

Shirley,

Here is the basic
briefing for the conference
on school violence. There was
more background & programs
that I thought I'd spare you,
but let me know if you want
those as well. Thanks.
Nellie

TABLE OF CONTENTS

CONFERENCE AGENDA.....	1
SCRIPT FOR MORNING PANEL.....	2
BIOGRAPHIES FOR MORNING PANEL.....	3
SCRIPT FOR AFTERNOON PANEL I.....	4
BIOGRAPHIES FOR AFTERNOON PANEL I.....	5
SCRIPT FOR AFTERNOON PANEL II.....	6
BIOGRAPHIES FOR AFTERNOON PANEL II.....	7
AFTERNOON PANEL II PROGRAMS.....	8
FACT SHEETS FOR STATISTICS.....	9
ANNUAL REPORT ON SCHOOL SAFETY.....	10
ADMINISTRATION ACCOMPLISHMENTS.....	11
LIST OF SATELLITE SITES.....	12
LIST OF INVITATIONS.....	13
ADDITIONAL BACKGROUND ON PANEL II PROGRAMS.....	14

THE WHITE HOUSE
WASHINGTON

TO: THE PRESIDENT
THE FIRST LADY
THE VICE PRESIDENT

WHAT: WHITE HOUSE CONFERENCE ON SCHOOL SAFETY

WHEN: THURSDAY, OCTOBER 15, 1998

WHERE: STATE FLOOR

NOTES: OPEN PRESS/ BUSINESS ATTIRE/150 GUESTS

FROM: CAPRICIA PENA VIC MARSHALL, LAURA SCHWARTZ

10:10 a.m. MRS. CLINTON proceeds to the Map Room for briefing.
Contact: Richard Socarides, Neera Tanden

10:25 a.m. MRS. CLINTON proceeds to the Blue Room to meet Session I participants.

Blue Room Participants

Attorney General Reno
Secretary Riley
Ms. Suzann Wilson, Parent, Jonesboro
Ms. Marleen Wong, Director, Los Angeles Unified School District Mental Health
Services, District Crisis Teams and Suicide Prevention Programs
Paul Kingery, Ph.D., Director, Hamilton Fish National Institute on School and
Community Violence, Rosslyn, VA

10:30 a.m. MRS. CLINTON and Panel I participants are announced into East Room and take their seats at the table on stage.

10:30 a.m.-
11:30 a.m. Session I (see attached sheet)

11:30 a.m. Session I concludes, MRS. CLINTON proceeds to the Residence for down time until luncheon program in the State Dining Room.

Approx. 11:50 a.m. **MRS. CLINTON** returns to the State Floor and begins lunch program by introducing Rep. Carolyn McCarthy, the President of the National Education Association Robert Chase and the President of the American Federation of Teachers Sandra Feldman.

12:15 p.m. **THE PRESIDENT and THE VICE PRESIDENT** receive briefing on Session II in the Map Room.

<u>Map Room Participants</u>	
Maria Echaveste	Marsha Scott
Richard Socarides	Lynn Cutler
Jose Cerda	Neera Tanden
Bruce Reed	Michael Cohen

12:20 p.m. Lunch and lunch program concludes, **MRS. CLINTON** has the option to proceed to the Map Room for the end of The President's briefing or to the Residence for down time prior to Session II.

12:35 p.m. **THE PRESIDENT and THE VICE PRESIDENT** proceed to the Red Room to greet Panel I and III participants.
**Optional for MRS. CLINTON who will already have met Panel I and will meet Panel III in the afternoon.*

<u>Red Room Participants</u>
Ms. Suzann Wilson, Parent, Jonesboro, and guest Regina Kaut - sister
Ms. Marleen Wong, Director, Los Angeles Unified School District Mental Health Services, District Crisis Teams and Suicide Prevention Programs
Dr. Paul Kingery, Director, Hamilton Fish National Institute on School and Community Violence, Rosslyn, VA
Commissioner Thomas Frazier, Baltimore Police Department, Baltimore, MD
Lt. Gary French, Youth Violence Strike Force, The Boston Police Department
Ms. Mariana R. Gaston, Director, Resolving Conflict Creatively Program, New York, NY
Ms. Irma Howard, Families and Schools Together (FAST), Program Graduate and Administrative Secretary for Family Service of Greater New Orleans
Ms. Sandy McBrayer, Executive Director, The Children's Initiative, San Diego, CA
Dr. Lynn McDonald, Founder, Families and Schools Together (FAST) Program

12:40 p.m.

THE PRESIDENT, MRS. CLINTON and THE VICE PRESIDENT
proceed to the Blue Room to greet Panel II participants.

Blue Room Participants

Hon. Deedee Corradini, Mayor, Salt Lake City, Utah
Dr. Felton Earls, Professor, Harvard University
U.S. Representative Bob Etheridge (D-NC)
Commissioner Paul Evans, Boston Police Department, MA
Ms. Liberty Franklin, National Youth of the Year, Boys and Girls Club
Mr. Jamon Kent, Superintendent of Public Schools, Springfield, Oregon
and Mrs. Janet Kent (wife)
Mrs. Joanna Quintana Barroso, Third Grade Teacher, Coral Way Elementary School, Miami,
FL, and Mr. Alex Barroso (husband)

12:45 p.m.

THE PRESIDENT, MRS. CLINTON and THE VICE PRESIDENT
and Panel II participants are announced into East Room and take their
seats at the table on stage.

*Note: The First Lady and panelists proceed to their seats at the table.
The President and The Vice President proceed to the podium.*

12:45 p.m. -
2:30 p.m.

Session II (see attached sheet)

2:30 p.m.

Session II concludes, **THE PRESIDENT and THE VICE PRESIDENT**
depart. **MRS. CLINTON** proceeds to a briefing for Session III in the
Map Room or Residence.

2:40 p.m.

MRS. CLINTON proceeds to the Blue Room to greet Panel III
participants.

Blue Room Participants

Attorney General Reno
Secretary Riley
Commissioner Thomas Frazier, Baltimore Police Department, Baltimore, MD
Lt. Gary French, Youth Violence Strike Force, The Boston Police Department
Ms. Mariana R. Gaston, Director, Resolving Conflict Creatively Program,
New York, NY
Ms. Irma Howard, Families and Schools Together (FAST) Graduate and
Administrative Secretary for Family Service of Greater New Orleans
Ms. Sandra McBrayer, Executive Director, The Children's Initiative, San Diego, CA
Ms. Lynn McDonald, Ph.D., Founder, Families and Schools Together (FAST)
Program, Madison, WI

2:45 p.m.

MRS. CLINTON and Panel III participants are announced into East Room and take their seats at the table on stage.

2:45 p.m. -
4:15 p.m.

Session III (see separate sheet)

4:15 p.m.

THE FIRST LADY concludes the panel and departs.

ORDER OF PROGRAM

SESSION I

Discussion of the Causes of Youth Violence

The First Lady, accompanied by Panel One Participants, is announced into the East Room.

The First Lady proceeds directly to the podium to make remarks.

The panelists proceed to their assigned seats at the table.

The First Lady concludes her remarks by introducing the MTV video and is seated at the table.

Attorney General Reno makes remarks.

Secretary Riley makes remarks.

The First Lady opens the panel discussion.

SESSION II

Remarks by the President and Discussion of Prevention Strategies that Address Youth Violence

The President, The Vice President and the First Lady, accompanied by Panel Two Participants, are announced into the room.

The First Lady and panelists proceed to their seats at the table.

The President and The Vice President proceed to the podium.

The Vice President makes remarks and introduces the President.

The Vice President is seated at the table.

The President makes remarks and is seated at the table.

The President opens panel discussion.

SESSION III

Discussion of Programs that Work to Reduce Youth Violence

The First Lady, accompanied by Panel Three Participants, is announced into the East Room.

The First Lady makes brief remarks from the table and introduces Attorney General Reno.

Attorney General Reno makes brief remarks and opens discussion serving as a moderator.

Upon conclusion of the panel discussion, The First Lady will take questions from the audience and satellite downlink sites and field them to the panel.

Upon conclusion, the First Lady thanks the members of the panel and audience and departs.

White House Conference on School Safety -- Causes and Prevention of Youth Violence

Morning Panel I

10:30 am - 11:30 am, White House East Room

Morning Panel Outline and Script

Message: To discuss the problem of youth violence that affects both schools and communities in depth. The panel discussion will move from the recent incidents of extreme violence to the more common problems of youth violence.

Format: This panel will be made in more presentation form, with fewer follow-up questions than a more traditional panel.

Outline:

The First Lady will open the conference, lay out the agenda of the day and the goals of the conference. At the close of her remarks, she will introduce the MTV video of young people talking about the problem of youth violence in schools and communities.

After the video, the Attorney General will make brief remarks on the problem of violence and how communities are finding solutions to the problem. She will introduce Secretary Riley, with whom she worked on the Annual Report on School Safety (that was released the day before, embargoed).

Secretary Riley will then make brief remarks and further detail the Annual Report. He will then introduce Suzann Wilson.

Suzann Wilson, a parent of a student killed in Jonesboro, will discuss the consequences of extreme violence and touch upon the issue of children's access to guns, as well as the problem of media violence.

Possible questions: What can we do to keep guns locked up and away from children?
[Suzann has been an outspoken supporter of Child Access Protection laws, which hold adults criminally responsible for negligently allowing children access to a gun.]

What else can we do as a nation to avoid these tragedies in the future?

Secretary Riley will then introduce Marleen Wong.

Marleen Wong, Director, Los Angeles Mental Health Center, will discuss the mental health issues raised by the recent shootings, as well the connection between children's early exposure to violence and later delinquency.

Possible question: This connection between early experiences with violence and later predilections towards aggressiveness seems to imply a cycle of violence that could be passed on from generation to generation. How can we stop this cycle?

Secretary Riley will then introduce Paul Kingery.

Paul Kingery, Director of the Hamilton Fish National Institute on School and Community Violence at George Washington University, will discuss trends in youth violence as well as risk factors for delinquency, such as family, peers, and community. He will describe how family breakup, gangs, and drugs promote violence and delinquency by leaving children helpless to fight negative influences.

Possible questions: Where would efforts to deal with these problems start?

What particular trends should we be concerned about?

Mrs. Clinton will end panel discussion at 11:30 am.

White House Conference on School Safety: Causes and Prevention of Youth Violence

Panelist Biographies for Session I

Suzann Wilson, Parent, Jonesboro, AR

Suzann has been outspoken on the issue of Child Access Prevention gun laws ever since the tragic death of her 8 year old daughter Britteheny Varner, who was shot along with four others by two schoolmates on March 24th, 1998. She has spoken at the White House before and on Capitol Hill about the need for legislation to make adults responsible for locking up their guns and keeping them out of the hands of children.

Marleen Wong, Director, L.A. School of Mental Health, Valley Branch, CA

Marleen Wong is the Director of Mental Health, District Crisis Intervention Teams and Suicide Intervention Programs for the Los Angeles Unified School District (LAUSD), the second largest school district in the United States with an enrollment of 849,039 students in 900 schools and centers. Ms. Wong is the administrator of the District Crisis Intervention Teams comprised of pupil attendance and elementary counselors, nurses, psychologists, social workers and school police.

Paul Kingery, Ph.D., Director, Hamilton Fish National Institute on School and Community Violence, Rosslyn, VA

Dr. Kingery serves as the Director of the Hamilton Fish National Institute on School and Community Violence where he is responsible for planning and supervising research undertaken by the Institute in the area of school violence. He also coordinates school violence prevention efforts of seven universities that are part of a consortium with Hamilton Fish. Dr. Kingery is a contributor to the Annual School Crime and Safety Report.

PRESIDENTIAL PANEL SEQUENCE

[From the Podium]

- **The Vice President makes remarks, introduces the President, and takes a seat at the table.**
- **The President makes remarks and then takes a seat at the table.**
- **The President moderates the discussion by calling on each individual to share their experiences. After each statement, the President, the Vice President, and the First Lady will be free to ask follow up questions.**

[All panelists and the First Lady will be seated at the table during the opening remarks.]

Jamon Kent, Superintendent of Springfield Public Schools, Springfield, Oregon

Superintendent Kent has also served as a teacher and principal throughout his 26 years in education. He lead the community-wide effort to promote school safety that has been ongoing since before the shooting occurred, which includes creating alternative programs for at-risk students and turn-around programs for students in adjudication or who have been expelled.

POTUS SUGGESTED QUESTION: *When I visited your community after the shooting everyone there was struggling to cope with this terrible tragedy. There was so much that needed to be done, which is one of the reasons why I am proposing a federal response SERVE team to help communities in a time of crisis. Do you feel this type of federal action would have helped your community?*

FLOTUS SUGGESTED QUESTION: *How did you forge partnerships with the surrounding community before this tragedy? How did these partnerships allow you to better cope with this crisis?*

VPOTUS SUGGESTED QUESTION: *Can you tell us about how the mental health community played a role in helping the community heal during this terrible tragedy? And how did you reestablish a feeling of safety and security for students when they returned to school this fall?*

Police Commissioner Paul Evans, Boston, Massachusetts

Commissioner Evans led Boston's innovative Operation Ceasefire, which has dramatically reduced youth violence through a comprehensive community approach.

POTUS SUGGESTED QUESTION: *You have incorporated the principles of community policing to the greatest extent possible. How have police officers adjusted to their role in crime prevention?*

VPOTUS SUGGESTED QUESTION: *I know the faith community is also very involved in your efforts to reduce juvenile crime. How has the faith community worked with you to provide positive opportunities for at-risk youth while also holding them accountable for their actions?*

FLOTUS SUGGESTED QUESTION: *Initially, did different parts of the community resist working together? How did you manage to develop these unique bonds in your community and what suggestion do you have for other cities?*

Liberty Franklin, National Boys and Girls Club Youth of the Year, Everett, Washington

She turned to the Boys and Girls Club to give her a safe haven where she could learn and grow. She was raised by a single mother in a housing project with older brothers who were in and out of jail. When she joined the Boys and Girls Club in the sixth grade she began to have an adult mentor who helped her succeed in school and stay out of trouble. She is now a high school senior with a 3.95 GPA working at Washington Mutual Bank to save money for college. She is interested in becoming an Orthodontist and providing free care to low-income children.

POTUS SUGGESTED QUESTION: *You see up close the issues confronting your peers. What more do you think adults should do to help young people?*

FLOTUS SUGGESTED QUESTION: *How specifically has mentoring helped you and are you mentoring others now?*

VPOTUS SUGGESTED QUESTION: *President Clinton and I have fought hard to provide children with positive opportunities in the hours after school when most juvenile crime occurs. Do you think that most young people in your community want some place to go after school? Do you notice a difference in what happens to young people with access to after school programs and those without?*

Joanna Quintana Barroso, 3rd Grade Teacher, Coral Way Elementary, Miami, Florida

Joanna will speak about the successful anti-crime efforts at her school including school uniforms, gun safety curriculum, DARE officers, and alternative classes for at-risk youth. She will talk about the importance of reducing class size in order to identify troubled youth and for students to learn well. She will also talk about the business efforts to encourage students to work hard including Pizza Hut reader of the week awards which entitle students to a free meal and helps to promote hard work.

VPOTUS SUGGESTED QUESTION: *The President has fought hard to reduce the size of classes nationwide to an average of 18. I understand your classes have over 30 students in them. How do you think smaller classes would benefit your students?*

FLOTUS SUGGESTED QUESTION: *Who do you find your students are most influenced by? Parents? Teachers? Media?*

Thelton "Tony" Earles

Professor, Harvard School of Public Health

Conducted research on Human Development in Chicago Neighborhoods which found that neighborhood cohesiveness and responsible adult interaction with children reduces juvenile crime and delinquency.

POTUS SUGGESTED QUESTION: *You have made a strong a strong case for the importance of adults taking responsibility to promote positive values in their community. What do you think the government and other public figures in this country can do to encourage parents and other adults to become more involved in the lives of children?*

FLOTUS SUGGESTED QUESTION: *What are the connections between your research and early intervention initiatives, that provide additional supports to parents?*

Mayor Deedee Corradini, President of the U.S. Conference of Mayors, St. Lake City, Utah
Mayor Corradini will present the U.S. Conference of Mayors' Action Plan, compiled at the recent Mayors Conference on School Safety in St. Lake City, which describes the unique role of cities in preventing youth violence.

POTUS SUGGESTED QUESTION: *I understand that you invited police chiefs to your conference to help contribute to the Mayors Action Plan. What role can mayors play in bringing together law enforcement and the education community.*

VPOTUS SUGGESTED QUESTION: *Through our community empowerment strategy, President Clinton and I have found that deferral and local governments can develop dynamic partnerships to assist distressed communities. Mayor Corradini, how can the federal government develop this same type of partnership with cities to address youth violence?*

Representative Bobby Etheridge, North Carolina

Rep. Etheridge was elected to the Congress in 1996 upon completing his second term as Superintendent of Public Instruction in North Carolina, a position he had held since 1988. He has two children who are teachers. He lead the effort to bring School Resource Officers to the majority of his schools and to build character education.

POTUS SUGGESTED QUESTION: *Can you explain to us exactly how character education works, and how did you arrive at this concept? What can we do on a national level to encourage more schools to incorporate character education initiatives?*

VPOTUS SUGGESTED QUESTION: *How did the education community react when you suggested bringing School Resources Officers into schools?*

White House Conference on School Safety:

Causes and Prevention of Youth Violence

Panelist Biographies for Session II

Mayor Deedee Corradini, Salt Lake City, UT

Mayor Deedee Corradini was elected the first female mayor of Salt Lake City, UT in November of 1991, and reelected in November 1995. Mayor Corradini serves as President of the U.S. Conference of Mayors. She has more than 13 years of public service experience, as well as 16 years of private sector experience. Mayor Corradini's economic development plans have increased housing opportunities for all income levels while allowing the city to show a revenue surplus for the first time in two decades also. Mayor Corradini is the parent of two children.

Tony Earles, Professor, Harvard University, Cambridge, MA

Tony Earles is a Professor of Child Psychiatry at Harvard Medical School and a Professor of Human Behavior and Development at the Harvard School of Public Health. Currently, Mr. Earles is the Principal Investigator of the Project on Human Development in Chicago Neighborhoods. This study is providing a detailed understanding of how multiple influences of social class, race/ethnicity, neighborhood, school and family determine a child's vulnerability to school underachievement, delinquency, substance abuse and violent behavior. Mr. Earles serves on the Board of Directors of Physicians for Human Rights and is member of the Committee on Human Rights at the National Academy of Sciences.

Paul Evans, Commissioner, Boston Police Department, Boston, MA

Paul Evans has been the Boston Police Commissioner for the past 4 years and has committed the philosophy of Neighborhood Policing to every aspect of the Boston Police Department. Mr. Evans also serves his community as a member of the Boston Police Athletic League (PAL), YMCA, and City Year's Board of Directors. Mr. Evans has a long history with the Boston Police Department and now oversees the oldest and 10th largest force in the nation.

Liberty Franklin, 1998 National Boys and Girls Club Youth of the Year Pacific Region Finalist, Everett, Washington

Liberty was raised by a single mother in a low-income housing project where drugs, crime and violence are an everyday occurrence. She overcame her difficult surroundings with the support of a Boys and Girls Club advisor who has mentored her since the 6th grade. At age 17, Liberty works three part time jobs to help pay the household bills and save money for college. She is a 4.0 student who will be the first member of her family to graduate this year.

Jamon Kent, Superintendent, Springfield, OR Public Schools

Jamon Kent is superintendent of the Springfield, OR, School District. Mr. Kent has been a teacher, principal and human resources director and has served on many task forces and child advocacy boards throughout his 26 years in education. Mr. Kent is a board member for the National Network of Children's Advocacy Centers, and is on the board of directors for Networking for Youth and the McKenzie-Willamette Hospital. Recently, he served on a

subcommittee for the Oregon Governor's Task Force for Juvenile Crime. Mr. Kent is also retired from the Naval Reserve, having earned the rank of Captain.

U.S. Representative Bobby Etheridge, D-NC

Bobby Etheridge was elected to Congress in November 1996. He serves on the Agriculture and Science Committees and as a New Member Whip. He came to Washington upon completing his second term as Superintendent of Public Instruction, a position to which he was first elected in 1988 and was reelected in 1992. Mr. Etheridge has served on the National Council of Chief State School Officers, the Governor's Executive Cabinet, the Advisory Board of the Mathematics/Science Education Network and other community and civic organizations. Mr. Etheridge has a long history of public service beginning in 1972 when he was elected to the Harnett County Commission.

Joanna Quintana Barroso, 3rd Grade Teacher, Coral Way Elementary, Miami, FL

Joanna has been an elementary school teacher for the last seven years. Growing up in New Jersey, she followed in her mother's tradition and fell in love with teaching. She teaches reading and other subjects to a largely bilingual, lower-income student body. She has been involved in a curriculum-based gun safety program and is known for turning the lives of several of her students around through personal interaction. She believes that individual contact and alternative classes for troubled students are important for targeting and reducing youth violence and delinquency.

White House Conference on School Safety -- Causes and Prevention of Youth Violence

Afternoon Panel II

[NOTE: Because the videos will describe the programs, follow-up questions are more specific in nature.]

Mrs. Clinton-

As we've learned earlier today, successful efforts to address both school and youth violence will involve the community. So many programs across the country are working to keep our kids on track by doing just that. What these programs have in common is they address these issues at their root -- the family, peers, and environment in a young person's life. They often balance strong supports with strong messages of accountability and responsibility.

We know that communities at the local level are finding answers to the problem of juvenile violence and delinquency. I'm looking forward to hearing about effective efforts, so that we can all learn from their success.

[Attorney General Reno serves as moderator. Secretary Riley asks some follow up questions.]

Reno:

We have panelists with us today from several programs that represent the important areas in a child life and the balance of prevention and boundary setting. These are the initiatives that address the role of parents, peers and the community. We will also discuss community-wide strategies that involve all these prevention initiatives and balances them with tough accountability measures, so that children get the message that we care enough about them to invest in their future, but that they have the responsibility to stay on the right track.

And appropriately we'll start with families. They can either be a great source of strength or a great weakness in the life of a child. Children are less likely to be violent if their families have close and supportive relationships, avoid substance abuse, set boundaries, and help them achieve their goals.

Families and Schools Together (called FAST), is a program which empowers parents and increases their involvement in their children's schools. I am pleased to introduce Dr. Lynn McDonald founder of the FAST program. She has created, developed and supervised the national replication and dissemination efforts of this successful program since 1989. Hello, Dr. McDonald.

We also have with us today Irma Howard, a parent who participated in the FAST program. Her daughter and son participated in the FAST program with her. Thank you for joining us today Ms. Howard.

We have a short video segment on the FAST program.

Video clip of FAST

Mrs. Clinton-

Dr. McDonald, as we just saw in the clip, FAST recommends a number of ways that parents can build better relationships with their children. How does your program work to reduce delinquency in children as they grow older?

Dr. McDonald-

[Studies on stress, depression, and social isolation all suggest that having caring, natural supports of friends and community people can all help parents be successful. And we know that parents are often the most critical ingredient as to whether children are going to get on the right track or the wrong track. Efforts to strengthen the bonds between parents and children will ensure that children are more able to cope with other pressures. Parents often can determine whether children will have the strength they need to avoid negative influences -- such as drugs, gangs and violence.]

Riley-

How do you involve parents who are hard to reach and may not be interested in the program?

Dr. Mc Donald-

[Most critically, we need to show respect for parents.]

Mrs. Clinton (to Irma Howard)-

How has FAST benefited you and your children?

Ms. Howard-

[Talks about her family's involvement with FAST. Covers activities, what she enjoyed, how involvement with the program has impacted her and her family. Could give an example of change in her son.]

Mrs. Clinton-

Other parent training programs are helping other families as well. Yesterday, the Journal of the American Medical Association released extensive research showing that a parent training and home visitation program in Elmira, NY, has shown remarkable results. Using qualified nurses, the program offered intensive training, guidance and counseling to pregnant and new mothers.

Over the next fifteen years, the participating mothers showed 80% fewer instances of child abuse, 70% fewer arrests, and 30 fewer months of welfare use than mothers in the control group. Moreover, the 15-year-old children of the participating mothers had more than 50% fewer arrests than those born to mothers in the control group. [Note: You released this data at a home visitation event earlier this year. It is simply being published now. Also see attached background materials.]

Reno:

Our next program is a school-based program that gives kids the skills they need to make the right decisions. One of the largest violence prevention programs in the country is the Resolving Conflicts Creatively Program, or RCCP. Mariana Gaston is the Director of the RCCP and is responsible for implementing conflict resolution and peer mediation programs to hundreds of New York City Public School Children.

Ms. Gaston- (Express gratitude)

Reno:

We have another short video segment, this one describing RCCP. Let's see what this program is all about.

