy

Chae (Chae)

2) OSTP structure

a) Charters

a) blyd

Sch (My free SLL

Issue -

a) tests

b) size / no. of students

c) \$ to classroom

d) after-school

Disparities

- Literacy

- Charters

- HIEA

Issues

- tests
- class size *
- modernization
- after-school

Paul H. H.

Paul H. H.
Vice President
Council

Donks

Carroll
with re