Video clip of RCCP

Mrs. Clinton-

Do your efforts promote disciplined, secure classrooms? How does that relate to children's ability to learn?

Ms. Gaston-

[By involving all the constituencies of the school community over time, we begin to see significant changes in the school community. We've found that when we promote discipline, children are better able to learn. They are less distracted and more ready to learn. The entire school benefits.]

Riley:

How does your program adapt to the needs of the schools -- from small rural school districts to diverse, multi-lingual schools in urban centers? And do you work with others in the community?

Ms. Gaston-

[Our program may be applied anywhere.... We work with parents, volunteers from the community and involve them in the life of the school. And we train students to teach other students conflict resolution skills.]

Reno:

We've talked about how to change the behavior of students and how to change the culture of a school. Our next program involves the community, including the police. Commissioner Thomas Frazier from Baltimore is one of the creators of the Community Policing Concept and is now focusing on helping youth through the Police Athletic League, or "PAL." Thank you for joining us.

Commissioner Frazier -
(Express gratitude)

Reno:

We have a brief video segment on the PAL program. Let's take a look.

PAL Video Clip

Mrs. Clinton-

Commissioner Frazier, why are police officers interested in violence prevention? Is this a part of your community policy strategy?

Com. Frazier-

[Response about the cost-effectiveness of the approach, how participation in broader youth development pays off in the long run, how it builds better relationships between police officers and youth, how police involvement in the community allows them to see, hear, and know more about what is happening so they can respond more effectively.]

Riley-

What kind of partnerships are you building with other organizations? With the schools? With youth service organizations?

Com. Frazier-

[Would describe their partnerships with AmeriCorps, etc.]

Reno-

It's interesting to me that you've focused on arts activities. What benefits do you see from that kind of programming?

Com. Frazier-

[Arts are a critical component that channels children's energy into positive areas.]

Reno-

San Diego's approach to juvenile crime and delinquency involves all these initiatives into one comprehensive strategy to address that addresses the causes of these problems. They've done this by coordinating with the schools, cops, health and social service providers, faith community, business people, and community leaders to promote the healthy development of children while holding those juveniles that offend accountable. Today we have with us Sandra McBrayer, Executive Director of the San Diego Comprehensive Strategy...

Sandra McBrayer-
(Express gratitude)

Reno-
We have a brief video segment describing what's going on in San Diego.

San Diego Video Clip

Mrs. Clinton-
How do you engage different elements of the community to work together? How do you avoid turf battles?

Sandy McBrayer:
[We found people who all deal with children across these agencies - who were willing to put children's needs first. Though they all deal with elements of the family and children from their own perspective, they were willing to work across disciplines and turf to create a whole strategy that would invest in our children's future.]

Reno-
In the video, they mentioned Boston -- did you learn from Boston's example?

Sandy McBrayer-
[Describes the importance of quality replication.]

Reno-
The city of Boston has implemented a wide range of violence prevention programs with great success. Lt. Gary French, a commander in a special gang unit with the Boston Police Department, is with us today to talk about the Boston program. Welcome Lt. French. Lt. French.

Mrs. Clinton-
Could you tell us how you've matched prevention with strong messages of accountability?

Lt. French-
[To effectively control juvenile crime, decrease recidivism, and prevent delinquency, a

community should have in place a juvenile justice system consisting of treatment interventions and sanctions that are swift, certain, consistent, and appropriate to the severity of the offense and offender history; and a range of prevention activity that strengthens families, communities, and social institutions and provides opportunities for the healthy development of young people.]

Riley:

What other community-based groups have you worked with? How have they helped?

Lt. French:

[Discusses partnerships with schools, and partnerships with religious organizations.]

Mrs. Clinton-

When programs like these are brought together in a single community violence reduction has the best chance of succeeding. Each program deals with a different part of the problem and the programs draw strength from one another -- we should and must programs such as after-school arts initiatives with truancy prevention as well as tough accountability measures.

To significantly reduce this country's levels of youth violence and victimization -- we must take these effective practices to scale. This requires a federal commitment to supporting communities that wish to adopt these successful projects to ensure that they achieve the same beneficial results as the original program demonstrations; and it requires commitment and resources at the local levels to fund the operation of these programs. The President's Safe Schools -- Safe Communities Initiative, that he announced today, will also help promote the coordination that we have learned is so critical to success.

We're going to take some questions from the audience now here in the East Room of the White House. Do we have any questions from the audience?

Two questions from the satellite sites (over 650 sites).

Questions from live audience (preselected).

Concluding remarks by Mrs. Clinton

American Medical Association

Physicians dedicated to the health of America

10TH FL.

1-copy

News Release

October 14, 1998

SAVE THE DATE:



The 17th Annual Science Reporters Conference will be held October 18-20, 1998, at the Duke University Medical Center in Durham, N.C. A program and registration are included in this packet. For more information, call Scot Roskelley at 312/464-4431 or email: Scot_Roskelley@ama-assn.org

Please Note: To assure continued receipt of the weekly Science News packet, please return the last page of this packet concerning receiving the packet by e-mail.

JAMA REPORTS

(Embargoed for Release: 3 p.m. CT Tuesday, October 13, 1998)

Autopsies Reveal Frequently Missed Cancer Diagnoses

Restricting Use of Antibiotics Reduces Drug Resistance in Hospitals

**Home Nurse Visits to Children at Risk Can Reduce
Behavior and Substance Use Problems**

ARCHIVES BRIEFS

(Various Embargo Times)

**Information contained in this packet is protected by copyright.
JOURNAL attribution is required.**



TV Note: This week's JAMA video news release is on controlling antibiotic resistance. It will be fed Tuesday, October 13, from 9-9:30 a.m. ET on Telstar 4 (C), Transponder 12 and from 2-2:30 p.m. ET on Telstar 4 (C), Transponder 23. For more information, contact the AMA's Barry Cohn at 312/464-4579.

Radio Note: This week's AMA Radio report is on controlling antibiotic resistance. It will be fed Tuesday, October 13, from 3:15-3:29 p.m. ET on SATCOM C5, Transponder 23, SEDAT Channel 16. For phone feed and monthly calendar information, contact the AMA's Bruce Dixon at 312/464-4449.

Jeff Molter, Director
Department of Science News

515 North State Street
Chicago, Illinois 60610

312 464 5374
312 464 5839 Fax

American Medical Association

Physicians dedicated to the health of America



News Release

EMBARGOED FOR RELEASE: 3 p.m. (CT) Tuesday, October 13, 1998

Media Advisory: To contact David Olds, Ph.D., call Sarah Ellis at 303/315-5571. To contact Felton Earls, M.D., call Joanna Hernandez at 617/432-3892.

Home Nurse Visits to Children at Risk Can Reduce Behavior and Substance Use Problems

No easy task to advance policy in this area

CHICAGO—Prenatal and early childhood home visits by nurses reduced subsequent antisocial behavior and experimentation with drugs in adolescents born into high risk families, according to an article in the October 14 issue of *The Journal of the American Medical Association (JAMA)*.

David Olds, Ph.D., from the University of Colorado Health Sciences Center, Denver, and colleagues conducted a fifteen-year follow-up of 315 adolescents to evaluate the long-term effects of prenatal and early childhood home visitation by nurses. At the time of pregnancy, many of the children's mothers in the study were unmarried, younger than 19 and/or of low socioeconomic status (SES).

The authors found that adolescents born to nurse-visited women reported fewer episodes of running away from home, arrests and convictions and violations of probation than did their counterparts who received prenatal and well-child care in a clinic. The children who had the home visits also had fewer sexual partners and smoked and drank less. Their parents reported that they reported fewer behavioral problems related to their use of drugs and alcohol. However, there were no program effects on less serious forms of antisocial behavior, initiation of sexual intercourse, or use of illegal drugs.

The researchers add: "This program prevented only the more serious forms of antisocial behavior leading to arrests and convictions."

--more--

Jeff Molter, Director
Department of Science News

515 North State Street
Chicago, Illinois 60610

312 464 5374
312 464 5839 Fax

(ANTISOCIAL BEHAVIOR)

According to the article, juvenile crime is a significant problem in the United States. In 1996, law enforcement agencies made 2.9 million arrests of juveniles (children under age 18) and juveniles accounted for 19 percent of all arrests and 19 percent of all violent crime arrests. Childhood-onset (prior to puberty) antisocial behavior is associated with neuropsychological deficits (e.g., impaired language and intellectual functioning, attention deficit/hyperactivity disorder) and harsh, rejecting parenting early in the child's life. The adolescent-onset (after puberty) type has been hypothesized to be a reaction to the limited number of responsible roles for adolescents in Western societies.

The authors conclude: "The concentration of beneficial effects among children born to unmarried women of low SES is consistent with the results of other preventive interventions that have shown greater effects for children of families at greater social risk. This suggests that these kinds of services ought to be focused on families in greater need by virtue of the mothers' being unmarried and poor."

(*JAMA*. 1998;280:1238-1244)

Editor's Note: This research was supported by grants from the Prevention Research and Behavioral Medicine Branch of the National Institute of Mental Health and from the Assistant Secretary for Planning and Evaluation, Department of Health and Human Services.

Editorial: Positive Effects of Prenatal and Early Childhood Interventions

In an accompanying editorial, Felton Earls, M.D., from the Harvard School of Public Health, Boston, writes: "One can only speculate on how much stronger the effects of this early intervention would have been if the program had continued beyond the child's second year of life or if efforts had been made to engage the wider social settings in which the families lived."

He continues: "Perhaps by deepening understanding of the effects of early intervention on brain development, the political resolve to use this knowledge will be strengthened. It is certain, however, that by not responding to the accumulating evidence that early intervention matters, disadvantaged children will continue to pay a price in terms of educational underachievement, vulnerability to substance abuse, and the many negative consequences of antisocial and criminal behavior."

(*JAMA*. 1998;280:1271-1272)

#

For more information: Contact the AMA's Amy Fox at 312/464-4843.

E-mail: AMY_FOX@ama-assn.org

<http://www.ama-assn.org/jama>

Long-term Effects of Nurse Home Visitation on Children's Criminal and Antisocial Behavior

15-Year Follow-up of a Randomized Controlled Trial

David Olds, PhD; Charles R. Henderson, Jr; Robert Cole, PhD; John Eckenrode, PhD; Harriet Kitzman, RN, PhD; Dennis Luckey, PhD; Lisa Pettitt, PhD; Kimberly Sidor, MPH; Pamela Morris; Jane Powers, PhD

Context.—A program of home visitation by nurses has been shown to affect the rates of maternal welfare dependence, criminality, problems due to use of substances, and child abuse and neglect. However, the long-term effects of this program on children's antisocial behavior have not been examined.

Objective.—To examine the long-term effects of a program of prenatal and early childhood home visitation by nurses on children's antisocial behavior.

Design.—Fifteen-year follow-up of a randomized trial. Interviews were conducted with the adolescents and their biological mothers or custodial parents.

Setting.—Semirural community in New York.

Participants.—Between April 1978 and September 1980, 500 consecutive pregnant women with no previous live births were recruited, and 400 were enrolled. A total of 315 adolescent offspring participated in a follow-up study when they were 15 years old; 280 (89%) were born to white mothers, 195 (62%) to unmarried mothers, 151 (48%) to mothers younger than 19 years, and 186 (59%) to mothers from households of low socioeconomic status at the time of registration during pregnancy.

Intervention.—Families in the groups that received home visits had an average of 9 (range, 0-16) home visits during pregnancy and 23 (range, 0-59) home visits from birth through the child's second birthday. The control groups received standard prenatal and well-child care in a clinic.

Main Outcome Measures.—Children's self-reports of running away, arrests, convictions, being sentenced to youth corrections, initiation of sexual intercourse, number of sex partners, and use of illegal substances; school records of suspensions; teachers' reports of children's disruptive behavior in school; and parents' reports of the children's arrests and behavioral problems related to the children's use of alcohol and other drugs.

Results.—Adolescents born to women who received nurse visits during pregnancy and postnatally and who were unmarried and from households of low socioeconomic status (risk factors for antisocial behavior), in contrast with those in the comparison groups, reported fewer instances (incidence) of running away (0.24 vs 0.60; $P = .003$), fewer arrests (0.20 vs 0.45; $P = .03$), fewer convictions and violations of probation (0.09 vs 0.47; $P < .001$), fewer lifetime sex partners (0.92 vs 2.48; $P = .003$), fewer cigarettes smoked per day (1.50 vs 2.50; $P = .10$), and fewer days having consumed alcohol in the last 6 months (1.09 vs 2.49; $P = .03$). Parents of nurse-visited children reported that their children had fewer behavioral problems related to use of alcohol and other drugs (0.15 vs 0.34; $P = .08$). There were no program effects on other behavioral problems.

Conclusions.—This program of prenatal and early childhood home visitation by nurses can reduce reported serious antisocial behavior and emergent use of substances on the part of adolescents born into high-risk families.

JAMA. 1998;280:1238-1244

JUVENILE CRIME is a significant problem in the United States. In 1996, law enforcement agencies made 2.9 million arrests of juveniles (children <18 years). Moreover, 19% of all arrests and 19% of all violent crime arrests were accounted for by juveniles. Although the number of juvenile Violent Crime Index arrests (ie, for murder, forcible rape, robbery, and aggravated assault) declined in both 1995 and 1996, the rate in 1996 was still 60% higher than the 1987 level.¹

For editorial comment see p 1271.

Antisocial behavior can be classified according to its time of onset: prior to puberty (childhood onset) vs after puberty (adolescent onset).^{2,3} Childhood onset is characterized by more serious behavioral disruption, such as violent behavior toward classmates and cruelty toward animals beginning as early as age 3 years, but occurs less frequently. The adolescent-onset variety, although sometimes expressed as aggression toward peers, is generally less serious (eg, shoplifting, lying to teachers and parents) and occurs so frequently that some consider it normative.³ Childhood-onset antisocial behavior is associated with neuropsychological deficits (eg, impaired language and intellectual functioning, attention-deficit/hyperactivity disorder) and harsh, rejecting parenting early in the child's life.^{4,5} The

From the University of Colorado Health Sciences Center, Denver (Drs Olds and Luckey); Cornell University, Ithaca, NY (Mr Henderson, Drs Eckenrode and Powers, and Ms Morris); the University of Rochester, Rochester, NY (Drs Cole and Kitzman and Ms Sidor); and the University of Denver (Dr Pettitt).

Reprints: David Olds, PhD, Kempe Prevention Research Center for Family and Child Health, University of Colorado Health Sciences Center, 1825 Marion St, Denver, CO 80218 (e-mail: olds.david@ichden.org).

Table 1.—Flow of Patients From Recruitment During Pregnancy Until 15 Years After Delivery of First Child

	Treatment Groups*		
	1 and 2 (n = 184)	3 (n = 100)	4 (n = 116)
Program Implementation			
No. of completed prenatal home visits, average (range)	...†	8.6 (0-16)	8.6 (0-16)
No. of completed postnatal home visits, average (range)	...	...	22.8 (0-59)
Intervening years			
No. of fetal, infant, or child deaths	10	7	9
No. of children adopted‡	7	6	2
No. of maternal deaths§	1	1	0
15-Year follow-up study			
No. of missing biological mothers	12	1	4
No. who refused to participate¶			
Mothers	6	5	4
Adolescents	10	8	7
No. of completed interviews			
Parents (biological or custodial)	152	81	97
Adolescents	144	77	94
No. of cases with school data (grades 7-9)	139	68	84
No. of cases with teacher report data¶	117	66	79
No. of cases with probation or family court data#	60	27	29

*Treatment groups 1 and 2 are the comparison; treatment group 3 was nurse-visited during pregnancy; and treatment group 4 was nurse-visited during pregnancy and infancy. Of 500 eligible persons invited to participate, 100 refused and 400 were randomized to the various treatment groups.

†Ellipses indicate data not available.

‡There were 2 adoptions in which interviews were conducted with the child but not the mother. They are not shown.

§For both cases in which the mother died, the adolescents were interviewed.

¶Refusals include 8 mothers who refused to participate during earlier phases and were not approached for the 15-year follow-up.

#Data are for cases with at least 1 mathematics or English teacher report of classroom behavior.

#Data are for subsample of children who resided in original community for their entire lives.

adolescent-onset type has been hypothesized to be a reaction to the limited number of responsible roles for adolescents in Western societies.³

In earlier articles, we have shown that a program of prenatal and infancy home visitation by nurses improved women's prenatal health-related behavior⁴ and reduced the rates of child abuse and neglect,^{7,8} maternal welfare dependence, closely spaced successive pregnancies, maternal criminal behavior and behavioral problems due to use of alcohol and other drugs,⁸ and children's intellectual impairment associated with prenatal exposure to tobacco.^{9,10} These aspects of maternal and child functioning represent significant risks for early-onset antisocial behavior.¹¹

This article examines the extent to which this program produced a reduction in children's criminal and antisocial behavior. We expected that the program would reduce antisocial behaviors indicative of the early-onset type but did not expect it to have as dramatic an effect on adolescent-onset antisocial behavior.¹¹ We expected that program effects would be concentrated on children born to women who were unmarried and from low-income families at registration during pregnancy. One of the treatment conditions used in this study consisted of prenatal home visitation with no postpartum follow-up. We expected that the group receiving only prenatal home visitation would function better than the

comparison group but not as well as the group that received prenatal and postnatal home visitation.

METHODS

The details of this study's design can be found in an earlier article.⁸ A summary of the design is given herein.

Setting, Participants, and Randomization

Pregnant women were recruited from a free antepartum clinic sponsored by the Chemung County, New York, health department and the offices of private obstetricians in Elmira, NY. We actively recruited women with no previous live births who were less than 25 weeks pregnant and who were young (aged <19 years at registration), unmarried, or of low socioeconomic status (SES). Women without these sociodemographic risk characteristics were permitted to enroll if they had no previous live births. From April 1978 through September 1980, 500 women were invited to participate and 400 enrolled. Eighty-five percent were young, unmarried, or from low-SES households (August Hollingshead, PhD, unpublished manuscript, 1976). After completing informed consent and baseline interviews, women were stratified by sociodemographic characteristics and randomized to 1 of 4 treatment conditions. Persons involved in data gathering were blinded to the women's treatment conditions.

Treatment Conditions

Families in treatment group 1 (n = 94) were provided sensory and developmental screening for the child at 12 and 24 months of age. Based on these screenings, the children were referred for further clinical evaluation and treatment when needed. Families in treatment group 2 (n = 90) were provided the screening services offered those in treatment group 1 in addition to free transportation (using a taxicab voucher system) for prenatal and well-child care through the child's second birthday. There were no differences between treatment groups 1 and 2 in their use of prenatal and well-child care (both groups had high rates of completed appointments). Therefore, these 2 groups were combined to form a single comparison group as in earlier articles. Families in treatment group 3 (n = 100) were provided the screening and transportation services offered to treatment group 2 and in addition were provided a nurse who visited them at home during pregnancy. Families in treatment group 4 (n = 116) were provided the same services as those in treatment group 3 except that the nurse continued to visit through the child's second birthday.

Program Plan and Implementation

In the home visits, the nurses promoted 3 aspects of maternal functioning: (1) positive health-related behaviors during pregnancy and the early years of the child's life, (2) competent care of their children, and (3) maternal personal development (family planning, educational achievement, and participation in the workforce). In the service of these 3 goals, the nurses linked families with needed health care and human services and attempted to involve other family members and friends in the pregnancy, birth, and early care of the child. The nurses completed an average of 9 visits during pregnancy (range, 0-16) and 23 visits from birth to the child's second birthday (range, 0-59). Details of the program can be found elsewhere.^{12,13}

Overview of Follow-up Study

The current phase of the study consists of a longitudinal follow-up of the 400 families who were randomized to treatment and control conditions and in which the mother and child were still alive and the family had not refused participation at earlier phases. The flow of patients from recruitment through the 15-year follow-up is presented in Table 1. Interviews were conducted with the adolescents, their biological mothers, and their custodial parents if the biological mother no longer had custody. As-

assessments using parent reports used in interview data from the parent who was judged to have had the greatest amount of recent experience with the child.

Assessments and Definitions of Variables

Assessments conducted at earlier phases are specified in previous articles.^{7,8} At the 15-year follow-up assessment, adolescents completed interviews that measured whether they had been adjudicated a person in need of supervision (PINS) resulting from incorrigible behavior such as recurrent truancy or destroying parents' property; their frequency of running away from home; and the number of times they had been stopped by the police, arrested, convicted of a crime or of probation violations, and sent to youth correctional facilities.¹⁴ They also reported on their disruptive behavior in school; number of school suspensions; delinquent and aggressive behavior outside school; experience of sexual intercourse; rates of pregnancy; lifetime number of sexual partners; and frequency of using cigarettes, alcohol, and illegal drugs during the 6-month period prior to the 15-year interview.¹⁶

Variables were created to summarize the number of occurrences of being stopped by the police, arrested, convicted (adjudicated) of the original crime or of probation violations, and sent to a youth correctional facility. Although we asked the children to report their number of school suspensions and disruptive behaviors in school, we used archived school data and teacher reports to measure these outcomes because they are less subject to reporting bias than are self-report data.

A variable was constructed to characterize the total number of cigarettes currently smoked per day. Separate variables were constructed to count the number of days the children had consumed alcohol or used illegal drugs during the 6-month period prior to the interview. The adolescents were asked questions regarding the effect of alcohol on 5 domains of their lives (trouble with parents, trouble at school, problems with friends, problems with someone they were dating, trouble with police).¹⁶ These data were summarized in an alcohol-use behavioral problem scale (range, 0-5). Corresponding questions regarding use of illegal drugs were omitted because of clerical error.

The self-reports of antisocial and delinquent acts were factor analyzed and found to produce 2 factors, major delinquent acts and minor antisocial acts, with Cronbach α coefficients of .82 and .68, respectively. The adolescents also completed the Achenbach Youth Self-Report of Problem Behaviors, which produces 2 broadband scales: internalizing

(anxiety/depression, social withdrawal, and somatic complaints) and externalizing (delinquency and aggression) behavior problems.¹⁷

Parents were asked questions about their children's behavioral problems (the Achenbach scale); school suspensions; arrests; and use of cigarettes, alcohol, and illegal drugs, including the effect of alcohol and other drugs on their children's lives. Variables were constructed to coincide with those based on the child's self-report of behavior. Parents' reports of their children's behavioral problems caused by substance use included children's use of illegal drugs (range, 0-10).

The number of short-term and long-term suspensions were counted from an abstraction of the children's school records for grades 7 through 9. In New York State, long-term suspensions require a hearing and usually are for serious infractions such as assaulting a student or teacher. Records were analyzed when there were complete school data for 2 of the 3 years. The students' current teachers in English and mathematics completed an "acting out" scale that rated children's disruptive behavior in the classroom (eg, disruptive in class, defiant, obstinate, stubborn).¹⁸

Finally, the records of 116 children who lived in Chemung County for their entire lives were reviewed by the Chemung County Probation Department and the Chemung County Family Court. Identifying information on the adolescents (name, birth date, sex, Social Security number) was provided to these departments for purposes of matching their records with the participants in this study. The department staff summarized the counts of arrest and PINS records within treatment and risk-status groups. Individual identifiers were not returned in the abstraction of these data, although the children's treatment group, sex, and risk status (ie, whether they were born to an unmarried mother from low SES) were returned.

Statistical Models and Methods

The study was conducted with an intention-to-treat approach. A core statistical model was derived that was consistent with the one used in the earlier phases of this research. It consisted of a $3 \times 2 \times 2 \times 2$ factorial structure and 6 covariates. The classification factors were treatment groups (1 and 2 vs 3 vs 4), maternal marital status (married vs unmarried at registration), social class (Hollingshead I and II vs III and IV at registration), and sex of child. All interactions among the first 3 factors were included.

Interactions with sex of the child also were examined. Although sex was a sig-

nificant predictor of the antisocial behavior outcomes, it did not interact in a fully interpretable way with other terms in the model for some outcomes, so it was included without interactions. Where program effects were moderated by the child's sex in a coherent way, we have noted this in the presentation of the findings, in which case the model includes SES as a covariate rather than a classification factor and includes all interactions among treatment, marital status, and sex. This model was preferable to a 4-factor classification structure with all interactions because of the low incidence of some outcomes for certain subclasses, compromising the stability of the Poisson log-linear models used in the analysis. In addition, for 2 variables, the core log-linear model produced unstable variance estimates for the tests of treatment main effects. In these cases, SES and marital status were included without interactions for that test.

Race of the mother was among a number of additional classification factors examined in deriving the core model but was not included because it was not a significant predictor of outcomes once other terms were included.

The 6 covariates included in the final models were maternal age, maternal education, locus of control,¹⁹ support from husband or boyfriend, maternal employment status, and paternal public assistance status. All covariates were measured at registration and tested for homogeneity of regressions for the hypothesized contrasts.¹⁹

Dependent variables with normal distributions were analyzed in the general linear model and low-frequency count data (eg, number of arrests) in the log-linear model (assuming a Poisson distribution). In the log-linear model, the analysis was carried out and estimates were obtained in terms of the logs of the incidence. We use the term *incidence* to refer to the actual count or mean of counts during specific periods of measurement. A careful examination of the distributions of each of the dependent variables was carried out. Low-incidence count variables with values higher than 20 were analyzed in a log-linear model, correcting for overdispersion.

For outcomes reported by more than 1 respondent (eg, child and parent or teachers), we carried out repeated-measures analyses, adding to the basic model fixed factors for respondent and a random factor for individuals. The focus of interpretation was on the average of the 2 sources of information.

All treatment contrasts focused on the comparison of the combination of treatment groups 1 and 2 (the comparison group) with treatment group 4 (the pregnancy and infancy nurse-visited group)

Table 2.—Equivalence of Treatment Conditions on Maternal Background Characteristics Measured at Registration for Children Assessed at 15-Year Follow-up*

Dependent Variables	Total Sample of Treatment Groups			Low SES, Unmarried Sample of Treatment Groups		
	1 and 2 (n = 148)	3 (n = 79)	4 (n = 97)	1 and 2 (n = 62)	3 (n = 30)	4 (n = 38)
Unmarried, %	62	58	84	100	100	100
Low-SES household, %	64	70	81	100	100	100
White, %	90	91	98	87	87	77
Smoker (>4 cigarettes/day)	47	46	58	51	60	59
Male children, %	55	44	55	44	53	49
Mother working, %	39	36	31	24	20	20
Mother receiving public assistance, %	9	10	13	23	29	20
Father working, %	70	70	67	42	50	52
Father receiving public assistance, %	4	3	3	10	6	2
Husband or boyfriend in house, %	58	76	60	21	47	22
Maternal age, mean (SD), y	19.3 (2.9)	19.5 (3.1)	19.4 (3.7)	18.6 (2.5)	19.0 (2.8)	18.2 (3.3)
Maternal education, mean (SD), y completed	11.2 (1.5)	11.8 (1.5)	11.1 (1.6)	10.7 (1.4)	10.9 (1.4)	10.3 (1.5)
Husband or boyfriend education completed, mean (SD), y	11.4 (1.4)	11.7 (1.7)	11.5 (1.8)	11.1 (1.4)	11.0 (1.8)	10.8 (1.5)
Grandmother support, mean (SD)†‡	100.4 (10.1)	97.7 (9.2)	101.3 (10.3)	101.6 (10.9)	98.1 (10.3)	104.1 (11.2)
Husband or boyfriend support†‡	99.6 (10.5)	102.0 (9.0)	99.0 (9.9)	94.2 (10.8)	98.6 (9.4)	96.8 (9.3)
Locus of control, mean (SD)†	99.3 (10.1)	100.6 (9.5)	100.6 (10.2)	97.5 (10.2)	99.2 (10.3)	99.1 (9.9)
Incidence of maternal arrests in New York State prior to randomization§	0.09	0.13	0.06	0.13	0.13	0.18

*Treatment groups 1 and 2 are the comparison; treatment group 3 was nurse-visited during pregnancy; and treatment group 4 was nurse-visited during pregnancy and infancy. SES indicates socioeconomic status.

†Standardized to mean (100) and SD (10).

‡Locally developed scale that assesses degree to which individual provides emotional and material support to mother.

§Incidence indicates the mean number of infrequently occurring events within the stated period. Individual cases may have values greater than 1.

because we hypothesized that the greatest treatment effect would be exerted by the combination of prenatal and postnatal home visitation, as found in earlier evaluations.^{7,8} The results for the group that received prenatal home visitation only (treatment group 3) are included to report whether that group had intermediate levels of functioning. To address our primary hypotheses, treatment effects also are shown for adolescents whose mothers were unmarried and from low-SES households at registration during pregnancy. All estimates of treatment main effects and effects for the unmarried, low-SES group are derived from a common statistical model.

RESULTS

Equivalence of Treatment Groups on Background Characteristics

As indicated in Table 2, for those families for which 15-year assessments were completed, the treatment groups were essentially equivalent on background characteristics for both the sample as a whole and for women who were unmarried and from low-SES households. Small differences on some background variables (such as paternal receipt of public assistance) led us to include them as covariates.

Encounters With the Criminal Justice System

Table 3 shows that adolescents born to nurse-visited women (treatment group 4) reported more frequent stops by police

($P < .001$) but fewer arrests and convictions and violations of probation ($P = .005$ and $.001$, respectively); the arrest and convictions and probation violation effects were concentrated among children born to women who were unmarried and from low-SES families ($P = .03$ and $< .001$, respectively). For the subsample of children who lived in Chemung County for their entire lives, nurse-visited children (treatment group 4) had fewer official PINS records ($P = .007$). Nurse-visited children whose mothers were unmarried and from low-SES families were reported by their parents to have been arrested less frequently than were their counterparts in the comparison group ($P = .05$). In addition, among adolescents born to unmarried women from low-SES households, those in treatment group 4 reported fewer instances of running away ($P = .003$). As indicated in Table 3, with the exception of parent report of child arrests, most of these effects were present for children whose mothers were visited only during pregnancy (treatment group 3).

The effect of the treatment group 4 program on the children's reports of running away was concentrated in girls, whereas the effect on parents' reports of the children's arrests and children's reports of convictions and probation violations was greater for boys (data not shown). The effect of the program on arrests was not limited to any specific type of crime, although property crimes were more frequent and, therefore, accounted for a larger portion of the program effect on arrests overall.

School Suspensions, Behavior Problems, and Use of Substances

Table 4 shows that children born to nurse-visited (treatment group 4) women who were unmarried and from low-SES households reported having fewer sexual partners ($P = .003$), smoking fewer cigarettes per day ($P = .10$), and consuming alcohol fewer days during the 6-month period prior to the 15-year interview ($P = .03$). Parents of children born to nurse-visited, unmarried women from low-SES families reported that their children had fewer behavioral problems related to their use of alcohol and other drugs ($P = .08$). For these outcomes, there was some indication that the group visited by nurses only during pregnancy (treatment group 3) did not do as well. Although adolescents in the unmarried, low-SES group reported smoking fewer cigarettes, they also reported higher levels of illegal drug use and their parents reported more behavioral problems due to the use of alcohol and other drugs than did their counterparts in the comparison group. There were no treatment differences in teachers' reports of the adolescents' acting out in school; short-term or long-term suspensions; the adolescents' initiation of sexual intercourse; or the parents' or children's reports of major delinquent acts, minor antisocial acts, or other behavioral problems.

COMMENT

Adolescents born to nurse-visited (treatment group 4) women who were un-

Table 3.—Adjusted Rates of Children's Encounters With Criminal Justice System From Birth to 15 Years of Age*

Dependent Variables	Total Sample						Low-SES, Unmarried Sample					
	Treatment Group			P Value†			Treatment Group			P Value†		
	1 and 2	3	4	T1 & T2 vs T3	T1 & T2 vs T4		1 and 2	3	4	T1 & T2 vs T3	T1 & T2 vs T4	
Ever PINS, %	13	11	8	.75	.33		14	10	5	.69	.14	
Incidence of times ran away‡	0.28	0.23	0.34	.83	.07		0.60	0.14	0.24	<.002	.003	
Incidence of times stopped by police	0.80	0.53	2.25	.24	<.001		1.16	0.78	1.46	.34	.46	
Incidence of arrests	0.36	0.16	0.17	.005§	.005§		0.45	0.15	0.20	.02	.03	
Incidence of convictions and probation violations	0.27	0.06	0.10	<.001§	<.001§		0.47	0.07	0.09	<.001	<.001	
Incidence of times sent to youth corrections	0.05	0.05	0.04	.98	.98		0.06	0.03	0.02	.32	.12	
Incidence of arrests (mother report)	0.12	0.11	0.08	.73	.37		0.19	0.16	0.04	.79	.05	
Incidence of PINS records (subsample, archived data)¶	0.31	0.17	0.03	.06	.007		0.35	0.33	0.00	.94	.07	
Incidence of arrests (subsample, archived data)¶	0.35	0.14	0.32	.15	.94		0.55	0.22	0.44	.24	.74	

*Treatment group 1 and 2 (T1 and T2) are the comparison; treatment group 3 (T3) was nurse-visited during pregnancy; and treatment group 4 (T4) was nurse-visited during pregnancy and infancy. Data are adjusted for socioeconomic status (SES), maternal marital status, age, education, locus of control, support from husband or boyfriend, and working status; husband or boyfriend use of public assistance at registration; and sex of child. PINS indicates person in need of supervision.

†Test of treatment effect performed on odds ratios for percentage outcomes and difference of logs of incidence for incidence outcomes.

‡Incidence indicates the mean number of infrequently occurring events within the stated period. Individual cases may have values greater than 1.

§Test conducted without interactions for SES and marital status.

¶No covariates were included in the analysis of this outcome.

Table 4.—Adjusted Reports of Problem Behavior, Sexual Activity, Pregnancy, and Use of Substances at 15-Year Follow-up*

Dependent Variables	Total Sample						Low-SES, Unmarried Sample					
	Treatment Groups			P Value†			Treatment Groups			P Value†		
	1 and 2	3	4	T1 & T2 vs T3	T1 & T2 vs T4		1 and 2	3	4	T1 & T2 vs T3	T1 & T2 vs T4	
No. of minor antisocial acts, mean‡	2.99	2.54	2.88	.50	.86		4.06	3.25	3.38	.42	.47	
No. of major delinquent acts, mean§	3.02	2.79	3.57	.93	.48		4.09	3.45	3.99	.60	.77	
No. of externalizing problems, mean¶	13.73	13.65	13.88	.95	.89		14.18	15.63	11.85	.42	.17	
No. of internalizing problems, mean¶	10.58	11.19	11.66	.46	.19		10.82	11.15	9.85	.80	.44	
No. of acting out problems, mean¶	9.61	8.97	9.47	.41	.85		10.36	9.79	10.58	.62	.85	
Ever had sexual intercourse, %	35	35	42	1.00	.32		45	55	46	.44	1.00	
Ever pregnant or made someone pregnant, %	3	2	4	.97	1.00		8	8	7	.90	.74	
Incidence of sex partners#	1.56	1.10	1.16	.48	.90		2.48	2.23	0.92	.73	.003	
Incidence of short-term school suspensions	0.28	0.11	0.27	.96	.97		0.32	0.16	0.38	.11	.63	
Incidence of long-term school suspensions	0.04	0.00	0.01	1.00	1.00		0.15	0.01	0.04	.97	.25	
Incidence of cigarettes smoked per day	1.30	0.91	1.28	.49	.78		2.50	1.32	1.50	.07	.10	
Incidence of days drank alcohol	1.57	1.81	1.87	.97	.96		2.49	1.84	1.09	.41	.03	
Incidence of days used drugs	2.28	3.55	2.04	.49	.54		4.04	6.38	2.50	.01	.24	
Alcohol impairment, self-report	0.52	0.50	0.47	.95	.35		0.49	0.38	0.55	.36	.60	
Alcohol and drug impairment, parent's report	0.18	0.20	0.28	.96	.68		0.34	0.62	0.15	.05	.08	

*Treatment groups 1 and 2 (T1 and T2) are the comparison; treatment group 3 (T3) was nurse-visited during pregnancy; and treatment group 4 (T4) was nurse-visited during pregnancy and infancy. Data are adjusted for maternal socioeconomic status, marital status, education, locus of control, support from husband/boyfriend, and working status; husband/boyfriend use of public assistance at registration; and sex of child.

†Test of treatment effect based on mean differences for means, odds ratios for percentages, and difference of logs of incidence for count data outcomes.

‡Minor antisocial acts included lied to parents, lied to teacher, took car without permission, stayed out all night without permission, been passenger in car where driven drunk, and used fake identification to enter bar.

§Major delinquent acts included hurt someone who needed bandages, stole something worth more than \$50, stole something worth less than \$50, trespassed, damaged property on purpose, hit someone because did not like what he or she said, carried weapon, set fire on purpose, and been in fight with gang members.

¶Average of parent and child reports of behavioral problem (analyzed with repeated measures).

#Average of mathematics and English teachers' reports of students' disruptive behavior in school (analyzed with repeated measures).

Incidence indicates mean number of infrequently occurring events within the stated period. Individual cases may have values greater than 1.

married and from low-SES families had fewer episodes of running away from home, arrests, and convictions and violations of probation than did their counterparts in the comparison group. They also had fewer sexual partners and engaged in cigarette smoking and alcohol consumption less frequently. Their parents reported that they had fewer behavioral problems related to their use of drugs and alcohol. There were no program effects on less serious forms of antisocial behavior, initiation of sexual intercourse, or use of

illegal drugs. Children in treatment group 4, irrespective of risk, reported being stopped by police more frequently, but they reported fewer arrests and convictions and violations of probation, and the official PINS records corroborated this pattern. The higher rates of being stopped by police is an anomalous finding that has no coherence with any other effects and is likely to be either a sampling or reporting artifact.

The concentration of beneficial effects among children born to unmarried wom-

en of low SES is consistent with the results of other preventive interventions that have shown greater effects for children of families at greater social risk.²⁰ This suggests that these kinds of services ought to be focused on families in greater need by virtue of the mothers' being unmarried and poor.

In general, these findings are consistent with program effects on early-onset antisocial behavior rather than on the more common and less serious antisocial behavior that emerges with puberty.⁹

The mere presence of arrests, convictions, and probation violations by the time the children were 15 years old suggests that these children started offending early and that they may be on life-course trajectories that portend recurrent and more serious offenses in the future. Given that early-onset antisocial behavior is associated with (1) subtle neurological impairment, (2) harsh, punitive, and neglectful parenting, and (3) family contexts characterized by substance abuse and criminal behavior,²⁻⁵ it is important to note that this program has affected these aspects of maternal, child, and family functioning at earlier phases in the child's development.⁶⁻¹¹ Moreover, genetic vulnerability to impulsivity and aggression is expressed much more frequently when vulnerable rhesus monkeys experience aberrant rearing²¹ (also Allyson J. Bennett, PhD, K. Peter Lesch, Armin Heils, et al, unpublished data, 1998), adding to the plausibility of the findings reported here.

The prenatal phase of the program reduced fetal exposure to tobacco, improved the qualities of women's prenatal diets, reduced rates of pyelonephritis, improved levels of informal social support, and reduced intellectual impairment and irritable behavioral styles associated with fetal exposure to tobacco.^{8,10,11,22} Prenatal exposure to tobacco is a risk factor for early behavioral dysregulation, problems with attention, and later crime and delinquency.²² Moreover, the combination of birth complications (and, by implication, neurological impairment) and rejecting parenting substantially increases the likelihood of violent offenses by the time children are 18 years old.⁶

We did not expect prenatal home visitation (treatment group 3) by itself to be as effective as it was in preventing criminal behavior among children born to low-SES, unmarried women. This occurred even though these children's mothers showed almost none of the postnatal benefits observed for those visited during pregnancy and infancy (such as reduced welfare dependence, substance abuse, criminal behavior, and child abuse and neglect).⁸ The mechanisms through which these beneficial effects occurred will be examined in future reports, with a focus on the alteration of maternal prenatal health and the children's corresponding neuropsychological functioning,^{22,23} as well as prenatal stress, given that stress during pregnancy affects the social and neuromotor development of nonhuman primates.^{24,25}

The impact of the full program (prenatal and infancy home visitation) on children's use of alcohol and number of sexual partners is important because re-

cent evidence indicates that alcohol use prior to age 15 years multiplies the risk of alcoholism in adulthood²⁶ and multiple partners increase the risk for sexually transmitted diseases, including human immunodeficiency virus infection.^{27,28} The effect of the program on alcohol use is consistent with greater alcohol consumption observed among adult rhesus monkeys who experienced aberrant rearing.²⁹ These findings must be tempered, however, with an acknowledgment of their limitations.

The first limitation is that most of the positive results were concentrated among children born to women who were unmarried and from low-SES households. Although we hypothesized originally that the effects would be greater for women who experienced higher levels of stress and who had fewer personal resources, we did not fully operationalize the stress and resource variables prior to the beginning of the trial. We chose to use characteristics used for sample recruitment as indicators of long-term stress (eg, coming from a low-SES household) and having few personal resources (eg, being unmarried), 2 factors associated with a host of adverse outcomes. However, positive early results from a large urban replication of this study focusing almost exclusively on unmarried, low-income women support our interpretation that the effects observed in the current study are due to the program.³⁰

The second limitation is that the arrest and conviction data were based primarily on the children's and parents' reports, which may be subject to treatment-related reporting bias. To validate the children's and parents' reports of undesirable behavior, we compared the rates of school suspensions derived from the school records with the parents' and children's reports of suspensions and found no treatment differences in accuracy. We also regressed the English and mathematics teachers' averaged reports of the adolescents' acting out in school on the adolescents' self-reports of their acting out in school separately for the nurse-visited and comparison group children and found no treatment differences in the slopes of these regressions.

Importantly, the pattern of mean differences for treatment groups 1 and 2 vs treatment group 4 for PINS records on the subsample of children who lived in Chemung County for their entire lives corroborated the pattern of the children's reported arrests. The PINS finding increases our confidence that the treatment differences in the adolescents' reported involvement with the criminal justice system are not the result of the nurse-visited children and their parents simply underreporting their actual lev-

els of involvement. The absence of program effect with the official arrest data may be explained by a significant, 9-fold higher rate of official arrest records prior to randomization (0.44 vs 0.05) found for treatment group 4 mothers who were unmarried and of low SES and whose children remained in Chemung County compared with their treatment group 1 and 2 counterparts.

Finally, we note that the adolescents' self-reports of delinquent and antisocial behavior are not completely consistent with the data on reports of arrests and convictions. A survey that used follow-up questions to the assault questions asked in the current study showed that the answers to the questions we used produced responses that frequently were trivial (eg, 33% of the serious violent responses and 64% of the self-reported minor assaults were too insignificant to lead to arrests).³¹ This suggests that the particular questions used in this study regarding delinquent behavior did not adequately assess the severity of delinquency. Thus, the treatment differences found in reports of arrests and convictions are likely to be indications of underlying treatment differences in the severity of antisocial behavior that were not assessed adequately by the set of questions asked about particular antisocial behaviors.

This program prevented only the more serious forms of antisocial behavior leading to arrests and convictions. Other types of prevention programs may be necessary to reduce more normative types of disruptive behavior among young adolescents.³² In light of the impact of this program on maternal and youth crime and corresponding government expenditures,³³ the US Department of Justice is now supporting an effort to make this program available to a larger number of high-crime communities.³⁴

This research was supported by Senior Research Scientist Award 1-K05-MH01382-01 (Dr Olds) and grants from the Prevention Research and Behavioral Medicine Branch of the National Institute of Mental Health (R01-MH49381) and the Assistant Secretary for Planning and Evaluation, Department of Health and Human Services (grant 96ASPE278A). Earlier phases of this work were supported by the Bureau of Maternal and Child Health, Department of Health and Human Services, Washington, DC; the Robert Wood Johnson Foundation, Princeton, NJ; the W. T. Grant Foundation, New York, NY; the Ford Foundation, New York; and the Commonwealth Fund, New York.

We thank John Shannon for his support of the program and data gathering through Comprehensive Interdisciplinary Developmental Services, Elmira, NY; Alise Mahr, Darlene Batronay, Karen Hughes, Barbara Lee, Sherry Mandel, and Barbara Ganzel for tracing and interviewing the families; Kathleen Buckwell, Sondra Thomas, and Sharon Holmberg for coding the data; Robert Chamberlin, MD, MPH, and Robert Tatalbaum, MD, for their contributions to earlier phases of this research; the Chemung County Probation Department (John

Sutton, director) and the Chemung County Family Court (Marie Brewer, chief clerk) for their assistance with extraction and coding of the criminal justice data; Del Elliott, PhD, Zorika Henderson, Dave Huizinga, and John Reid for their comments on the manuscript; Jackie Roberts, Liz Chilson, Lyn Sczafabro, Georgie McGrady, and Diane Farr for their home visitation work with the families; and the families who participated in the research.

References

1. Snyder H. *Juvenile Arrests 1986*. Washington, DC: US Dept of Justice; 1997:1-12. Office of Juvenile Justice and Delinquency Prevention Juvenile Justice Bulletin.
2. Patterson GR, DeBaryshe BD, Ramsey E. A developmental perspective on antisocial behavior. *Am Psychol*. 1989;44:329-334.
3. Moffitt TE. Adolescence-limited and life-course-persistent antisocial behavior: a developmental taxonomy. *Psychol Rev*. 1993;100:674-701.
4. Moffitt TE. The neuropsychology of conduct disorder. *Dev Psychopathol*. 1993;5:135-151.
5. Raine A, Brennan P, Mednick SA. Birth complications combined with maternal rejection at age 1 year predispose to violent crime at age 18 years. *Arch Gen Psychiatry*. 1994;51:984-988.
6. Olds D, Henderson C, Tatelbaum R, Chamberlin R. Improving the delivery of prenatal care and outcomes of pregnancy: a randomized trial of nurse home visitation. *Pediatrics*. 1988;77:16-28.
7. Olds D, Henderson C, Chamberlin R, Tatelbaum R. Preventing child abuse and neglect: a randomized trial of nurse home visitation. *Pediatrics*. 1986;78:65-78.
8. Olds D, Eckenrode J, Henderson C, et al. Long-term effects of home visitation on maternal life course and child abuse and neglect: 15-year follow-up of a randomized trial. *JAMA*. 1997;278:637-643.
9. Olds D, Henderson C, Tatelbaum R. Intellectual impairment in children of women who smoke cigarettes during pregnancy. *Pediatrics*. 1994;93:221-227.
10. Olds D, Henderson C, Tatelbaum R. Prevention of intellectual impairment in children of women who smoke cigarettes during pregnancy. *Pediatrics*. 1994;93:228-233.
11. Olds D, Pettitt LM, Robinson J, et al. Reducing risks for antisocial behavior with a program of prenatal and early childhood home visitation. *J Community Psychol*. 1998;26:65-83.
12. Olds D, Kitzman H, Cole R, Robinson J. Theoretical and empirical foundations of a program of home visitation for pregnant women and parents of young children. *J Community Psychol*. 1997;25:9-25.
13. Olds D, Korfmacher J. *Journal of Community Psychology Special Issue: Home Visitation I*. 1997;25.
14. Baker P, Mott F. *NLSY Youth Handbook 1989*. Columbus: Center for Human Resources Research, Ohio State University; 1989.
15. Jessor R, Donovan J, Costa F. *Health Behavior Questionnaire*. Denver: Institute of Behavioral Science, University of Colorado; 1992.
16. Kessler R. The National Comorbidity Survey: preliminary results and future directions. *Int Rev Psychiatry*. 1994;6:365-376.
17. Achenbach TM, Edelbrock CS. Behavioral problems and competencies reported by parents of normal and disturbed children aged 4-16. *Monogr Soc Res Child Dev*. 1981;46. Serial No. 189.
18. Hightower AD, Spinell A, Lotyczewski BS. Teacher-Child Rating Scale (T-CRS) guidelines. *Sch Psychol Rev*. 1986.
19. Henderson C. Analysis of covariance in the mixed model: higher level, nonhomogeneous, and random regressions. *Biometrics*. 1982;38:623-640.
20. Brooks-Gunn J, Gross RT, Kraemer H, Spiker D, Shapiro S. Enhancing the cognitive outcomes of low birth weight, premature infants: for whom is the intervention most effective? *Pediatrics*. 1992;89:1209-1215.
21. Higley J, King S Jr, Hasert M, Champoux M, Suomi S, Linnoila M. Stability of interindividual differences in serotonin function and its relationship to severe aggression and competent social behavior in rhesus macaque females. *Neuropsychopharmacology*. 1996;14:67-76.
22. Olds D. Tobacco exposure and impaired development: a review of the evidence. *Ment Retard Dev Disabilities Res Rev*. 1997;3:257-269.
23. Pennington B, Bennetto L. Main effects or transactions in the neuropsychology of conduct disorder? commentary on "the neuropsychology of conduct disorder." *Dev Psychopathol*. 1993;5:153-164.
24. Clarke AS, Soto A, Bergholz T, Schneider M. Maternal gestational stress alters adaptive and social behavior in adolescent rhesus monkey offspring. *Infant Behav Dev*. 1996;19:453-463.
25. Schneider ML, Coe CL. Repeated social stress during pregnancy impairs neuromotor development of the primate infant. *J Dev Behav Pediatr*. 1993;14:81-87.
26. Grant B, Dawson D. Age at onset of alcohol use and its association with DSM-IV alcohol abuse and dependence: results from the National Longitudinal Alcohol Epidemiologic Survey. *Natl J Subst Abuse*. 1998;9:103-110.
27. Shafer MA, Hilton JF, Ekstrand M, et al. Relationship between drug use and sexual behaviors and the occurrence of sexually transmitted diseases among high-risk male youth. *Sex Transm Dis*. 1993;20:307-313.
28. Joffe GP, Foxman B, Schmidt AJ, et al. Multiple partners and partner choice as risk factors for sexually transmitted disease among female college students. *Sex Transm Dis*. 1992;19:22-278.
29. Higley JD, Hasert MF, Soumi S, Linnoila M. Nonhuman primate model of alcohol abuse: effects of early experience, personality, and stress on alcohol consumption. *Proc Natl Acad Sci*. 1991;88:7261-7265.
30. Kitzman H, Olds D, Henderson C, et al. Effects of home visitation by nurses on pregnancy outcomes, childhood injuries, and repeated childbearing: a randomized controlled trial. *JAMA*. 1997;278:644-652.
31. Huizinga D. Assessing violent behavior with self reports. In: Milner JS, ed. *Neuropsychology of Aggression*. Boston, Mass: Kluwer Academic Publishers; 1991.
32. Hawkins JD, Von Cleve E, Catalano RF. Reducing early childhood aggression: results of a primary prevention program. *J Am Acad Child Adolesc Psychiatry*. 1991;30:208-217.
33. Karoly LA, Greenwood PW, Everingham SS, et al. *Investing in Our Children: What We Know and Don't Know About the Costs and Benefits of Early Childhood Interventions*. Santa Monica, Calif: RAND; 1998.
34. Elliott DS. *Blueprints for Violence Prevention*. Boulder: Center for the Study and Prevention of Violence, Institute of Behavioral Science, University of Colorado at Boulder; 1997.

microorganisms, or costs of antibiotics.^{11,12} Many reports do not focus on the outcomes these measures have on patients, although a recent study reported decreased rates of some nosocomial infections.¹³ Scientifically sound programs that can be shown to improve the quality of patient care, not merely save costs or measure the performance of physicians vis-à-vis use of antimicrobials, are sorely needed.

Quality improvement has become synonymous with the drive to eliminate variation. However, there is a danger that standardization could lead to antibiotic prescribing patterns that could be described as homogeneous. Antibiotic restriction programs pose the danger of fostering monosynaptic decision making, ie, reflexive prescribing of favored compounds, that could heighten the potential for misuse of unrestricted drugs. There are now many examples in which the extensive use of single classes of antimicrobials have led to marked increases in resistance, such as the occurrence of ceftazidime-resistant *Klebsiella pneumoniae* on hospital wards where ceftazidime was administered most frequently.¹⁴ Efforts to encourage heterogeneity and individualization of antibiotic use might offer the best hope for stabilizing the selection of resistance.

The appropriate use of consultation with infectious disease specialists and medical microbiologists is an obvious technique to encourage heterogeneity through individualization of drug selection. Any method that brings more information to the bedside that will affect clinical decision making will encourage heterogeneity. Advanced computer systems can assist physicians when selecting antibiotics by providing up-to-date antimicrobial susceptibility patterns for nosocomial pathogens recently isolated from the local hospital, by displaying the costs of formulary antimicrobials, by recommending dosages and durations of therapy, by calling attention to drug incompatibilities, and even by creating guidelines for antibiotic use that are locally derived and acceptable to physicians.¹⁵ Computer-assisted decision support, based on the principles of epidemiology and using a flexible and dynamic medical informatics system, can be used to inform and improve antibiotic decisions rather than to enforce them. These patient-centered strategies may reduce the total amount of antibiotic use, promote unintentional random use of specific antimicrobials, and, thereby, stabilize antibiotic resistance. The key principle is that the individual physician retains control of antibiotic use on the basis of relevant information available at the bedside, using the computer system as a tool.

In a recent World Health Organization Symposium, Acar¹⁶ called for reexamining the relationship between resistance and antibiotic consumption, noting that "positive changes in prescribing behavior occur when information on resistant organisms is released to practitioners and the public. The impact of such information has not been investigated and measured." Within this scenario, making useful information available at the point of care and meeting the needs of physicians to use data more efficiently in their daily work should become the focal point for optimizing antibiotic use and, perhaps, reducing the selection pressure in the antibiotic balloon.

John P. Burke, MD

I am grateful to Matthew H. Samore, MD, David C. Classen, MD, MS, and Stanley L. Pestotnik, MS, RPh, for comments on earlier drafts of the editorial.

1. Goldmann DA, Weinstein RA, Wenzel RP, et al, for the Workshop to Prevent and Control the Emergence and Spread of Antimicrobial-Resistant Microorganisms in Hospitals. Strategies to prevent and control the emergence and spread of antimicrobial-resistant microorganisms in hospitals: a challenge to hospital leadership. *JAMA*. 1998;275:234-240.
2. The National Foundation for Infectious Diseases. Biological terrorist attacks, antimicrobial resistance are growing global threats. *The Double Helix*. 1998;23:4.
3. George RH. Do antibiotic policies have an effect? *J Hosp Infect*. 1997;36:85-93.
4. Salyers AA, Amabile-Cuevas CF. Why are antibiotic resistance genes so resistant to elimination? *Antimicrob Agents Chemother*. 1997;41:2321-2325.
5. Levin BR, Lipsitch M, Perrot V, et al. The population genetics of antimicrobial resistance. *Clin Infect Dis*. 1997;24(suppl 1):S9-S16.
6. Rahal JJ, Urban C, Horn D, et al. Class restriction of cephalosporin use to control total cephalosporin resistance in nosocomial *Klebsiella*. *JAMA*. 1998;280:1233-1237.
7. Soumerai SB, McLaughlin TJ, Ross-Degnan D, Casteris CS, Bollini P. Effects of limiting on Medicaid drug-reimbursement benefits on the use of psychotropic agents and acute mental health services by patients with schizophrenia. *N Engl J Med*. 1994;331:650-655.
8. Kunin CM. Editorial response: antibiotic Armageddon. *Clin Infect Dis*. 1997;25:240-241.
9. Avorn J, Soumerai SB. Improving drug-therapy decisions through educational outreach: a randomized controlled trial of academically based "detailing." *N Engl J Med*. 1983;308:1467-1469.
10. McGowan JE Jr. Minimizing antimicrobial resistance in hospital bacteria: can switching or cycling drugs help? *Infect Control*. 1986;7:578-576.
11. Fraser GI, Stogdill P, Dickens JD Jr, Wennberg D, Smith RP Jr, Frato BS. Antibiotic optimization: an evaluation of patient safety and economic outcomes. *Arch Intern Med*. 1997;157:1689-1694.
12. White AC Jr, Atmar RL, Wilson J, Cate TR, Stager CE, Greenberg SB. Effects of requiring prior authorization for selected antimicrobials: expenditures, susceptibilities, and clinical outcomes. *Clin Infect Dis*. 1997;25:230-239.
13. Frank MO, Batteiger BE, Sorensen SJ, et al. Decrease in expenditures and selected nosocomial infections following implementation of an antimicrobial-prescribing improvement program. *Clin Performance Quality Health Care*. 1997;5:180-188.
14. Rice LB, Eckstein EC, DeVente J, Shlaes DM. Ceftazidime-resistant *Klebsiella pneumoniae* isolates recovered at the Cleveland Department of Veterans Affairs Medical Center. *Clin Infect Dis*. 1996;23:118-124.
15. Evans RS, Pestotnik SL, Classen DC, et al. A computer-assisted management program for antibiotics and other anti-infective agents. *N Engl J Med*. 1998;338:232-238.
16. Acar JF. Consequences of bacterial resistance to antibiotics in medical practice. *Clin Infect Dis*. 1997;24(suppl 1):S17-S18.

Positive Effects of Prenatal and Early Childhood Interventions

The article by Olds and colleagues¹ in this issue of THE JOURNAL continues a series of publications of well-designed experiments examining the effects of early intervention on maternal and child outcomes.²⁻⁴ These important studies represent considerable progress toward establishing proof that early intervention can produce positive and persistent changes

in human development and also strengthen the base of knowledge regarding the nature of infant vulnerabilities and the hazards these infants and their families face from substandard

See also p 1238.

living environments. This mounting evidence intersects in a timely way with increasing interest among policymakers in the effect of early intervention on brain development and suggests specific strategies and policies to substantially improve

From the Department of Maternal and Child Health, Harvard School of Public Health, Boston, Mass.
Reprints: Felton Earls, MD, Department of Maternal and Child Health, Harvard School of Public Health, 677 Huntington Ave, Boston, MA 02115.

the lives of children living in the most disadvantaged circumstances in our nation.

The study by Olds et al¹ provides convincing evidence that home visitation by nurses during the prenatal period and the first 24 months of postnatal life produces long-lasting beneficial effects on children's antisocial behaviors assessed at age 15 years. Compared with other study groups, adolescent offspring of poor, unmarried mothers who received the nurse home visits reported fewer instances of running away, arrests, convictions and violations of probation, lifetime sex partners, and days having consumed alcohol during the previous 6 months. Rather surprisingly, beneficial effects also were observed for those who received the more limited intervention of home visitation during the prenatal period alone, although these were of lesser magnitude than the full intervention with visits during both the prenatal period and postnatal life.

The potential of early intervention to reduce youth crime has important implications; the US Department of Justice is supporting development of the program in a number of high-crime communities. However, the limitations of the study by Olds and colleagues¹ must be kept in mind, in particular the use of self-report as the chief measure of the behavioral outcomes. In this study, the reports of adolescents were in general accord with the reports of parents and teachers and with school records. Although the study is methodologically sound to assess such outcomes from several independent sources, investigators in this field typically have found much less agreement than expected between such sources. Self-report questionnaires originally were introduced to overcome known biases associated with recording information in official records. Therefore, there is no strong reason to assume that school records should be a criterion for the validity of self-reports. Moreover, teachers and parents are known to have quite different perceptions of behavior problems and make their judgments based on observations in dissimilar contexts. In fact, the agreement between parents and teachers is less good for children in higher grades than those in lower grades because older children typically have more teachers and spend shorter periods of time with the same teacher.

The authors did find some discrepancies, however, between the adolescents' reports and probation and court records, which the authors attribute to failure of their survey questions to adequately assess the severity of delinquent behavior. In addition, the meaning of some terms, such as police contacts, is vague. There is also the troubling inconsistency that adolescents in the most intensively treated group reported more contact with the police but fewer arrests and convictions than those in the control condition. Even though the authors suggest that this is an anomalous finding, it remains troublesome.

These results did build on outcomes previously reported from the same study that demonstrated enduring benefits to the mothers who received the home visit intervention.⁶ Taken together, the evidence suggests that supplementing a disadvantaged home environment through nurse visits improved parenting behavior and promoted healthier biological and behavioral development of the children. Much has been made about the importance of the first few years as a critical phase of the life course. This notion was ushered in at the beginning of this century through the metaphors of psychoanalytical theory and is now being reformulated in biomedical terms. Evidence from animal experiments is providing some remarkable insights into the complexity of mechanisms associated with maternal care.⁷

The authors suggest that the visitation treatment program, starting with the reduction of biological risks to the fetus and culminating in the enhancement of emotional and educational support for mothers, altered a developmental pathway in which antisocial behavior surfaces early in life and persists during the life span. This pattern contrasts with antisocial behavior beginning later in childhood. Although the assessment of antisocial behavior in middle adolescence represents the most difficult time to discriminate between these alternative pathways, it remains plausible that the intervention set in motion a favorable set of direct and indirect influences on children's lives that improved their outcomes over the long term. A single developmental mechanism cannot account for the findings. It is more likely that a combination of behavioral predispositions and environmental advantages were modified during a decisive period of human development.

Comparison of the findings of Olds et al¹ with those reported by investigators in the Infant Health and Development Program (IHDP)^{2,4} provides greater insight into the limits to which developmental trajectories can be changed in early life. The IHDP study was an intensive 8-year intervention for low-birth-weight premature infants, many of whom were also socially and economically disadvantaged, and involved home visits and child development center services. The intervention improved cognitive scores and reduced behavioral problems primarily in those with heavier birth weights. The intervention thus appeared to modify social influences regulating early development more than it altered the biological status of children at the highest level of biological risk (ie, those weighing <1500 g). Together with the findings of Olds et al¹ that nurse visitation improved outcomes primarily for those in the worst social and economic condition, these studies suggest that a targeting of resources in designing intervention programs is warranted.

It is only through intensive and persistent labor that studies such as that of Olds et al reach fruition. Their value is based on learning as much as we can from them because replications of such experiments are not practical. The fact that monthly home visits discharged during the first 2 years of a child's life can have an enduring effect on personal and social deportment is good news. This finding confirms theories about the salience of early development and provides a sturdy foundation for expanding educational and health promotion for disadvantaged families. However, policy considerations should place nurse home visitation within the larger context of the social integrity of neighborhoods and the availability and quality of medical, social, and child care services in which the lives of poor families are situated. One can only speculate on how much stronger the effects of this early intervention would have been if the program had continued beyond the child's second year of life or if efforts had been made to engage the wider social settings in which the families lived.

Unfortunately, it will be no easy task to advance policy in this area, regardless of how compelling the evidence. This is currently reflected in the absence of national standards for the quality of child care, the limited capacity of the Head Start Program to reach the majority of eligible children, and the superficial treatment afforded child care issues in the recent welfare reform legislation.⁸ Perhaps by deepening understanding of the effects of early intervention on brain development, the political resolve to use this knowledge will be strengthened. It is certain, however, that by not responding to the accumulating evidence that early intervention matters,

disadvantaged children will continue to pay a price in terms of educational underachievement, vulnerability to substance abuse, and the many negative consequences of antisocial and criminal behavior.

Felton Earls, MD

1. Olds D, Henderson CR, Cole R, et al. Long-term effects of nurse home visitation on children's criminal and antisocial behavior: 15-year follow-up of a randomized controlled trial. *JAMA*. 1998;280:1238-1244.
2. The Infant Health Development Program. Enhancing the outcomes of low birth weight, premature infants: a multisite, randomized trial. *JAMA*. 1990;263:3035-3042.
3. Brooks-Gunn J, McCarton CM, Casey PH, et al, for Phase II of the Infant Health and Development Program. Early intervention in low-birth-weight premature in-

fants: results through age 6 from the Infant Health and Development Program. *JAMA*. 1994;272:1257-1262.

4. McCarton CM, Brooks-Gunn J, Wallace IF, et al, for the Infant Health and Development Research Group. Results at age 8 years of early intervention for low-birth-weight premature infants. *JAMA*. 1997;277:126-132.

5. Olds DL, Eckenrode J, Henderson CR, et al. Long-term effects of home visitation on maternal life course and child abuse and neglect: 15-year follow-up of a randomized trial. *JAMA*. 1997;278:637-643.

6. Kitman H, Olds DL, Henderson CR, et al. Effect of prenatal and infancy home visitation by nurses on pregnancy outcomes, childhood injuries, and repeated child rearing: a randomized controlled trial. *JAMA*. 1997;278:644-652.

7. Liu D, Diorio J, Tannerbaum B, et al. Maternal care, hippocampal glucocorticoid receptors and hypothalamic-pituitary-adrenal responses to stress. *Science*. 1997;227:1653-1656.

8. National Center for Poverty in Children. *Annual Report, 1997*. New York, NY: Columbia University School of Public Health; 1998.

Low-Tech Autopsies in the Era of High-Tech Medicine

Continued Value for Quality Assurance and Patient Safety

It's back. The autopsy question, that is. It will not go away quietly. In 1983, in a theme issue on autopsy, *JAMA* announced that it was "declaring war on the nonautopsy."¹ We have, in truth, based on outcomes, lost most of the battles since then. But we have not lost the war. Today marks a new offensive.

Autopsies have traditionally been performed to:

1. establish the cause of death,
2. assist in determining the manner of death (ie, homicide, suicide, etc),
3. compare the premortem and postmortem findings,
4. produce accurate vital statistics,
5. monitor the public health,
6. assess the quality of medical practice,
7. instruct medical students and physicians,
8. identify new and changing diseases,
9. evaluate the effectiveness of therapies such as drugs, surgical techniques, and prostheses,
10. reassure family members, and
11. protect against false liability claims and settle valid claims quickly and fairly.²⁻⁶

Preservation of the autopsy has been said to be a "fundamental principle of all clinical research."⁷

But the autopsy has come on hard times since the 1960s.⁸ The Institute of Medicine of Chicago, Ill, has kept autopsy data for Chicago area hospitals (a reasonable sample for urban areas) since 1923 (Figure). The autopsy rates for hospital deaths at nonteaching hospitals nationally now average below 9%; many hospitals have autopsy rates at or near 0% despite many deaths. No one seems to know what proportion of nursing home deaths are autopsied, but it appears to be between 1/100 and 1/1000.⁹

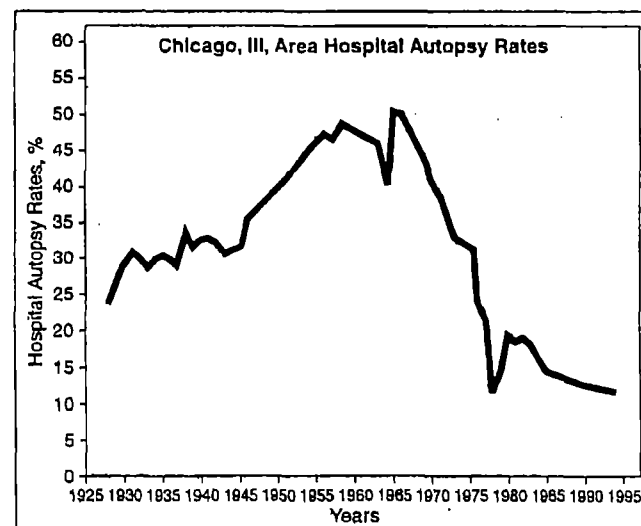
See also p 1245.

Everywhere I go to speak on quality of care and point out these chilling autopsy figures, physicians, policymakers, and the public ask me what happened. I tell them I do not know and

that reasons for the dramatic decline in autopsy rates are many and complex.⁴ Many thousands of words have been written about the impending "death" of the autopsy in the past 30 years. Various calls to arms have been issued. The autopsy is not dead, but it slumbers deeply, apparently the victim of a vast cultural delusion of denial. It is not exactly a conspiracy of silence or necessarily a massive intentional cover-up, but it is a movement with millions of players, all in complicity for widely varying reasons with the final result of "do not bother me with the truth" on the sickest patients—the ones who die.¹

In fact, there is still a giant gap between what high-tech diagnostic medicine can do in theory in ideal circumstances (very much, very well) and what high-tech diagnostic medicine does do in practice in real-life circumstances (not nearly so well), when human beings have to decide what, where, when, how, and why to use it. This gap becomes especially obvious when one looks at patients sick unto death.

Two 1998 reports validate the continued truth that there is an approximately 40% discordance between what clinical physicians diagnose as causes of death antemortem and what the postmortem diagnoses are. In one recent study with such results (44.9% discordance) at the University of Pittsburgh, Pa,



Dr Lundberg is Editor of *JAMA*.
Reprints: George D. Lundberg, MD, *JAMA*, 515 N State St, Chicago, IL 60610
(e-mail: George_Lundberg@ama-assn.org).

White House Conference on School Safety:

Causes and Prevention of Youth Violence

Panelist Biographies for Session III

Lynn McDonald, Ph.D., Founder, Families and Schools Together (FAST), Madison, WI

Dr. Lynn McDonald is the Founder of Families and Schools Together (FAST). Developed in 1987, FAST integrates pre-existing mental health research with practitioner skills to address the urgent social problem of violence and persistent juvenile delinquency in our society. She has created, developed and supervised the national replication and dissemination efforts of FAST since 1989. In 1998, Dr. McDonald entered in a five year project with Family Service America (FSA) to disseminate FAST throughout its membership structure. She is also assisting Communities in Schools with a national replication of the FAST process.

Irma Howard, FAST Graduate, New Orleans, LA

Irma Howard is a 1995 graduate of the FAST program. She is a full time undergraduate student at the Southern University of New Orleans enrolled in the Sociology program and is employed full time as an Administrative Secretary with the Family Service of Greater New Orleans. Ms. Howard is married and the mother of three children. Her 16 year old daughter and 11 year old son participated in the FAST program with her. Her son received an award for Most Improved Behavior. Ms. Howard currently serves on the FASTWORKS Parent Advisory Council which organizes activities for families who have participated in the FAST program.

Mariana R. Gaston, Director, Resolving Conflict Creatively Program, New York, NY

Mariana Gaston is the Director of the Resolving Conflict Creatively Program. She is responsible for ensuring the successful delivery and implementation of conflict resolution curricula to hundreds of peer mediation programs in more than 28 New York City Public School Districts. Ms. Gaston has developed numerous specialized training models based on the Resolving Conflict Creatively Program curriculum model for educators, parents and students. Ms. Gaston has developed culturally and linguistically sensitive models for Spanish-speaking teachers, parents and students, and has helped develop similar work for Haitian and Chinese School communities.

Thomas C. Frazier, Police Commissioner, Baltimore Police Department, Baltimore, MD

Commissioner Frazier is one of the creators of the community policing concept. He established 27 Baltimore Police Athletic League Centers in 1995. The PAL Centers serve as after-school programs that operate during non-school hours and school breaks. They stress academics and responsibility, but also provide children with a safe, drug and crime free environment to engage in social and recreational activities. Commissioner Frazier also developed and implemented Community Oriented Policing in San Jose California when he was Assistant Chief of Police and has served as a consultant to the Office of Juvenile Justice and Delinquency Prevention (OJJDP) on youth-focused community oriented policing.

Sandra McBrayer, Executive Director, Children's Initiative, San Diego, CA

Sandra McBrayer is the Executive Director of the Children's Initiative, an organization dedicated to strengthening children and families. Children's Initiative works for integrated services that promote the values of collaboration, prevention and measurable outcomes in the fields of education, health, safety and economic security. She also teaches at the College of Education at San Deigo State University. In 1987, Ms. McBrayer founded and developed the first successful school for homeless and unattended youth in the United States - the Homeless Outreach School. In 1994, Ms. McBrayer was named National Teacher of the Year by President Clinton and has received recognition throughout her teaching career. She continues to speak nationally and internationally as an advocate for issues that affect children, youth and families.

Lt. Gary French, Boston's Youth Violence Strike Force, Roslindale, MA

Lieutenant Gary French is a Commander of the Boston Police Youth Violence Strike Force, a unit designed to disrupt gang activity and aggressively curtail youth violence in Boston. The Youth Violence Strike was recognized by both President Clinton and Attorney General Reno as a model for combating youth violence. Lt. French has been a member of the Boston Police Department for 15 years, serving in patrol, narcotics and street supervision. He has been rewarded for his outstanding contribution to community policing in the Dorchester section of Boston. Lt. French also served in the U.S. Army as a member of the military police from 1971 to 1973.

Families and Schools Together (FAST)

FAST is a two-year program that engages parents in providing social supports for children ages 3-13 and their families. Implemented by schools nationwide, this program seeks to improve student behavior and strengthen communities, schools, and families by reaching out to socially isolated families, creating support networks, and encouraging parents to take leadership roles in the program. It does this through a well-defined collaboration between parents, the school, a local mental health agency, a local provider of substance abuse prevention and intervention services, a youth advocate, and a youth partner.

Children referred to the FAST program, usually by school personnel, tend to display problem behaviors in the classroom, but students may also be invited to join because of low reading skills or other individual or family problems. Nationally, the children in FAST are 65% male, 95% eligible for free or reduced lunch, 51% Caucasian, 25% Latino, and 23% African-American.

After referral by an elementary school teacher, FAST parent graduates make home visits to invite a child and his or her whole family to participate in the program. Families are clustered in groups of 10 to 12 according to where their children attend school, and then attend eight weekly sessions run by a team of professionals from the community. During these sessions, several interactive and fun strategies for increasing the social bonds of the child are taught to parents and practiced by the whole family. These strategies include:

- play therapy, in which parents spend at least 15 minutes per day playing with their children in a non-directive, non-judgmental manner;
- structured, interactive activities which involve the whole family (e.g., sharing a meal);
- a parent self-help group which is encouraged to become cohesive and provide a network for social support;
- parent empowerment, in which parents learn that they can be the primary prevention agents for their children; and
- school-community partnerships which include parental involvement with the school.

Following the initial eight weeks, groups of families run their own meetings for two years while continuing to receive support from the FAST team as needed. The FAST program has had a significant impact on students' behaviors. Outcome evaluation data from statewide FAST replication in 30 Wisconsin schools and in California schools both showed parents reporting 25% improvement at home and teachers reporting 20% improvement at school after only eight sessions in the following behaviors: reduced behavior problems, such as bullying, hitting, stealing, and lying; reduced withdrawal and anxiety; and reduced attention span problems.

The FAST program has also had a great deal of success engaging hard-to-reach, low-income families. In evaluations of the program, teachers and parents have reported increases in family cohesion, and decreases in social isolation. Of the families that come to one FAST meeting, 88% remain at least to the end of the initial eight-week phase. Results after 10 weeks show statistically significant improvements in classroom behaviors, home behaviors, and self-esteem of the youth and also in family closeness. After six months, these gains are maintained and there is increased parent involvement in school, increased parent self-sufficiency, along with the above referenced decreased social isolation. Over the following two years, schools report dramatic sustained increases in parental involvement (75%) and self-referral to family counseling (26%) and substance abuse treatment (8%). Two to four years after FAST, 92% of the FAST parent graduates report an increase of their involvement with community activities, including further education for themselves (44%), church (35%), and employment (55%).

Baltimore Police Athletic League (PAL)

The mission of the Baltimore Police Athletic League (PAL) is to reduce juvenile-involved crime and victimization by allowing young people to interact with police officers in a positive setting, while participating in constructive alternatives to antisocial behavior. An innovative partnership of public and private interests provided funding to transform a former convenience store in northeastern Baltimore into the first center of the Baltimore PAL. With the success of this pilot project, additional centers were acquired as fast as they could be absorbed. Today, PAL operates 27 centers and serves the needs of more than 7,000 youth.

As the regular school day ends, PAL centers open their doors between 2 p.m. and 10 p.m. to provide a safe haven for youth. PAL's after-school and summer academic and recreational activities are run by Baltimore police officers, community service officers, and parent and community volunteers. These adults, serving as role models and mentors, work to create a healthy atmosphere that fosters trust and mutual respect between youth and adult authority figures. Young people learn integrity, responsibility, diligence, and teamwork.

PAL incorporates proven strategies that strengthen protective factors and promote positive and productive behaviors and attitudes. Key elements include:

- Opportunities for caring relationships with peers and adults;
- High expectations and clear standards of behavior for youth;
- Productive educational and cultural activities;
- Community service projects;
- Continuity of supports and role models.

The program has four components: character development, home assistance and academic enrichment, arts and cultural activities, and physical activities. Collaborative partnerships with other organizations, businesses, and community groups strengthen PAL's programs and its learning environment. PAL works with a number of local groups that provide volunteers for training, mentoring, tutoring, and additional resources to the centers. In addition, PAL has established active partnerships with the Baltimore City Public Schools and with the Maryland State Department of Education, and discussions are underway for PAL to host Super Camps, a program to help third graders who are not reading at grade level. The Baltimore Police Department is also working to implement at least one PAL center in each of the City's 29 police sectors. Collectively, these centers will serve more than 10,000 youth, representing approximately 10 percent of the school-age population in Baltimore.

In neighborhoods where PAL centers are located, crime involving youngsters has dropped markedly. A recent evaluation of the first PAL center found that in the area immediately surrounding the center, between 1994 and 1997, juvenile victimization decreased 43.9%, nearly three times as much as the overall city-wide rate for all victimization. Between 1996 and 1997, for the time periods during which PAL centers are open (2 p.m.-10 p.m.), juvenile arrests in the immediate area decreased by 9.8%, while juvenile arrest rates for the City rose 4.4%.

The Resolving Conflict Creatively Program

The Resolving Conflict Creatively Program (RCCP) is a comprehensive, school-based program in conflict resolution and intercultural understanding. RCCP began in 1985 as a collaboration of the New York City Public Schools and the New York City Chapter of Educators for Social Responsibility Metropolitan Area, an independent nonprofit organization. The RCCP National Center was established in September 1993 to forge multi-year partnerships with school districts and to support dissemination efforts to implement the program throughout the country.

The overall goal of RCCP is to incorporate these skills into the classroom curriculum and everyday social interactions. RCCP's primary objectives are to achieve a long-term reduction in violence and violence-related behavior; to promote caring and cooperative behavior among children, adolescents, and adults in and out of school; and to promote intergroup understanding and positive intergroup relations. At the same time, the program also seeks to promote greater student academic achievement and a reduction in the absentee rates for both students and teachers. Components of the RCCP program include:

- showing young people nonviolent alternatives for dealing with conflict;
- teaching children skills to create nonviolent solutions for real conflict in their own lives;
- increasing students' understanding and appreciation of their own culture and of cultures different from their own;
- showing children that they can play a powerful role in creating a more peaceful community;
- teaching student mediation;
- providing staff development; and
- providing parent training.

In addition to the school-based components, RCCP also focuses on parent training in order to make parents better leaders in the school and community. Two to three parents per year are trained for sixty hours to lead workshops for other parents on intergroup relations, family communication and conflict resolution. The program believes there is a need for cooperation among the school and community activities to create an environment in which children and youth learn how to think and act in a caring and socially responsible way toward one another and the community.

An evaluation by Metis Associates found that teachers saw an improvement in the behavior and attitudes of children involved in RCCP:

- 64% of teachers reported less physical violence in the classroom;
- 75% of teachers reported an increase in student cooperation;
- 92% of students felt better about themselves;
- Over 90% of parents reported an increase in their own communication and problem solving skills;
- The in- and out-of-school suspension rates at the RCCP middle school decreased significantly while non-RCCP middle school rates increased during the same time period; and
- The dropout rate at the RCCP high school decreased significantly while non-RCCP high school rates increased during the same period.

San Diego County's Comprehensive Strategy

San Diego is the fourth largest county in the United States. Its diverse population of more than 2.7 million speak more than 80 different languages. There are 43 school districts in the county. The San Diego Unified School District is one of the 43, and is the sixth largest school district in the Nation. In the last decade, the County experienced high rates of unemployment, 50 percent higher than other southern California counties; and an increase in juvenile violence and crime, especially in weapons charges.

In response to these increases, San Diego County is implementing a successful comprehensive strategy to reduce youth violence and crime and develop healthy, responsible youth through prevention, intervention and appropriate sanctions. Building upon Federal and State support and a rich local history of collaborative ventures across agencies, diverse members of the community joined together towards the common goal of creating healthy and safe children and communities in San Diego County. The group includes community based organizations, the PTA, and key leaders from education, health, social services, the faith community, law enforcement, juvenile court, probation, universities, and 43 school districts.

The hallmark of this comprehensive strategy is that schools, public agencies and communities work together to respond to community identified needs. An interdisciplinary team and subcommittees regularly advance an agenda that includes a range of activities from the earliest of prevention strategies to the use of appropriate sanctions and the suppression of crime. By sharing data and resources and its commitment to the safety of children and the community as a whole, the collaboration is identifying gaps in services; coordinating existing activities; leveraging federal, state, local and private funds; and offering a range of promising and effective programs and services for children and families in need.

Accountability: San Diego's Comprehensive Strategy is improving public safety through a number of approaches. Breaking Cycles, a prevention and early intervention program targeted at juvenile offenders and gang members are making schools, streets and communities safer for San Diego County youth and families. Last year, the County and City of San Diego implemented a daytime loitering ordinance in an effort to decrease daytime juvenile crime. San Diego has also recently begun to cite violence and alcohol, tobacco and drug violations occurring on or near school campuses using existing and local penal codes. Schools identify students committing specific infractions, initiate their citing by local law enforcement, and then the power of the local courts is used to prescribe the attendance of the cited youth and their families in an appropriate intervention program.

Safe and Drug Free Schools: San Diego's comprehensive strategy is creating safe and drug free schools. Using Federal Safe and Drug Free School monies, the school districts have developed an impressive alcohol and drug prevention education initiative. The Life Skills curriculum is a key aspect of this intervention initiative. There are few prevention programs that have been tested as thoroughly as this model. In studies involving more than 180 suburban and urban schools, grades 7-12, diverse populations of youth, various substance abuse issues—and with long-term follow-up for up to six years—the Life Skills program has generally documented initial reductions of 50 percent in youth alcohol, tobacco, and marijuana use, along with a sustained impact. San Diego has recently received a federal grant to implement this program in the Unified School District.

San Diego also has one of the oldest Zero Tolerance policies in the country for guns and drugs in schools. A student found with a gun on campus is automatically expelled and placed in an alternative school setting. A student in possession of drugs is arrested, suspended, and ordered by the court to participate in an intervention program. Police officers, juvenile judges, and probation officers work with the schools to

ensure that youth who break the law are held accountable, but also effectively diverted from leading a life of crime. Juvenile Court and Community Schools (JCCS) operate alternative educational environments for students who have been expelled from home schools for violence, weapon possession, and drug and alcohol violations. JCCS programs prepare students for graduation and employment and provide a wide array of counseling and rehabilitation services. Nine of the school districts also employ probation officers to work directly with students to provide interventions, thwart violence and drug and alcohol use, reduce truancy and improve attendance, and provide referrals to students and families for special services from community-based agencies.

Community-wide Prevention: San Diego's comprehensive strategy is also supporting healthy families and communities. Each of the 43 school districts has referral programs to an array of community-based organizations that provide family and individual counseling, conflict resolution, domestic violence prevention, substance abuse prevention and intervention programs, in-home family support services, community service projects, youth development, and recreational activities. Together, the school districts, probation department and local law enforcement work to access all available resources for children and families. Programs include:

- Parenting classes, including in-home services provided to families;
- Family Resource Centers, which treat families involved or impacted by abuse and violence;
- Healthy Start, which provides health services in more than 50 schools and communities for school age children and their families;
- The Healthy Kids Initiative, which provides immunization for children and expands preschool, Head Start, child-care and welfare to work services. Some districts have also implemented twilight Head Start programs for working parents;
- Title V Community Prevention Grants from the Department of Justice's Office of Juvenile Justice and Delinquency Prevention, which provides special funding to existing collaboratives in San Diego County to focus on delinquency prevention. Funding has supported teen centers that offer social, recreational and youth development programs for local young people;
- Critical Hours Programs, which provide after school activities for middle school youth in 38 communities. With more than 150 collaborative partners, Critical Hours has served more than 14,000 youth in its first year;
- Youth Congress advocates for youth voice and involvement in policy and decision making in local government and establishes programs to encourage youth to be actively involved in all aspects of their community ;
- Choices Program, a family-centered program to provide intensive case management supervision for minors on probation; and
- To improve substance abuse treatment, the County of San Diego has increased the number of residential treatment beds to 750, increased the number of youth served from 600 to 3000 and has reduced the wait time for services from 12 weeks to 2 weeks or less.

San Diego County's communities and school districts have seen a correlation between the implementation of these activities and some short-term benefits. While San Diego experienced a dramatic increase in juvenile crime from the mid-1980's until the early 1990's, the effectiveness of the county's comprehensive approach is demonstrated by a significant decrease since 1994 in juvenile homicide and a decrease in juvenile crime overall. Further, there have been reductions in teen birth rates, dropout rates, possession of drugs and weapons on campus, and truancy rates. In addition, youth report feeling safer going to and from school and in their communities. This is the result of the concerted effort by local leaders, community organizations, schools and law enforcement to collaborate and implement prevention and intervention strategies with sustainable and measurable results. Now San Diego is primed to expand

these accomplishments into a long-term strategy by institutionalizing these multi-disciplinary relationships. In order to maximize the impact of this work, San Diego is partnering both with the State of California and the Federal Government through the Office of Juvenile Justice and Delinquency Prevention and will shortly announce a five-year plan to further their work in this area.

For Additional Information on these Programs Contact ...

Families and Schools Together (FAST)

University of Wisconsin—Madison
1025 West Johnson Street
Madison, WI 53706
Phone: 608-263-9476
Fax: 608-263-6488

Resolving Conflict Creatively Program

National Center

40 Exchange Place, Suite 111
New York, NY 10057
Phone: 212-509-0022
Fax: 212-509-1095
Email: esrrccp@aol.com

Baltimore Police Athletic League

601 East Fayette Street, 3rd Floor
Baltimore, MD 21202
Phone: 410-396-2166
Fax: 410-396-2545

San Diego County's Comprehensive Strategy

C/O Children's Initiative

4438 Ingraham Street
San Diego, Ca 92109
Phone: 619-490-1670
Fax: 619-490-1676

School and Youth Violence: A Statistical Snapshot

-- SCHOOL SAFETY AND VIOLENCE --

Violence In the 1996- 97 School Year

43% of schools reported no incidents of crime -- Most schools (80%) reported 5 or fewer crimes. [1996-97 Principals Survey]

47% of schools reported only less serious crimes like theft or vandalism to law enforcement -- This includes an estimated 190,000 physical attacks or fights without a weapon, 116,000 incidents of thefts or larceny and 98,000 incidents of vandalism. [1996-97 Principals Survey]

10% of schools reported one or more serious violent crimes -- This includes an estimated 11,000 physical attacks or fights in which a weapon was used, 7,000 robberies and 4,000 rapes or other types of sexual assault. [1996-97 Principals Survey]

Schools with serious discipline problems were more likely to experience crime or violence -- Principals rate absenteeism, tardiness, and fights as the three most common discipline problems among students. [1996-97 Principals Survey]

[Source: National Center for Education Statistics report titled: Violence and Discipline Problems in U.S. Schools: 1996-97 -- a national survey of 1,200 principals]

School Crime in 1995 Compared to 1989

Little change in the overall level of school crime was reported. The overall level of victimization in schools in 1995 was similar to that in 1989 -- 14.6% to 14.5%. Violent victimizations increased from 3.4% to 4.2%, and property crimes decreased slightly from 12.2% to 11.6%. [1989 and 1995 School Crime Supplement]

Reports of Drug availability went up—Reports of the overall availability of drugs increased slightly from 63.2% to 65.5%, with marijuana remaining the most readily available drug. The percentage of students reporting that it was easy to obtain marijuana rose from 30.5% to 36.4%. [1989 and 1995 School Crime Supplement]

Reports of gangs in schools nearly doubled -- The percentage of students reporting gangs in their schools increased dramatically from 15.3% in 1989 to 28.4% in 1995. Increases were reported in central cities, suburbs and non-metropolitan areas. And where students reported the presence of gangs they were about 3 times more likely to be victims of violent crime. [1989 and 1995 School Crime Supplement]

Few students reported guns in schools -- in 1995, less than one half of one percent of students reported taking a gun to school. However, 5.3% reported seeing another student with a gun at school, and 12.7% reported knowing another student who brought a gun to school. [1989 and 1995 School Crime Supplement]

-- YOUTH VIOLENCE --

Young Victims of Violence

2,600 juveniles were murdered in 1995 -- Between 1985 and 1995, nearly 25,000 juveniles were murdered in the United States. [1997 Update on Violence]

Nearly all of the increase in the murder of juveniles over the past decade was firearm related. And between 1985 and 1995, while non-firearm murders of juveniles increased 9%, the number of juveniles murdered with firearms increased 153%. [1997 Update on Violence]

Juveniles are more likely than adults to be the victims of violent crime and be injured as a result. Juveniles ages 12-17 were nearly three times as likely as adults to be victims of violent crimes in 1994, and almost three times as likely to experience a crime related injury. [1997 Update on Violence]

Crimes Committed by Young People

The rate of juvenile crime is down--Victims Reported a 25% Drop in Violent Crimes by Juveniles in 1995. Between 1994 and 1995 violent victimizations by juveniles declined more than those committed by adults (25% for juveniles vs. 18% for adults). Robberies by juveniles decreased 15% in 1995, and juvenile aggravated assaults decreased 32%. [1997 Update on Violence]

Juvenile arrests rates down two years in a row -- While the juvenile violent crime arrest rate increased 64% between 1988 and 1994, it decreased each of the next two years. The three percent rate reductions between 1994 and 1995 was followed by a nine percent drop in 1996, for a two year total decline of 12 percent. [Juvenile Arrests, 1996]

Murder arrest rates have decreased significantly -- The decrease in the juvenile murder arrest rate has been more significant. Following the 1993 peak, juvenile murder arrest rates declined substantially in each of the next three years for a total decline of 31 percent. [FBI, Uniform Crime Report, 1997]

Murders by individual juveniles and gangs are down -- After more than a decade of increases, homicides by juveniles dropped 17% in 1995. Compared to 1994 juvenile homicides, declines were found in both homicides involving a single offender and those committed by groups involving juveniles. Nearly all of this decline in 1995 were in firearm-related homicides. Of the murders committed by juveniles in 1995, 79% of the victims were killed with a firearm. Ten percent of victims were family members, 54% were acquaintances, and 36% were strangers. [1997 Update on Violence]

SOURCES

Source: Heaviside, S., Rowand, C., Williams, C. and Farris, E. Violence and Discipline Problems in U.S. Public Schools--1996-97. Washington, D.C.: National Center for Education Statistics, U.S. Department of Education, 1998.

Sources: Chandler, K., Chapman C., Rand, M. and Taylor, B. Students Reports of School Crime: 1989 and 1995. Washington D.C.: U.S. Departments of Education and Justice, 1998.

Sickmund, M., Snyder, H., and Poe-Yamagata, E. Juvenile Offenders and Victims: 1997 Update on Violence. Washington, D.C.: Office of Juvenile Justice and DDelinquencyPrevention, 1997.

Snyder, H. Juvenile Arrests 1996, OJJDP Bulletin. Washington D.C., Office of Juvenile Justice and Delinquency Prevention, November 1997.

Annual Report on School Safety

1998

Schools

October 1998

D E A R C O L L E A G U E :



Following the tragic shooting at West Paducah High School in December 1997, President Clinton directed the U.S. Departments of Education and Justice to prepare, for the first time, an annual report on school safety. The first *Annual Report on School Safety* provides parents, schools, and the community with an overview of the scope of school crime, and describes actions schools and communities can take to address this critical issue.

The recent tragedies experienced by the communities of Springfield, Oregon; Edinboro, Pennsylvania; Jonesboro, Arkansas; West Paducah, Kentucky; Pearl, Mississippi; and others have made an indelible mark on the minds and hearts of all Americans. Yet, it is important to remember that ninety percent of our schools are free of serious, violent crime. While our schools are among the safest places for students to be on a day-to-day basis, any school crime is too much.

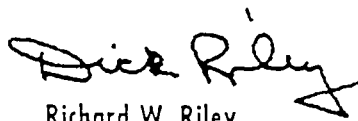
School violence is a complicated societal problem. It is not, however, insurmountable. Many schools have created safe and sound environments, overcoming the influences of violence in their communities. Many schools have developed successful comprehensive school safety plans that incorporate effective, research-based programs and strategies; zero-tolerance policies for drugs and weapons; and community collaboration.

School safety must be a priority not only for schools, but for the entire community as well. In particular, it is imperative that we work toward three priorities:

- Improving data collection and identifying data gaps at the Federal, State, and local level will help improve prevention activities and the allocation of scarce drug and violence prevention resources. Schools and communities cannot develop effective strategies without a thorough understanding of the nature and extent of youth drug use and violence.
- Community leaders and organizations must be involved in the development and implementation of school safety plans. Active participation from parents, teachers, students, law enforcement, elected officials and business leaders, to name just a few, is needed to help create and maintain schools in which students and educators alike feel safe and secure, and where they can confidently pursue the primary business of schools—education.
- No single program or strategy can effectively meet the needs of all students. Successful school safety plans will involve a variety of broad-based strategies, policies, and programs that focus on improving the overall quality of the school environment.

We hope that this report will encourage schools, families, and communities around the country to adopt these priorities and take action against crime and violence in their own schools and communities. This first *Annual Report on School Safety* is dedicated to all of the students and teachers who have lost their lives at school. We must never forget them.

Sincerely,


Richard W. Riley
Secretary of Education


Janet Reno
Attorney General

TABLE OF CONTENTS

iv	EXECUTIVE SUMMARY
v	INTRODUCTION
1	CHAPTER 1: <i>The Nature and Scope of School Violence</i> A National Perspective Public School Policies and Practices Related to School Safety A State and Local Perspective
11	CHAPTER 2: <i>What Communities Can Do Through Collaboration</i> What Communities Can Do What Schools Can Do What Students Can Do What Parents Can Do What Police and Juvenile Justice Authorities Can Do What Businesses Can Do What Elected Officials and Government Agencies Can Do
23	CHAPTER 3: <i>Model Programs</i>
33	CHAPTER 4: <i>Resources</i>
39	REFERENCES

EXECUTIVE SUMMARY

Most schools are safe. In fact, a child is more likely to be a victim of a violent crime in the community or at home than at school. In particular, homicides in school are extremely rare events. However, violence does occur in schools, endangering students and teachers and compromising the learning environment. We must not tolerate any school violence. This report provides a description of the nature and extent of crime and violence on school property, and presents information on how schools and communities can work together to prevent and address school violence.

The data in this report show a decline in school crime and a reduction in the percentage of students carrying weapons to school. At the same time, the data indicate a substantial amount of crime, including violent crime, against both students and teachers. It is also very important to note that students are more fearful at school today than in the past. These conditions highlight the importance of accurately measuring incidents of school crime so that we can improve our school environments and make them safer places.

Schools are responding to the challenge posed by school crime in many ways. They are implementing zero-tolerance policies, increasing school security, and implementing formal school violence prevention or reduction programs. Many schools are working with communities to successfully reduce school crime and violence by adopting a strategy that takes into account the specific safety problems experienced by the school and then identifies appropriate interventions. This problem-solving approach requires the school and community to collaborate to develop and implement a comprehensive school safety plan.

Steps for developing and implementing a comprehensive school safety plan are described in this report: (1) establish school-community partnerships; (2) identify and measure the problem; (3) set measurable goals and objectives; (4) identify appropriate research-based programs and strategies; (5) implement the comprehensive plan; (6) evaluate the plan; and (7) revise the plan on the basis of the evaluation. The report also provides information on what schools, students, parents, business leaders, law enforcement and juvenile justice agencies, and elected officials and government agencies can do to contribute to the creation of safer schools.

Despite recent tragedies that received national attention, schools should not be singled out as especially dangerous places. Rather, schools should be the focus of community collaborations that create safe learning environments for all students.

INTRODUCTION

The vast majority of America's schools are safe places. Two decades of comprehensive research support this conclusion. Yet, reports of gun-, gang-, and drug-induced violence sometimes create the impression that such violence is pervasive in our Nation's schools and instill fear in the minds of parents, students, and teachers. While this fear is understandable, it is not based on fact.

It is true that some schools do have serious crime and violence problems and that these problems both compromise the learning environment and endanger our children and educators. These problems urgently need to be identified, analyzed, and addressed. All children deserve to have a safe, orderly school environment in which to learn and grow.

The first Annual Report on School Safety presents a description of the nature and extent of crime and violence on school property. It shows what measures some schools have taken to prevent or address school violence and provides parents, students, and educators with information and resources to evaluate and enhance their own school's level of safety. The report is divided into four chapters: The Nature and Scope of School Violence, What Communities Can Do Through Collaboration, Model Programs, and Resources.

Chapter 1 presents the nature and scope of school violence in the United States. A national perspective on school crime and safety issues is presented by examining data on crimes against students, violent student deaths at school, crime at public schools as reported to police, crimes against teachers, gangs at school, weapons at school, the relationship between school crime and drug availability, student perceptions of school safety, and efforts by schools to increase school safety. More detailed presentations of these and other related national data can be found in *Indicators of School Crime and Safety, 1998* by the National Center for Education Statistics and the Bureau of Justice Statistics (see References). State and local data on school crime and safety are also presented in the form of student risk behavior data (such as self-reported weapon carrying).

Chapter 2 describes steps that communities can take to develop a comprehensive plan to reduce school crime and violence. It also highlights what schools, students, parents, police and juvenile justice authorities, businesses, and elected officials and government agencies can do to create a safe learning environment for all students.

Chapter 3 presents summary information on model programs that have demonstrated success or are promising in addressing the problems and issues related to school crime. Communities can consider these programs in developing and implementing their comprehensive plans. The chapter is organized by the types of problems schools encounter: aggression/fighting, bullying, family issues, gangs, racial and other bias-related conflict, sexual harassment/sexual violence, substance abuse, truancy/dropout, vandalism, and weapons.

Chapter 4 lists resources for more information about school safety and crime issues. These resources include organizations, Web sites, listserves, videos, Federal resources, and publications.

Throughout the report, school profiles highlight several schools that are doing an exemplary job of creating and maintaining safe environments. The highlighted schools have developed and implemented comprehensive approaches for school safety that will be continued or enhanced in the future. These schools have put in place a combination of programs and strategies that include school security, schoolwide education in violence prevention, counseling, and specialized student services such as alternative educational approaches for high-risk students.

CHAPTER 1: THE NATURE AND SCOPE OF SCHOOL VIOLENCE

The recent school shootings have drawn heightened public attention to school crime and safety. Unfortunately, public perceptions of school safety are often fueled by media accounts that play up sensational events and fail to provide a real understanding of the accomplishments of schools or the problems they face. The heightened public attention does provide an opportunity to closely examine what is happening in schools today. As we learn more, we can use that knowledge to fashion rational policies and strategies for preventing crime and increasing school safety.

Assessing the safety of our schools, on both national and local levels, is a complex undertaking. This report brings together, in one document, critical information gleaned from numerous surveys and reports. While we do not know as much about threats to school safety as we might like, this document is a starting point from which an initial assessment of school safety emerges. As more schools and jurisdictions collect data on school crime and safety issues, we will be able to eliminate information gaps. Readers should note that this report specifically addresses intentional injuries and crimes against students and teachers. School-related accidents and unintentional injuries, which far exceed the amount of school crime, were purposely excluded.

The first section of this chapter presents national data on school crime and youth violence. Data on specific school policies and practices designed to increase school safety follow. The chapter concludes with selected data for individual States and localities.

Data used in this chapter are drawn from several different studies conducted by the Bureau of Justice Statistics, the Centers for Disease Control and Prevention, the National Center for Education Statistics, the National Center for Health Statistics, and the Survey Research Center of the University of Michigan. A complete list of the studies is included in the References section of this report.

All studies used nationally representative samples, except for the data source on school-associated violent deaths, which tracked all school-associated violent deaths in the country. Data sources for the different studies varied. Some surveyed different populations of students, another surveyed teachers and yet another surveyed schools. Definitions of crime, age groups analyzed and time periods can vary from indicator to indicator. The reader should also note that definitions can vary across studies. For example, "at school" and "away from school" may have different meanings, depending upon the study. The same is true for urbanicity ("urban," "rural," "suburban").

For a more complete understanding of the data in this report, see *Indicators of School Crime and Safety, 1998*, or the original studies, listed in the References section.

A NATIONAL PERSPECTIVE

This section provides a national picture of American schools and the amount of crime experienced by those who work and learn there. It attempts to answer those questions that are at the heart of the school safety issue. How much crime is occurring in our Nation's schools? Are schools more or less safe than in the past? Do students feel safe at school? What kinds of crimes are occurring? How likely is it that students or teachers will become the victims of school crime? What other conditions seem to be associated with an unsafe school environment?

The answers to these questions present a mixed story. We are given hope by data showing declining school crime and a reduction in the number of guns being carried to school. At the same time, there remains a substantial amount of crime, including violent crime, against both students and teachers in too many schools. It is also very important to note that students are more fearful at school today than in the past. These conditions highlight the importance of accurately measuring incidents of school crime so that we can improve our school environments and make them safer places.

Total Number of Students, Teachers, and Schools

	TOTAL	PUBLIC	PRIVATE
STUDENTS	51,500,000	45,700,000	5,800,000
TEACHERS	3,000,000	2,600,000	400,000
ELEMENTARY SCHOOLS	64,800	48,000	16,800
MIDDLE SCHOOLS ¹	14,000	14,000	-
HIGH SCHOOLS	17,800	15,300	2,500
OTHER SCHOOLS ²	12,400	4,000	8,400
TOTAL SCHOOLS	109,000	81,300	27,700

Sources: Digest of Education Statistics, 1997 (December 1997, NCES-95-015); Overview of Public Elementary and Secondary Schools and Districts, School Year 1996-1997 (October 1998, NCES 98-204).

Note: Number of students (public and private) are projected data from 1995-97. Number of public schools are from 1996-97; number of private schools are from 1995-96.

1 Due to the small number of private middle schools, they are not counted as a separate category.

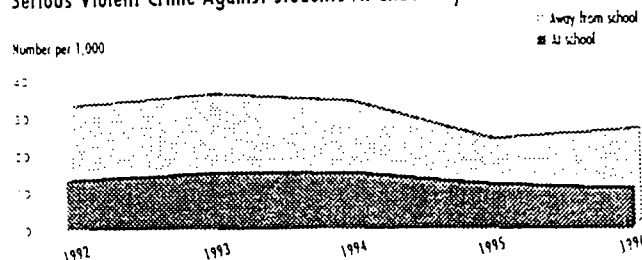
2 For private schools, these are combined schools that cross the elementary/secondary boundary.

Despite recent occurrences, schools should not be singled out as especially dangerous places in the community. Most school crime is theft, not serious violent crime.

While students were victims of about the same number of crimes in and out of school in 1996 (about three million at either location), the nature of crime outside of school is far more serious than in school.

- Students ages 12 through 18 were more likely to be victims of serious violent crime away from school than at school. In 1996, about 26 of every 1,000 students (ages 12 to 18) were victims of serious violent crimes away from school (a total of 671,000 serious violent crimes). In contrast, about 10 of every 1,000 students were victims of serious violent crimes at school or going to and from school (255,000 total).

Serious Violent Crime Against Students At and Away from School



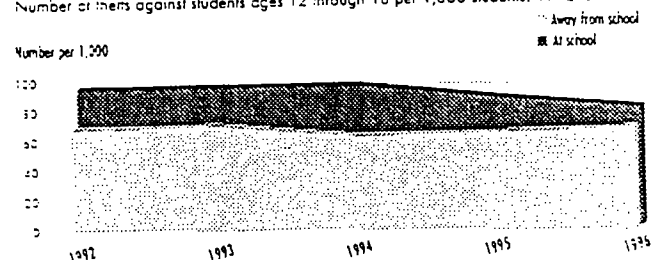
Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1992 to 1996.

Footnote: Serious violent crimes include murder, rape, or other type of sexual battery, suicide, physical attack or fight with a weapon, and robbery.

- In 1996, there were 79 thefts for every 1,000 students (age 12 to 18) at school. Theft accounted for about 62 percent of all crime against students at school that year.

Thefts Against Students At and Away from School

Number of thefts against students ages 12 through 18 per 1,000 students: 1992 to 1996



Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1992 to 1996.

Students in school today are not significantly more likely to be victimized than in previous years.

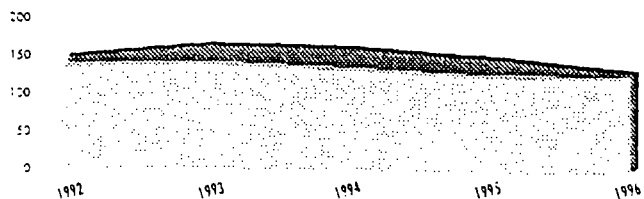
Since 1993, the overall school crime rate for students ages 12 to 18 declined, as did rates of crime outside of school for this group. The percentage of 12th graders reporting intentional injuries with a weapon has not changed significantly during the past 20 years.

- The overall school crime rate between 1993 and 1996 declined slightly, from about 164 school-related crimes for every 1,000 students ages 12 to 18 in 1993 to about 128 such crimes in 1996. Crime victimization outside of school declined from about 140 crimes for every 1,000 students in this age group in 1993 to 117 such crimes in 1996.

Total Crimes Against Students At and Away from School

Number of total crimes¹ against students ages 12 through 18 per 1,000 students:
1992-1996

Number per 1,000



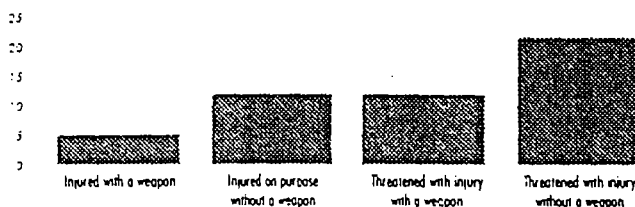
¹Total crimes include thefts and violent crimes. Violent crimes include rape, sexual assault, robbery, aggravated assault, and simple assault.

Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1992 to 1996.

Reported Injuries or Threats by Students

Percent of 12th grade students at public and private schools who reported being injured or threatened with injury at school during the past 12 months: 1996

Percent



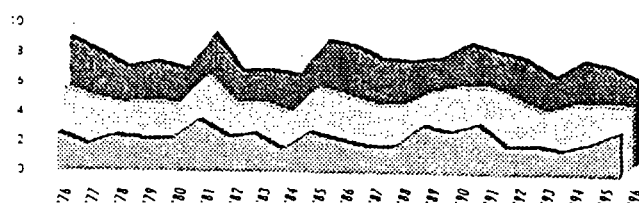
Note: Examples of weapons are knives, guns, and clubs. "At school" means inside or outside the school building or on a school bus.

Source: University of Michigan, Survey Research Center, Institute for Social Research, Monitoring the Future, 1996.

Injuries at School, With a Weapon

Percentage of 12th graders who reported that someone had injured them with a weapon at school during the past 12 months, by sex: 1975-1996

Percent



Note: Examples of weapons are knives, guns, and clubs. "At school" means inside or outside the school building or on a school bus.

Source: University of Michigan, Survey Research Center, Institute for Social Research, Monitoring the Future Study, 1975 to 1996.

- In 1996, 5 percent of all 12th graders reported that they had been injured on purpose with a weapon such as a knife, gun, or club during the prior 12 months while they were at school, and 12 percent reported that they had been injured on purpose without a weapon. This number has not significantly changed during the past 20 years.

Homicides in school are extremely rare events.

Serious violent crime constitutes a small percentage of the total amount of school crime, and homicide is extremely rare. While the number of multiple homicide events at school has increased, there exists a less than one in a million chance of suffering a school-associated violent death, but even that is too much.

- Fewer than 1 percent of the more than 7,000 children who were murdered in 1992 and 1993 combined were killed at school. In the 1992-93 and 1993-94 school years combined, 63 students ages 5 through 19 were murdered at school and 13 committed suicide at school. Nationwide, during roughly the same time-frame, a total of 7,357 children ages 5 to 19 were murdered and 4,366 committed suicide, both in and out of school.

- Preliminary data indicate that school-associated violent deaths have decreased in the past two years.

- The number of multiple-victim homicide events at schools has increased, from two in the 1992-93 school year to six in 1997-98. The number of victims in these events has also increased (from four in 1992-93 to 16 in 1997-98).

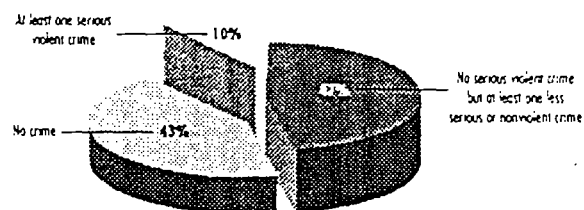
Any school crime is too much, and violence in schools is especially disturbing.

A small minority of public schools reported one or more serious violent crimes to the police during the 1996-97 school year. Of crimes reported to police in 1996-97, the most common types of middle and high school crimes were physical attacks and fights without weapons.

- Of crimes reported to police, during the 1996-97 school year, 10 percent of all public schools reported one or more serious violent crimes to the police or other law

Schools Reporting Crime to Police

Percentage of public schools indicating the seriousness of reported crimes occurring at the school, 1996-1997



Source: U.S. Department of Education, National Center for Education Statistics, Post-Response Survey System, "Third-party School Discontinuation Survey on School Violence," PSES 03, 1997.

enforcement representatives. Another 47 percent of public schools reported at least one less serious or nonviolent crime to police (but did not report any serious violent crime!). The remaining 43 percent of public schools did not report any of these crimes to the police.

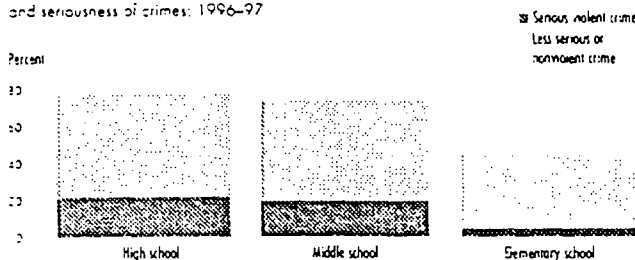
Students are more vulnerable to crime at certain ages and in certain school environments.

Students in upper grades are more vulnerable to crime, and crime of a more serious nature, than students in lower grades. In addition, students in larger schools experience higher rates of crime at school than students in smaller schools.

- During the 1996-97 school year, about 21 percent of all public high schools and 19 percent of all public middle schools reported at least one serious violent crime to the police or other law enforcement representatives. Four percent of all public elementary schools did the same.

Schools Reporting Crime to Police by Instructional Level

Public schools reporting one or more criminal incidents to police, by school level and seriousness of crimes: 1996-97



Source: U.S. Department of Education, National Center for Education Statistics, Post-Response Survey, Teacher/School Discrimination Survey on School Violence, PRSS 03, 1997

- One-third of schools with enrollments of 1,000 or more reported at least one serious violent crime, compared with less than one-tenth of schools with fewer than 1,000 students.
- Schools in cities were at least twice as likely to report serious violent crime as those in towns and in rural locations, although city schools were not significantly different from urban fringe schools. Seventeen percent of city schools and eleven percent of schools in urban fringe areas reported at least one serious violent crime, while 8 percent of rural schools and 5 percent of schools in towns reported any serious violent crime.

Teachers' concerns about their own safety are not without foundation.

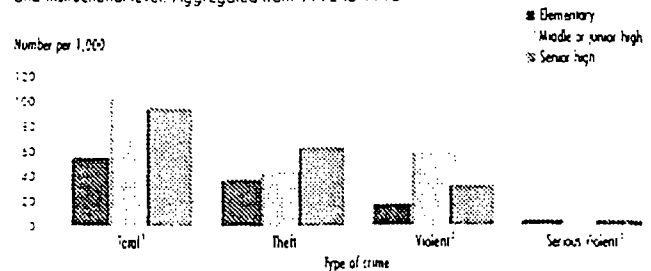
As with students, most crime at school against teachers is theft. Teachers in urban schools and high schools are more vulnerable to crime at school than are rural or elementary school teachers. Although most teachers are female, male teachers had a considerably higher likelihood of being victims of crime.

- On average each year, from 1992 to 1996, as reported by teachers from both public and private schools, there were 123,800 violent crimes against teachers at school

and 192,400 thefts from teachers at school. This translates into a rate of 30 violent crimes for every 1,000 teachers and a rate of 46 thefts for every 1,000 teachers.

Nonfatal Crimes Against Teachers at School by Instructional Level

Number of nonfatal crimes against teachers at school per 1,000 teachers, by type of crime and instructional level: Aggregated from 1992 to 1996



¹Total crimes include rape/sexual assault, robbery, aggravated assault, simple assault and theft

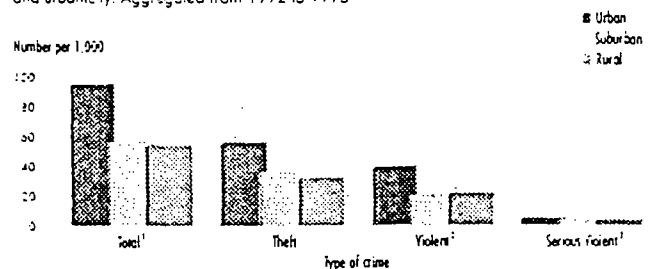
²Violent crimes include rape/sexual assault, robbery, aggravated assault, and simple assault

³Serious violent crimes include rape/sexual assault, robbery, and aggravated assault which are included in violent crime

Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1992 to 1996

Nonfatal Crimes Against Teachers at School by Urbanicity

Number of nonfatal crimes against teachers at school per 1,000 teachers, by type of crime and urbanicity: Aggregated from 1992 to 1996



¹Total crimes include rape/sexual assault, robbery, aggravated assault, simple assault and theft

²Violent crimes include rape/sexual assault, robbery, aggravated assault, and simple assault

³Serious violent crimes include rape/sexual assault, robbery, and aggravated assault which are included in violent crime

Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1992 to 1996

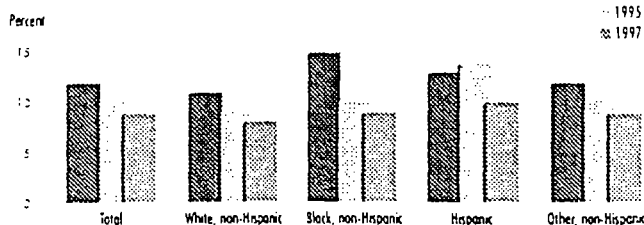
- On average each year, from 1992 to 1996, about four out of every 1,000 elementary, middle, and high school teachers were the victims of serious violent crime at school.
- Teachers in urban schools (39 for every 1,000) were more likely to be victims of violent crime than were teachers in suburban and rural schools (20 for every 1,000 teachers in suburban schools and 22 for every 1,000 teachers in rural schools).

A smaller percentage of students are bringing weapons to school.

The presence of deadly weapons at school creates an intimidating and threatening atmosphere, making both teaching and learning difficult. Contrary to public perception, the percentages of students who report carrying a weapon or a gun to school has declined in recent years.

Carrying a Weapon, Grades 9–12

Percentage of students in grades 9–12 who reported carrying a weapon on school property on one or more of the past 30 days, by race-ethnicity: 1993, 1995, and 1997

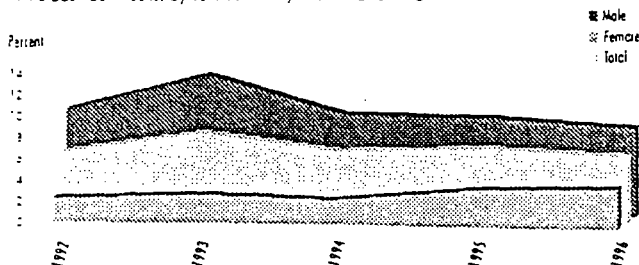


Note: Examples of weapons are knives, guns, and clubs. "On school property" was not defined for the questionnaire respondent.

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System.

12th Graders Carrying a Weapon to School

Percentage of 12th graders who reported carrying a weapon to school at least one day in the past four weeks, by sex: Selected years 1992 to 1996

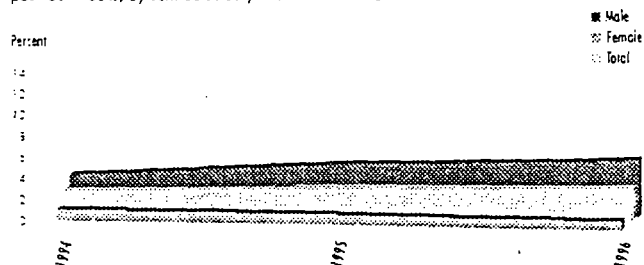


Note: Examples of weapons are knives, guns, and clubs. "To school" was not defined for the questionnaire respondent.

Source: University of Michigan, Survey Research Center, Institute for Social Research, Monitoring the Future Study, 1992 to 1996.

12th Graders Carrying a Gun to School

Percentage of 12th graders who reported carrying a gun to school at least one day in the past four weeks, by sex: Selected years 1994 to 1996



Note: Examples of weapons are knives, guns, and clubs. "To school" was not defined for the questionnaire respondent.

Source: University of Michigan, Survey Research Center, Institute for Social Research, Monitoring the Future Study, 1994 to 1996.

- Between 1993 and 1997, there was an overall decline in the percentage of students in grades 9 to 12 who reported carrying a weapon to school at least 1 day in the prior 30 days.
- The percentage of high school seniors who reported carrying a weapon to school on at least 1 day within the previous four weeks declined from 8 percent in 1993 to 6 percent in 1996. The percentage of male students carrying weapons to school fell from 14 percent in 1993 to 9 percent in 1996, but there was little change for female stu-

dents (on average, about 2 percent of female students took weapons to school during this time period).

- About 3 percent of high school seniors reported carrying a gun to school at least 1 day during the previous 4-week period. This percentage remained fairly stable from 1994 to 1996.

There are consequences for students who carry firearms to school.

- For the 1996–97 school year, States and territories reported that they had expelled an estimated 6,093 students for bringing a firearm to school.

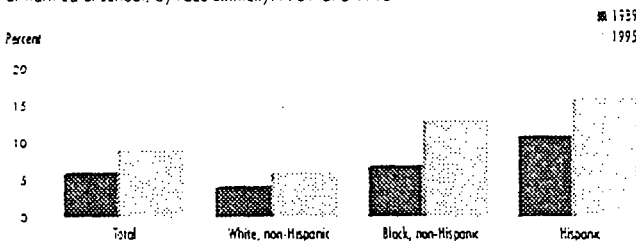
While the school crime rate is decreasing, students feel less safe at school.

Crimes involving students and teachers, no matter how infrequent, contribute to a climate of fear that erodes the quality of any school. Although student victimization rates have remained relatively stable over the past few years, more students feel unsafe while they are at school or traveling to and from school.

- In 1989, 6 percent of students ages 12 through 19 feared they were going to be attacked or harmed at

Fear of Attack or Harm at School

Percentage of students ages 12 through 19 who reported fearing being attacked or harmed at school, by race-ethnicity: 1989 and 1995

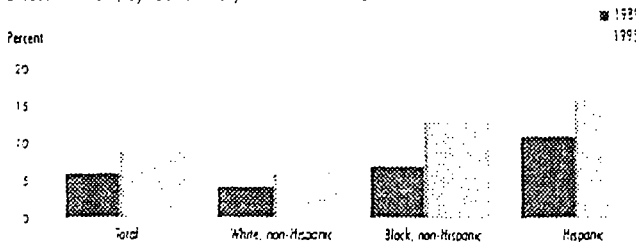


Note: Includes students who reported that they sometimes or most of the time feared being victimized in this way. "At school" means in the school building, on the school grounds, or on a school bus.

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

Avoidance of Places at School

Percentage of students ages 12 through 19 who reported that they avoided one or more places in school, by race-ethnicity: 1989 and 1995



Note: Places include the entrance into the school, any hallway or stairs in the school, parts of the school cafeteria or any school grounds, and other places as defined by the school building.

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

school. In 1995, the figure was 9 percent. Looking at the same two time points, the percentage of students fearing they would be attacked while traveling to and from school rose from 4 to 7 percent.

- Between 1989 and 1995, the percentage of students ages 12 through 19 who avoided one or more places at school for fear of their own safety increased from 5 to 9 percent.

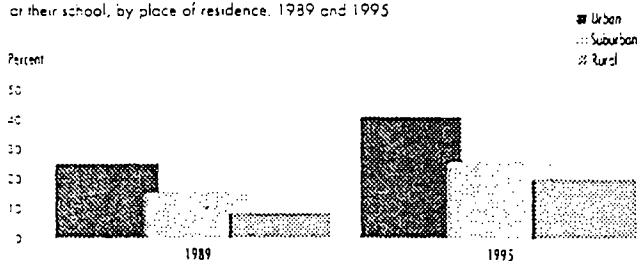
Some conditions make students more vulnerable to school crime.

The presence of street gangs and drugs is related to increased school crime and victimization of students. Gang activity at school has increased sharply. Violent victimization of students often co-exists with reported availability of drugs in school.

- Between 1989 and 1995, the percentage of students who reported that street gangs were present at their schools increased from 15 to 28 percent.
- In 1995, urban students were more likely to report that there were street gangs at their schools (41 percent) than

Street Gangs at School

Percentage of students ages 12 through 19 who reported that street gangs were present at their school, by place of residence, 1989 and 1995



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

were suburban students (26 percent) or rural students (20 percent). Between 1989 and 1995, reports of gang presence increased across all three residence categories.

- In 1995, students who reported that they had been the victim of a violent crime at school were more likely to report that drugs were available at school than students who reported that they had not been violently victimized at school (73 percent compared with 65 percent).

PUBLIC SCHOOL POLICIES AND PRACTICES RELATED TO SCHOOL SAFETY

Schools respond to the challenge posed by school crime in many ways. They are implementing zero-tolerance policies, increasing school security, and implementing formal school violence prevention or reduction programs.

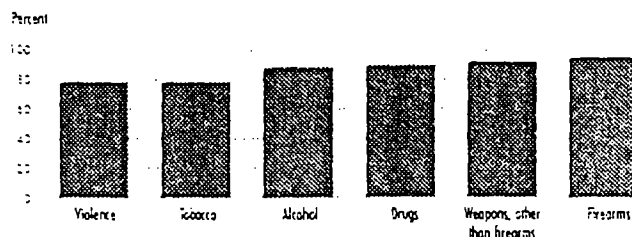
Whatever the approach, it is important to recognize that acting in isolation will not bring about meaningful change in school safety. Instead, research indicates that school safety is best enhanced by schoolwide policies and practices that systematically address needs of students, school personnel, the community, and the physical plant of the school. Examples of successful schoolwide efforts to enhance school safety and successful programs are found in chapter 3 and the descriptions of model schools interspersed throughout the report.

In 1996-97, most public schools reported having zero-tolerance policies toward serious student offenses. A "zero-tolerance policy" was defined as a school or district policy that mandates predetermined consequences or punishments for specific offenses.

- At least nine out of 10 schools reported zero-tolerance policies for firearms (94 percent) and weapons other than firearms (91 percent).
- Eighty-seven and 88 percent of schools have policies of zero-tolerance for alcohol and drugs, respectively. Seventy-nine percent of schools also had zero-tolerance policies for

Zero-Tolerance Policies

Percent of public schools that have adopted zero-tolerance policies for various student offenses, 1995-1997



Source: U.S. Department of Education, National Center for Education Statistics, Fast Response Survey System, "Principals/School Discipline Survey on School Violence," FRS5 92, 1997.

violence and for tobacco.

In 1996-97, public schools reported that they used a number of measures to increase security:

- Ninety-six percent required visitors to sign in before entering the school building.
- Eighty percent had a closed campus policy that prohibited most students from leaving the campus for lunch.
- Fifty-three percent controlled access to their school buildings.
- Twenty-four percent controlled access to their school grounds.
- Nineteen percent conducted drug sweeps.

- Four percent of schools performed random metal detector checks on students.
- One percent of public schools used metal detectors daily.

In addition to the security measures described above, schools reported using other types of approaches:

- Six percent of public schools had police or other law enforcement representatives stationed 30 hours a week or more at the school in a typical week during the 1996-97 school year.
- One percent of schools stationed police or other law enforcement personnel from 10 to 29 hours per week, and three percent had them stationed from one to nine hours a week.
- Twelve percent did not have police or other law enforcement representatives stationed during a typical week.
- Seventy-eight percent did not have any such persons stationed during the past year.
- A majority of public schools (78 percent) had some type of formal school violence prevention or reduction programs in 1996-97.
- Four percent of all public elementary schools required students to wear uniforms during the 1996-97 school year.

A STATE AND LOCAL PERSPECTIVE

While national data contribute significantly to our understanding of school safety, they may not be the most useful source of information for States, districts, or schools in assessing the frequency and scope of school-related crime, identifying their specific school safety needs, and developing strategies to address those needs. Data collected at the State and local levels are more useful in identifying problems and monitoring the progress of interventions. Most State and local data related to school safety fall into two categories: student risk behavior data (such as self-reported weapon carrying) and incident data (such as violations of school policies).

Data on Student Risk Behaviors

Many children and adolescents behave in ways that put them at risk for intentional injury. Reducing these risk behaviors is a critical step in preventing injury and promoting school safety. To monitor student risk behaviors, many States, territories, and cities conduct the Youth Risk Behavior Survey (YRBS), developed by the Centers for Disease Control and Prevention (CDC). The YRBS, which includes questions about weapon carrying, physical fighting, and victimization on school property, is administered to students in grades 9-12. States that conduct the YRBS benefit

from having information about their students' health risk behaviors to use in planning and monitoring programs.

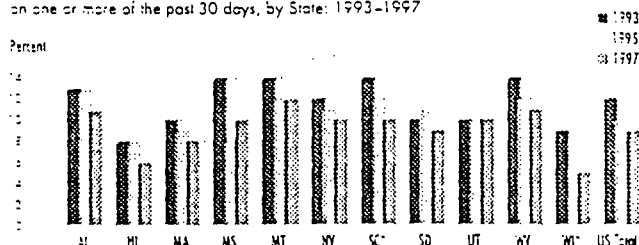
YRBS data are collected every two years. In 1997, 12 States did not conduct the survey. CDC provides technical assistance to States interested in conducting the YRBS. States that want assistance should contact CDC's Division of Adolescent and School Health at 770-488-3259. More information about the YRBS may be found at www.cdc.gov/nccdphp/dash.

Eleven States and seven cities have data that can be used to compare 1993 and 1997 results to determine whether student behaviors changed. Between 1993 and 1997, several States and cities experienced significant decreases in student risk behaviors. These changes are similar to the national trend. National data are presented for comparison. The national data are collected independently and are not a compilation of State and city data.

- In two of the 11 States, the percentage of students who carried a weapon on school property on at least one of the 30 days preceding the survey decreased significantly from 1993 to 1997. In the other nine States, there were no significant changes.
- In three of the seven cities, the percentage of students who carried a weapon on school property on at least one

Carrying a Weapon on School Property, by State

Percent of students in grades 9-12 who reported carrying a weapon on school property on one or more of the past 30 days, by State: 1993-1997

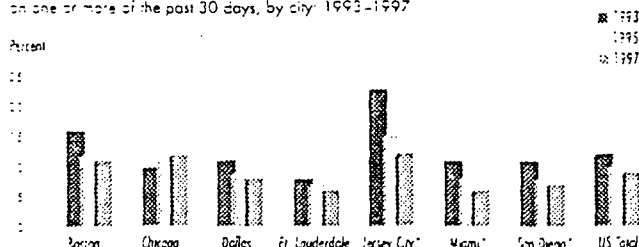


* Significant difference between 1993 and 1997

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System

Carrying a Weapon on School Property, by City

Percent of students in grades 9-12 who reported carrying a weapon on school property on one or more of the past 30 days, by city: 1993-1997



* Significant difference between 1993 and 1997

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System

of the 30 days preceding the survey decreased significantly from 1993 to 1997. In the other four cities, there were no significant changes.

- The percentage of students who carried a weapon in any location on at least one of the 30 days preceding the survey decreased significantly in two cities, but there were no significant changes within any of the States or in the other five cities.
- The percentage of students who were threatened or injured with a weapon on school property within the 12

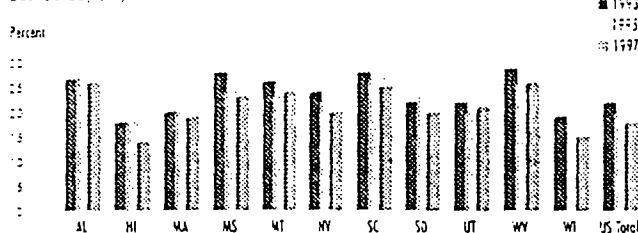
months preceding the survey did not change significantly within any of the States or cities.

Improving Data Collection on School Crime Incidents

Monitoring the number of violent and/or criminal incidents helps States and local organizations understand their school safety needs. Uniform data collection is critical for monitoring problems across locations and determining where the greatest need for resources exists. Some States do not collect incident-based data. For this reason, significant gaps exist in

Carrying a Weapon, by State

Percent of students in grades 9–12 who reported carrying a weapon on one or more of the past 30 days, by state: 1993–1997

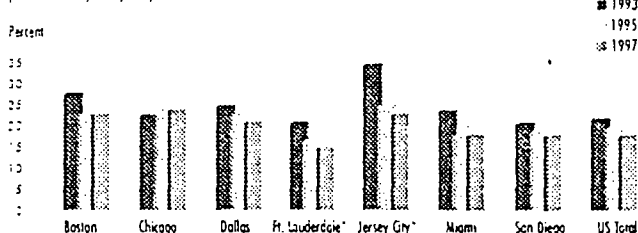


Note: No significant differences between 1993 and 1997.

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System.

Carrying a Weapon, by City

Percent of students in grades 9–12 who reported carrying a weapon on one or more of the past 30 days, by city: 1993–1997

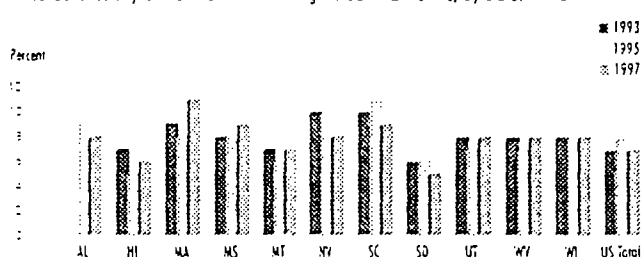


* Significant difference between 1993 and 1997.

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System.

Threats/Injuries with a Weapon on School Property, by State

Percent of students in grades 9–12 who reported being threatened or injured with a weapon on school property one or more times during the past 12 months, by state: 1993–1997

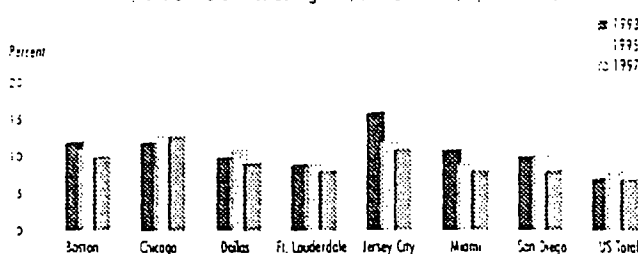


Note: No significant differences between 1993 and 1997.

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System.

Threats/Injuries with a Weapon on School Property, by City

Percent of students in grades 9–12 who reported being threatened or injured with a weapon on school property one or more times during the past 12 months, by city: 1993–1997



Note: No significant differences between 1993 and 1997.

Source: Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System.

the information about school crime rates and trends.

Currently, about half of all State education agencies (24 States) collect some type of crime and violence data from all local education agencies. Information on major disciplinary actions and criminal/prohibited incidents is most commonly collected. Only five States require local education agencies to report on both types of occurrences. States whose efforts are of particularly high quality are Delaware, Florida, and South Carolina. These States have implemented data collection systems that include:

- A comprehensive list of incidents.
- Clear definitions of incidents.
- Data used by multiple levels of the education system (state, district, and school).
- Accurate tracking of data.
- Staff training on data entry and use.

Several activities are under way at the State and local levels to address the need for collecting uniform data on violent and/or criminal incidents in schools and to improve data collection and reporting.

A major effort by the U.S. Department of Justice to improve national crime data, the redesign of the Uniform Crime Reporting (UCR) program, will have a major impact on the quality of school crime statistics. The redesigned program, called the National Incident-Based Reporting System (NIBRS), collects data on criminal incidents reported to police and arrests within 22 crime categories and includes information about victims, offenders, and types of incidents, plus information about the location where each incident occurs. One location that can be reported is a "school/college."

NIBRS has been implemented in about 2,100 jurisdictions in 13 States (Colorado, Idaho, Massachusetts, Michigan, Nebraska, North Dakota, South Carolina, Tennessee, Texas, Utah, Vermont, Virginia, and Wisconsin).

The U.S. Department of Education has also launched a major initiative to improve data collection and reporting. In 1995, the National Forum on Education Statistics established a Crime, Violence, and Discipline Task Force. This Task Force developed a model process that State and local education agencies can voluntarily use to improve their system for collecting data on crime in schools, *Recommendations of the Crime, Violence, and Discipline Reporting Task Force*, NCES 97 581. The Forum is currently updating the model. The most current model can be found at www.ed.gov/NCES and includes recommendations for:

- What incidents should be included in a reporting system.
- How to define incidents.
- How to classify incidents that occur on school buses and at school-sponsored events.
- How to define and classify the people involved in an incident.
- How to monitor special situations such as gang-related incidents, alcohol and drug incidents, and hate crimes.

CHAPTER 2: WHAT COMMUNITIES CAN DO THROUGH COLLABORATION

For the majority of American children, schools offer safe environments. All too frequently, however, community violence spills over into the schools. The result is a compromised learning environment that endangers students and teachers. Many communities are successfully reducing school crime and violence by adopting a strategy that takes into account the specific safety problem experienced by the school and then identifies an appropriate intervention. This problem-solving approach requires that stakeholders in the community collaborate to develop and implement a comprehensive school safety plan. This plan reflects the needs of the community and employs the best programs and strategies to meet those needs. Schools, parents, business leaders, law enforcement and juvenile justice agencies, community organizations, students, elected officials, and government agencies play an important part in preparing a comprehensive plan.

This chapter presents steps for developing and implementing a comprehensive school safety plan: (1) establish school-community partnerships; (2) identify and measure the problem; (3) set measurable goals and objectives; (4) identify appropriate programs and strategies; (5) implement the comprehensive plan; (6) evaluate the plan; and (7) revise the plan on the basis of the evaluation.

This chapter also describes what schools, students, parents, police and juvenile justice authorities, businesses, and elected officials and government agencies can do to ensure the plan's success. Preparing a comprehensive school safety plan is a complex process that does not end with development and implementation. It requires the stakeholders to continue to work together, overcome barriers, monitor their progress, and evaluate the effectiveness of their strategy. These efforts can achieve improvements to the plan that will promote success.

These recommendations are derived from reports provided by school staff and their program evaluators, other guides that summarize violence prevention experiences, and nationwide survey data. Reports from schools have been compared to identify actions that have been effective in diverse settings and can be taken by schools across the Nation. Several prevention and intervention guides were examined, and two were particularly useful: *Early Warning, Timely Response: A Guide to Safe Schools* by the U.S. Department of Education and the U.S. Department of Justice (1998); and *Creating Safe and Drug-Free Schools: An Action Guide* by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention and the U.S. Department of Education's Office of Elementary and Secondary Education (1996). The recommendations have also been influenced by conversations with teachers, parents, students, and other community members. Risk and protective factors that can be addressed through prevention were derived from the National Longitudinal Study of Adolescent Health, the Monitoring the Future Study, the Youth Risk Behavior Survey, and the School Crime Supplement to the National Crime Victimization Survey.

WHAT COMMUNITIES CAN DO

1. *Establish school-community partnerships.*

Schools function within the broader community. Participation from families, faith communities, businesses, health and social service agencies, police, juvenile justice authorities, and civic organizations is necessary to successfully intervene and prevent school violence. Individually and collectively, community organizations have a great deal to contribute. They can share information with schools on:

- Youth crime.
- Systems for measuring the levels of violence.
- Sources of funding.
- Volunteers.
- Learning opportunities and materials.
- Services and programs for youth.

Harnessing these resources and creating a successful partnership to reduce school violence require strong leadership from school officials. A workable school-community partnership invites multiple perspectives and allows for the sharing of responsibilities and accomplishments.

Examples of Collaborators on School Crime Prevention

District superintendents, school board members, principals, teachers, counselors, coaches, school nurses, security officers, students, peers, community residents, siblings, parents, police, probation officers, judges, mayors, city council members and other elected officials, volunteers, leaders from Parent-Teacher Associations, community professionals and agencies and societies, local nonprofit groups, religious groups, State and Federal agencies, businesses, teachers' unions, colleges and universities, health and social service agencies, media, sports, recreation/parks, city council members, Boys & Girls Clubs, counselling organizations, and Chambers of Commerce.

2. Identify and measure the problem.

School administrators and personnel, students, parents, and community leaders have different perceptions of school crime. These different perceptions make it difficult to agree on the primary school crime and safety issues that need to be addressed. Because perceptions of problems are not always accurate, it is important to know which problems are real and to act on them. In developing a comprehensive school safety plan, communities and schools should seek consensus on the primary issues. This occurs when people become more informed by examining information from several sources and sharing it widely. The box below provides a list of data sources for assessing the nature and extent of school crime and identifying the problems. A resource for assistance with data collection efforts is local universities.

Once the effort to collect data gets under way, it is important to establish a more systematic means of tracking multiple infractions by individual students, identifying problem areas, and examining trends over time. One data collection technique is to conduct anonymous student surveys to assess infrequent or underreported incidents and to measure attitudes and beliefs about crime. Another technique employs focus groups and interviews with students and staff.

Sources of Data for Assessing School Crime

Schools are part of an interagency team that works together to collect data to identify and measure the problem. A collaborative data collection effort includes collecting information on:

- School incidents (fighting, weapon-carrying, threatening, sex or race bias crimes, robbery, extortion, assault, vandalism, drug possession, use, or sales).
- Juvenile arrests (murder, manslaughter, forcible rape, other sex offenses, armed robbery, robbery, assault, aggravated assault, burglary, larceny-theft, motor vehicle theft, terrorism threats, drug abuse violations, vandalism, arson, weapons charges).
- Juvenile court case dispositions (arrested, detained, come to no sentence).
- Social services data (child abuse and neglect, domestic violence).
- School injury and hospital data (emergency room admissions, gunshot wounds, stab wounds, drug-related conditions, sexual injuries, bruises, cuts, lacerations).
- Mental health services data (incidents resulting in treatment for Post-Traumatic Stress Disorder, substance abuse, or other conditions).
- Student, parent, staff/police surveys, interviews, focus groups, and observations.

3. Set measurable goals and objectives.

Goals describe broad purposes of anticipated measurable accomplishments. *Objectives* are the sequential, measurable steps needed to achieve each goal. Setting an unrealistic goal, such as eliminating school crime, makes it difficult to attain, increases the likelihood of failure, and invites criticism. A goal is more useful when it is reasonably specific and is supported by a fairly short list of objectives. Goals and objectives are based on accurate data and the identification of school-specific problems. Realistic and attainable goals lead to greater commitment and, ultimately, long-term success. Partners find that goals are more readily achieved when specific, manageable tasks are assigned to small groups of dedicated individuals.

Objectives describe "who will do how much of what by when." Often the objectives are written in sequential order, but multiple objectives are generally addressed in overlapping periods of time. Measurable objectives convey the advantage of knowing when, or whether, they have been achieved. They do not need to be so specific that every minor action is included. Stating the primary objectives is sufficient to allow accountability and to monitor progress. Goals and objectives need to be altered over time as experience and wisdom are gained. Communicating the goals to all participants throughout the intervention is very important, particularly if experience dictates that they change.

Examples of Goals and Objectives for Reducing School Crime

Goal: Decrease Physical Fighting on School Grounds

Objective 1:

Professionals from the community will train 90 parents in nonviolent problem-solving and social skills by April 24.

Objective 2:

The security officers will teach all school staff proper techniques for intervening in physical fights by November 1.

Objective 3:

A subgroup will be established to study and report to the principal by February 2 on how well the school policy on fighting is being consistently enforced and how consistently it is enforced.

Objective 4:

The vice principal will notify parents of all students involved in physical fights as participants or as instigators as soon as possible after the fight. All those involved will be provided an information sheet concerning access to due process within the school and courts.

Objective 5:

The school will be divided into physically and administratively separate units of no more than 300 students each by June 15.

Goal: Establish a Crisis Response Team

Objective 1:

A subgroup will research the key components of a crisis plan and identify school leaders, elected officials, and community members to serve on the crisis response team by November 15.

Objective 2:

Professional security experts will train members of the team to respond to crises (such as violent incidents, suicides, and natural disasters) as a well-organized unit by January 15.

Objective 3:

The principal will inform school staff, parents, police, hospitals, elected officials, and other community members about the crisis response team by January 15.

Objective 4:

A system for communication among staff in the school and among the crisis team and police, hospitals, mental health professionals, parents, and elected officials will be established by February 1.

Objective 5:

A plan for rapid, orderly dismissal and evacuation of the school and transfer of students to parental supervision will be established by February 15.

4. Identify appropriate research-based programs and strategies.

Although some programs and strategies are more effective than others, no single program or strategy is effective in meeting the needs of all students. The best approach calls for a mix of programs and strategies based on the goals, objectives, needs, and resources identified in the comprehensive plan. The plan should offer some programs and strategies to the entire student body and direct others toward at-risk students. Success is enhanced by keeping track of students from year to year, offering "booster" sessions at appropriate intervals, and using relapse prevention techniques.

When selecting programs and strategies, consider these features:

- Evidence of past effectiveness.
- The match between the program or strategy and the comprehensive safety plan's goals and objectives.
- The reading level of educational materials included in the program(s).
- The appropriateness of cultural images used by the program.

Chapter 3 describes examples of model programs that have proven effective or appear promising. Several programs and strategies can be implemented either simultaneously or sequentially. It makes sense to balance environmental and administrative strategies with educational and skills-training programs. In choosing this approach, it is important to plan to assess its effectiveness because the combination of programs and strategies being implemented is new and untested.

5. Implement the comprehensive plan.

Communities also differ in the way they implement their comprehensive plans. However, certain basic steps need to be followed by all communities.

Phase I: Gearing Up

- Obtain district approvals.
- Seek community support through a public awareness campaign.
- Train staff.
- Select students for participation in programs.
- Seek parental approval for student participation in programs.

School district officials may have to approve the selection of programs as well as any evaluation instruments. A broad campaign in the local community is appropriate for some program interventions, raising awareness of the school violence problem, introducing the intervention, explaining the

process, and inviting expertise, volunteers, and donations. Staff development enhances the consistency and quality of program delivery and builds enthusiasm for the program. In some interventions, student selection is based on criteria such as risk factors or needs. Parents may need to give consent for their children to participate. These elements are usually in place before students become involved in the intervention.

Phase II: Implementation

Continuous monitoring and assessment are critical steps in implementing the plan. Ask these questions:

- Have procedures been developed for monitoring the implementation of the plan?
- Is there consistency between the plan and actual events?
- Do budgeted costs match actual costs?
- What is the initial response of students, staff, and parents to the plan?
- Are there unforeseen barriers to implementation?
- What are the unintended negative consequences of selected programs and strategies?
- What changes in the nature of the problem have evolved over time?
- What adjustments need to be made to the plan?

Because careful replication of selected programs and strategies improves success, the quality of implementation needs to be monitored. Communities should anticipate problems (barriers, consequences, changes, and need for adjustments) and view them as opportunities for collaborative resolution. The time and attention given to each phase of implementation, the amount of training provided to staff, the consistency of support and delivery, and attention to individual student needs and progress are just a few of the quality issues to consider.

6. Evaluate the plan.

Evaluation is a critical component of the comprehensive school safety plan. It serves several purposes:

- To increase the effectiveness of management and administration of the plan.
- To document that objectives have been met.
- To determine the overall effectiveness of the plan, its programs, and strategies.

Conducting an evaluation or a series of evaluations helps to ensure accountability, determines whether the plan is making a difference, and provides important feedback for improving the plan and its programs and strategies.

There are three kinds of evaluation: process, outcome, and impact. A process evaluation describes and assesses the quality of implementation activities. An outcome evaluation studies the immediate or direct effects of an intervention. An impact evaluation looks beyond the immediate results of policies, instruction, or services to identify longer-term as well as unintended effects. It also examines what happens when several programs and strategies operate in unison. Ideally, an evaluation of the plan's programs and strategies compares groups before and after the plan is implemented. Data from surveys, interviews, incident records, disciplinary referrals, and other relevant information need to be collected before and after the implementation of the plan's programs and strategies to assess whether the plan is having the desired effects on student attitudes, beliefs, and behavior. In this way, the evaluation tells us whether anything has changed and whether the change is attributable to the specific intervention. If improvements are greater in the intervention group than in a comparison group (one that did not receive the intervention, received it to a lesser extent, or received something different), the intervention is considered a success. This type of evaluation effort requires careful selection of research design, methods, and instruments. It makes sense to seek professional help from evaluation experts through local universities or evaluation research organizations.

7. Revise the plan on the basis of the evaluation.

A well-designed evaluation yields useful information. The results may suggest that changes should be made in the selection of programs and strategies, that additional training is warranted, or that other people need to be involved. If a school administers a comprehensive school safety plan for several years with little impact on violence, perhaps an entirely new plan needs to be implemented. Recommendations for improvement are identified through interviews with the stakeholders, surveys, or focus groups. These assessments reveal which activities were most effective, what materials worked best, how barriers were overcome, and what type of students received the most or least benefit and why.

WHAT SCHOOLS CAN DO

1. Provide strong administrative support for assessing and enhancing school safety.

A comprehensive approach to school safety and security requires that school administrators and principals meet several challenges simultaneously. These challenges include:

- Assessing the school's security needs.
- Monitoring the school facility to ensure it is a clean, safe environment.
- Implementing policies that support and reward positive social behavior.

- Implementing schoolwide education and training on safety and avoiding violence.
- Providing counseling and social services to students.

The direct involvement of top school leadership commits the necessary resources (including staff and classroom time) and supports the policies and strategy recommendations of work groups concerned with school safety issues. School leadership also ensures that principals receive training on the development and implementation of policies and strategies.

2. Redesign the school facility to eliminate dark, secluded, and unsupervised spaces.

A school's physical plant influences whether crime will occur. Schools can be designed to limit access of unauthorized persons, increase the ability of school staff to visually supervise all areas of the school facility, and reduce crowding. Schools should be built with security in mind, but existing schools can make changes to their buildings to increase safety. Installing adequate lighting and breakproof door and window locks, minimizing private storage areas, and eliminating removable ceiling panels are important safety measures all schools can adopt. The key is to make the school environment safer and to use space constructively without creating a restrictive environment.

3. Devise a system for reporting and analyzing violent and noncriminal incidents.

Information cannot be effectively used if it is not regularly collected and examined. An incident reporting system provides a systematic approach to monitoring rule infractions and analyzing problem areas. Obtaining accurate records of violent incidents and injuries from year to year helps school officials identify overall trends in school violence. Tracking individual student behavior patterns over time is a good way to identify students in need of additional assistance before their problems become more serious.

For a school crime data collection model, refer to chapter 4, Resources, for *Recommendations of the Crime, Violence, and Discipline Reporting Task Force of the National Forum on Education Statistics*.

4. Design an effective discipline policy.

School rules must be clear and consistently enforced. Serious and repeated violent infractions carry heavier penalties than less serious or infrequent infractions. It is important that the school discipline policy be communicated periodically to students, parents, and staff. A common practice at many schools is for students and parents to sign a document at the beginning of the school year indicating that they know and agree to follow school rules. Discipline needs to be consistent for all students. Due process involves more than one staff member listening to all parties, gathering and interpreting evidence, assigning sanctions where appropriate, and ensuring access to an appeal process.

5. Build a partnership with local law enforcement.

Although a school may have its own security personnel, establishing a relationship with community law enforcement is essential. Both groups play important roles in making schools safe. School security personnel are familiar with the school facility, its security devices, and the student body. Police officers are trained to deal with violent incidents. Accurate reporting of criminal behaviors to the police sends a clear message that illegal acts will not be tolerated.

In many communities, police officers know the community and its residents. They often have information about community and family problems that is useful to school personnel. They promote school safety by interacting closely with students. Police officers can teach special courses on substance abuse, kidnap prevention, and gun safety. They often have access to or knowledge of community resources such as recreational facilities and organized athletic leagues. If State and local laws allow, police can assist school administrators in identifying specific students who require additional supervision. In some schools, probation officers work inside the school building where they have better access to the students assigned to them by the courts.

6. Enlist school security professionals in designing and maintaining the school security system.

In some schools, obvious security measures are needed to ensure safety. School security measures include:

- Hiring security personnel.
- Installing security devices.
- Conducting random inspections.
- Providing students and staff with identification cards.

Security involves careful attention to training, searching for and closing any security gaps, improving communications, testing security devices and procedures, performing maintenance, and updating technology. Relying heavily on security devices like metal detectors without adequate staffing, training, and other strategies will have limited impact.

School staff and consultants can assist in preventing and reducing crime by:

- Conducting security assessments.
- Providing staff development programs.
- Developing crisis preparedness guidelines.
- Identifying security equipment needs (such as metal detectors and surveillance cameras).
- Designing enforcement and investigation techniques.
- Enhancing links with community officials.
- Providing safe activities for students.

7. Train school staff in all aspects of violence prevention.

Training staff in enforcing discipline, handling disruptive students, and treating students with respect decreases the likelihood that students will become violent in the school setting. Staff need to be trained to serve as models of nonviolent communication for students and to set the standards for appropriate behavior and communication. Limiting the number of students assigned to each teacher increases the chances that training will have the desired results. Staff need to be familiar with all school rules and policies dealing with violent behavior, and they must know how to use the alarm system, when to refer students for counseling or discipline, and what to do in a crisis.

8. Provide all students access to school psychologists or counselors.

All young people have a variety of emotional needs that they bring to school. Some needs may be met in school through encounters with peers and school staff (teachers, psychologists, and counselors), while other needs require proper assessment and referral to community services. If these needs are handled effectively, students are less likely to engage in negative behavior.

9. Provide crisis response services.

Serious but rare events, such as shootings, bomb threats, hostage situations, and other crises require quick and pre-planned responses. A comprehensive plan for dealing with a crisis situation includes:

- A crisis response team with clearly delineated duties.
- A plan for evacuating the school.
- A plan for coordinating with and notifying police, elected officials, government agencies, and other proper authorities.
- A plan for notifying parents quickly.
- A media/communications strategy.
- Counselors available to deal with students in the aftermath of a traumatic event.

When resources are lacking in the local community, help is available from the State or Federal level. *Early Warning, Timely Response: A Guide to Safe Schools*, published by the U.S. Department of Education and the U.S. Department of Justice, provides detailed information for schools on how to respond to a crisis. (See Chapter 4, Resources, for information on how to obtain a copy.)

10. Implement schoolwide education and training on avoiding and preventing violence.

Many schoolwide programs are effective in preventing and reducing violent behavior in schools. Schoolwide education

efforts can focus on common myths about violence and misperceptions about normative behavior. Training might be offered on:

- How to avoid dangerous situations, places, and people.
- How to get help when in danger.
- How to notify authorities about weapons.

Skills training can be offered in social interaction, problem solving, coping, communication, resisting peer influence, understanding values, respect for individual differences, countering bias, anger management, conflict resolution, and peer mediation. Instruction and skills training can be effectively combined using interactive and engaging learning strategies.

11. Use alternate school settings for educating violent and weapon-carrying students.

Research tells us that a relatively small percentage of students account for most of the violent incidents at school. Providing special services to this group of adolescents is essential for increasing school safety. If a student continues to commit repeated acts of serious violence, the school administrators may be obligated to place this student in a separate educational setting to assure the safety of other students and staff. Separating violent and weapon-carrying students from the general student body sends the message that school administrators have acted appropriately to preserve school safety and allows the special needs of these students to be met more effectively. Alternative programs are preferred to suspension and expulsion alone because they avoid shifting violent students onto the streets with little supervision. Common features of effective alternative schools include strong administrators, dedicated and well-trained staff, needs-based assessments of each child, a low student-to-staff ratio, and counseling for students and their parents.

12. Create a climate of tolerance

Fostering and maintaining a safe learning environment means creating a climate of tolerance in which all students are comfortable and secure. Particularly in adolescence, youth have a strong need to be accepted by their peers. However, because of stereotypes, ignorance, and intolerance, certain individuals and groups tend to be alienated from their fellow students. A source of conflict in many schools is the perceived or real problem of bias and unfair treatment of students because of ethnicity, gender, race, social class, religion, disability, nationality, sexual orientation, physical appearance, or some other factor—both by staff and peers. Schools can encourage students to be more accepting of diversity through school-wide awareness campaigns, policies which prevent harassment and discrimination, and offering support groups.

For students who bring firearms to school, the local chief administering officer of schools should keep in mind both the Gun Free Schools Act (GFSA) and the Individuals with Disabilities Education Act (IDEA). Under the GFSA, every State receiving funds under the Elementary and Secondary Education Act (ESEA) must have a law which (1) requires any student who brings a firearm to school to be expelled for not less than one year, and (2) allows the expulsion requirement to be modified on a case-by-case basis by the local chief administering officer. The GFSA explicitly requires that the GFSA must be implemented in a manner consistent with the IDEA. GFSA also makes clear that school districts do not violate the GFSA if they provide educational services in an alternative setting to a student who has been expelled from the student's regular school for bringing a firearm to school, in addition, all local educational agencies receiving ESEA funds must refer any student who brings a firearm to school to the criminal justice system.

Under the IDEA, school personnel may remove a student with a disability who carries a weapon, including a firearm, to school or a school function to an interim alternative educational placement for up to 45 days, which can be extended for additional 45 day periods of time if a hearing officer determines that it would be dangerous to return the student to the student's normal placement, although appropriate educational services to the student must continue in that alternative site. In addition, IDEA does not permit discipline that changes a student's placement, such as an expulsion, if the student's behavior was a manifestation of the student's disability. Finally, IDEA makes clear that school personnel can report crimes committed by students with disabilities to appropriate authorities. If a student with a disability brings a firearm to school, a school district can comply with both the GFSA and the IDEA by using the provision of the GFSA that permits modification of the expulsion requirement on a case-by-case basis and ensuring that the discipline of students with disabilities is handled consistent with IDEA.

12. Provide appropriate educational services to all students.

A schoolwide culture that supports positive learning opportunities for all children and youth is critical. This entails assessing special needs among students who behave inappropriately, referring them to special educational and other services when appropriate, providing positive behavioral supports and interventions as needed, supporting the development of skills for future employment, and developing working relationships with parents, families, and communities.

13. Reach out to communities and businesses to improve the safety of students.

Youth need to be safe all the time, not just at home or at school. School personnel can take the initiative to work with businesses and other community partners to create safe places and safe corridors. Such places include businesses, religious centers, museums, police and fire station activity rooms, and hospital and library meeting rooms.

14. Actively involve students in making decisions about school policies and programs.

Students often know the strengths and weaknesses of school policies and programs as well as anyone, and they have unique insights to offer. When students participate in the decision-making process, they are more likely to support the decisions that are made. Students are an excellent resource for creative ideas, which can be collected from all students, student leaders, and students who are active in school safety programs.

15. Prepare an annual report on school crime and safety.

School staff, parents, students, and other members of the community want to know how safe their school is and what progress is being made on school safety. Schools can collect and tabulate incidents of crime and misbehavior, report the trends over time, compare school violence trends with similar trends in the local community, and outline how these trends have been used to alter policies and procedures. This report can also be used to introduce school safety programs and strategies to parents and to the broader community.

WHAT STUDENTS CAN DO

1. Behave responsibly.

School crime is made up of everyday occurrences and can be reduced through everyday actions.

Students can:

- Resolve problems and disputes nonviolently.
- Refrain from teasing, name calling, and other seemingly innocent behaviors that actually hurt others' feelings.
- Respect other students, school staff, and family members.
- Know and follow the school rules.

2. Report crimes and threats to school officials.

Students know better than anyone else what is going on in their school. They need to tell their parents, teachers, and principal what kinds of crimes and threats occur and what can be done to stop them. Some youth may not want to get involved, some may believe that upholding the code of silence and protecting their peers is the right thing to do, and some may be afraid that the students they report will find out and retaliate. The fact is that reporting crimes and threats can protect students and sometimes even save lives. Students need to take responsibility for sharing the information they have. Administrators need to take responsibility for setting up an easy-to-use, anonymous reporting system.

3. Get involved in or start anticrime programs at school.

Students can directly reduce school crime by becoming peer counselors or mediators, learning conflict resolution and problem-solving, hosting fun and safe weekend activities for

students, tutoring or mentoring younger students, and starting a teen court. Students can assist school and community officials by serving on a safe schools committee, talking to school officials about gaps in security (places where weapons are hidden, drugs are sold, fights occur, and students are threatened), and suggesting ways for students to report crimes without fearing retaliation.

4. Learn how to avoid becoming a victim.

No one chooses to be a victim and no one can control everything that happens. However, students can significantly decrease their chances of becoming victims by doing simple things such as deciding to walk away from fights and avoiding dangerous places. They can also decrease their chances of becoming victims by carefully thinking over with whom to associate, such as whether to join a gang. Many students join gangs for protection, but gang members are much more likely to get into fights and be injured or killed than non-gang members.

5. Seek help.

Students can seek out adults in the community whom they trust and to whom they can talk about problems. Often, adults provide the help and resources needed to resolve a troubling issue.

WHAT PARENTS CAN DO

1. Actively communicate with children.

Communication is an essential component of child-rearing and a constant challenge. Being available and being approachable are as important as having the right answer to a question or providing the best guidance with a problem. Consistency, honesty, and understanding are critical. Talking with children shows that they are cared about; gives them an opportunity to share their concerns, interests, fears, and activities; and provides ideas about aspects of their school and personal lives that can be improved. Everyday conversations also create natural opportunities for teaching children social skills, anger management, problem-solving skills, and ways to avoid becoming victims.

2. Be clear and consistent in disciplining children.

When establishing rules for children, it is important for parents to communicate their views on crime, violence, weapons, and appropriate self-defense. Children also need to know that parents support school discipline policies and any reasonable punishments that are administered by the school. Children should understand the rationale for household, school, and other rules and behavioral expectations. If a child misbehaves, punishments may be more effective if they are consistent and appropriate to the severity and frequency of the offense and administered with a gentle voice and with full explanation.

Discipline means more than punishment. Involving children in activities that teach constructive skills such as responsibility, appropriate play behavior, self-control, and goal-setting is as important as sanctioning them for inappropriate behavior. Parents can devise rewards and incentives for good behavior to prevent future rule violations and to urge constructive behaviors.

3. Model prosocial behavior.

One of the best ways to teach a child is by demonstration. Through their everyday actions, parents teach their children how to interact socially, handle competition and defeat, discuss differences, resolve conflicts, deal with frustration in solving problems, and cope with stress and anger, among other skills. Children also learn from the other adults in their lives and may need help understanding different behavior responses to similar challenges. Children's inevitable exposure to negative influences makes the parent's role as a model of behavior even more important.

4. Get involved with school and community organizations and activities.

Becoming active in the child's school and community life brings many benefits. It provides parents the opportunity to see more of what the child sees, therefore gaining a deeper understanding of the child's needs. Situations arise that present opportunities for reinforcing what is taught in the home. The presence of parents provides continuity for the student in moving from one setting to another. Being involved also gives parents an opportunity to get to know teachers, childcare providers, and coaches, among others, and to work with them to ensure that the child's needs are met when parents are not present.

Here are a few examples of what parents can do in the school and community to promote good behavior and to make the most of learning opportunities:

- Make sure children attend class and complete assigned homework.
- Get to know teachers and administrators.
- Encourage children to participate in extracurricular activities.
- Read to children and help them practice reading.
- Contact the appropriate school personnel or authority if a child expresses a concern or problem about school.
- Attend parent-teacher conferences, school board meetings, and community meetings and, when possible, volunteer to help in the school or community programs the child attends.
- Serve on a school safety committee or the Parent-Teacher Association (PTA).

- Know the school's discipline policy and discuss it with the child.
- Work with school staff when a child has been aggressive or victimized at school.
- Work with other parents and organizations to ensure that children are safe when going to and from school or community activities.
- Actively continue the child's education in the summer.

5. Keep guns and other weapons out of reach of unsupervised children.

If guns or other weapons are kept in or around the house, it is critical that they be locked away and completely inaccessible to unsupervised children and adolescents. Guns should be stored unloaded whenever feasible, with ammunition locked in a separate place. Firearms are not play things, but children may view them as such unless they are taught to handle and use them responsibly or to avoid them entirely.

Several cities and states have passed laws that make gun owners responsible for storing firearms in a manner that makes them inaccessible to children. If an unsupervised minor is found with a gun, the owner may be charged with a felony or a misdemeanor.

6. Limit children's exposure to and experience of crime and violence.

Limiting a child's exposure to crime and violence is a difficult but important task for every parent. Children are exposed to both real and simulated depictions of violence and other crime in many ways. They find it on television, in movies, in newspapers, on the radio, on the Internet, in plays, in neighborhoods, in homes, in schools, at athletic events, in video games, in music, on the road, and in many other places.

Some children do not fully understand or successfully cope with their exposure to crime and violence. Because of frequent and unrealistic media depictions, they may think that violent events are more common than they really are. They may not fully appreciate the true consequences of violent behaviors. As a result, children pretend to be violent in their play with little harm, yet when they become frustrated or angry, these behaviors may take a more serious form in some children.

7. Participate in family management training or counseling opportunities.

Participating in formal training programs in family management is a good way to get extra help. While family counseling is an appropriate option for some, others benefit from

less structured assistance. Specific skills can be learned to reduce the stress and challenges of raising children, including problem-solving, communication, coping with anger and stress, and conflict mediation. Training is often available through the school or faith communities or in the broader community. Seeking help from friends or family members who are experienced parents is another way to better meet the needs of children.

WHAT POLICE AND JUVENILE JUSTICE AUTHORITIES CAN DO

1. Establish a working relationship with schools.

Educators, police, and juvenile justice authorities all play an integral part in preventing school crime. Educators are better equipped to teach students. Police are more capable of intervening in a crisis situation involving a violent or potentially violent student. Juvenile justice authorities can assign probation officers and social workers to schools, where they can better monitor and serve adjudicated students, design specific regimens for youthful offenders to influence their behavior, and provide stronger and broader sanctions for violent behavior.

2. Patrol the school grounds, facilities, and travel routes.

The presence of police in or near the school and local neighborhoods deters crime and prevents troubling situations from escalating. Police presence disrupts trouble spots that interfere with students traveling to and from school, prevents strangers from entering schools, reduces the ability of students to smuggle weapons into schools, deters gang activities, and identifies students who are selling drugs or under the influence of drugs. Police can also conduct random searches for weapons or controlled substances, if appropriate. In these and other circumstances, they add their broader authority to the supervision of students.

3. Respond to reports of criminal activities in the school.

When police routinely patrol the school grounds, they are in a better position to act quickly in response to a request for help from school authorities. The role of police in this situation may be to separate a violent student from potential victims, talk the student into giving up a threatening stance, subdue and transport a student from the scene, contact emergency services, assist in traffic control as emergency services arrive and as parents pick up their children during or after a crisis, collect evidence, or participate in other activities. Rapid response is critical in a situation where many children are in harm's way.

4. Consult with school authorities and parents regarding school security.

Both juvenile justice authorities and police have specialized training in working with youth. They are aware of effective techniques for modifying the behavior of troubled students, the appropriate use of rules and sanctions for youth who

are chronic offenders, techniques for avoiding violence and victimization, and optional programs and services for troubled students. They are also able to consult more broadly on issues of school, home, and personal security. Their information can be shared in school board meetings, community meetings, staff meetings, classrooms, assemblies, printed materials, and broadcasts.

5. Work directly with youth to maintain a constructive relationship.

Police and juvenile justice authorities can become involved directly with students outside the police station, courtroom, or other corrections settings. They often develop a good relationship with students as a means of preventing a confrontation in the future. As the relationship builds, students see police and juvenile justice authorities as positive role models rather than judges or enforcers, assist them in their work rather than fleeing from them or hindering their work, and gain a greater understanding about the difficulties they face in their work. Instilling a broader respect for authority is essential in preventing crime. Opportunities for building constructive relationships between authorities and youth include bicycle registration drives, school carnivals, fundraisers, community policing partnerships, and sponsored recreational activities.

WHAT BUSINESSES CAN DO

1. Adopt a local school.

A long-term commitment to a specific school or group of schools provides the necessary continuity and trust to achieve lasting improvements in reducing violence and enhancing educational opportunities for children. By adopting a local school, businesses become more familiar with local needs, develop an awareness of what works in reducing violence in that school, and build on past successes.

2. Provide training in basic job skills.

Training in job skills can begin prior to employment and may occur in the schools as well as on the job site. Participants include potential employees or youth who may later be employed in other settings. Businesses are well suited to provide this training and can adapt their materials and presentations for younger participants. Training can focus on interpersonal skills, computer training, participation in meetings, teamwork, steps involved in completing a work assignment, progress reports, and other standard job skills. The social skills commonly used in the work setting are similar to those required to prevent violence in the school setting. Older students can participate in simulations of starting and managing a business and other complex business functions.

3. Provide internships and employment opportunities.

Opportunities for meaningful experiences in the community can replace or prevent a certain amount of delinquent or criminal behavior. Businesses provide experience and training in job skills to students through internships, school-to-work programs, afterschool jobs, summer employment, and other work opportunities.

4. Provide scholarships to deserving students.

Scholarships provide incentives to students that may be otherwise lacking. They also steer youth toward jobs needing to be filled by the donor. Scholarships may be distributed on the basis of need, performance, or some combination of both. Scholarships are offered for college, technical training, seminars, and other educational or training experiences.

5. Offer resources to local schools.

Businesses offer support for programs and services, facilities for events, safe havens for students as they travel to and from school, leadership and organizational support for administrators, strategic planning services, equipment, and many other resources. The results orientation of business is very helpful to schools and can be shared between school and business staff through a variety of informal interactions.

6. Provide release time to parents and volunteers.

Businesses provide flexible scheduling and/or release time to support parents and other volunteers in their participation in school activities. Parents may need to attend parent-teacher conferences, field trips, meetings, and other activities to strengthen their child's education. Schools need responsible adults to serve as mentors, tutors, coaches, field trip supervisors, and in other capacities.

WHAT ELECTED OFFICIALS AND GOVERNMENT AGENCIES CAN DO

1. Provide leadership for school crime prevention.

As concern about school safety increases, elected officials are taking a leadership role in solving this pressing problem. Elected officials can:

- Introduce and/or support legislation that will promote school safety.
- Hold town meetings or conferences to raise awareness of school crime issues.
- Attend school and community events for violence prevention.
- Educate the public about crime prevention in speeches and press releases.
- Endorse official reports and initiatives on school crime.

2. Support school crime prevention research.

Unfortunately, a great deal of the information available on the potential impact of existing violence prevention strategies is unscientific and unreliable. Quality evaluations need to be well designed and adequately financed. Public officials can promote the conduct and use of evaluations by establishing national or regional research centers, allocating funds for research projects, and focusing research dollars on the most promising strategies.

3. Encourage all schools to monitor and report crime.

Having a computerized monitoring and reporting system provides school staff with data on their own local needs to inform their choice of prevention strategies, build public support for crime prevention efforts, and identify troublesome areas on the campus which need to be redesigned or better supervised. Elected officials can support this effort through their advocacy role, legislation, attaching requirements to the receipt of program funds, or other means.

4. Begin a discussion of key legislative issues in school violence prevention.

These are the questions to consider when drafting new legislation:

- Who should receive comprehensive risk screening and in what grades?
- What type of data should be required of schools in a common reporting system?
- What type of information should be shared between and among law enforcement agencies and schools?
- What type of penalties should be assessed to a student who commits a crime or carries a weapon at school and should that student receive separate education services?
- Should laws that require expulsion of firearm-possessing students include provisions for alternative educational placements and support services?

5. Build collaborations between and among local, State and Federal agencies to pool resources and maximize the use of effective approaches to school safety.

- Law enforcement officials at the Federal, State and local levels can work with each other and with schools to enhance approaches to school safety.
- Social service agencies can provide support to schools to improve and expand mental health services for children.
- Juvenile justice organizations and courts can work with school officials to ensure children are receiving proper service and to support at-risk youth.

San Diego Unified School District

San Diego, CA

School Safety Focus:

- Comprehensive strategy composed of more than 15 programs and strategies ranging from Healthy Start to school police forces.
- Partnerships with agencies such as the County and City of San Diego, YMCA, and Social Advocates for Youth to provide services and after school programs.

Demographic Information:

- Elementary, middle, and high schools.
- 133,687 students, 35.7 percent Hispanic, 28.3 percent White, 16.9 percent African American, 8.1 percent Philippino, 11 percent other.
- Urban.

Contact Information:

Alan D. Bersin, Superintendent
San Diego Unified School District
4100 Normal Street
San Diego, CA 92103
619-293-8150
Web site: www.sandi.net

The San Diego Unified School District, in San Diego County, the sixth largest school district in the Nation. In the last decade, the County experienced an increase in juvenile violence and crime, especially in weapons charges.

In response, the San Diego Unified School District developed a comprehensive approach to reduce youth violence and increase students' educational success. The district provides a race/human relations team which proactively deals with discrimination and gang issues, the Life Skills Program to prevent substance use and teen pregnancy (for more information about the Life Skills Program, refer to chapter 3, Model Programs), counselors and nurses in every elementary school, and multifaceted health, physical education, and wellness programs. The district has one of the oldest zero-tolerance policies in the country for guns and drugs in schools. Police officers, juvenile judges, and probation officers work with the schools to ensure that youth who break the law are held accountable, but also effectively diverted from leading a life of crime. Juvenile Court and Community Schools (JCCS) operate alternative educational environments for students who have been expelled for violence, weapon possession, and drug and alcohol violations. The district also protects its students with a variety of security measures including: school police; closed campuses; undercover police to detect drug use; a crisis team; an emergency operations center connected to all sites by radio; and emergency plans at each school.

Positive outcomes include: less crime and truancy during the school day; students feel safe at school; tobacco, alcohol, and marijuana use has decreased by 50 to 75 percent; use of multiple drugs has declined by as much as two-thirds; dropout rates have decreased; attendance has increased; and teen birth rates are down.

CHAPTER 3: MODEL PROGRAMS

This chapter presents several examples of programs that are well designed and can be implemented in combinations to form a comprehensive school safety plan. The programs cited in this chapter were identified under a U.S. Department of Justice grant to the Hamilton Fish National Institute on School and Community Violence with assistance from Vanderbilt Institute for Public Policy. The examples cover a wide variety of problems that schools face. While reviewing these programs, keep in mind that problems generally do not occur in isolation. Creating a safe school requires attending to the school's physical, social, and cultural environments. A key component of increasing school safety is selecting programs that can be combined as part of an effective plan for addressing local problems. As the previous chapter on developing and implementing a comprehensive school safety plan pointed out, program and strategy selection must be based on a thorough assessment of each school's needs. Community stakeholders must also be involved in creating and implementing the comprehensive plan.

The models presented here have been designated as either demonstrated or promising. Demonstrated models have been rigorously tested in the field and have solid evidence of their effectiveness. In the evaluation of demonstrated models, two groups of youth were examined before and after an intervention; one group received the intervention, while the other (the control group) did not. The intervention group demonstrated a larger reduction in violence over time compared to the control group.

Promising models are well designed but have not yet been thoroughly tested. Some promising models have been evaluated, but they need further testing with stronger evaluation designs to prove their effectiveness. Other promising models have not yet been evaluated, but they are based on previous research. While some models have effects in more than one area, they are categorized by their emphasis or demonstrated effects. Some models have been developed, implemented, and evaluated in multiple sites, while others have been used only in a single school.

AGGRESSION/FIGHTING

Aggressors, Victims, and Bystanders: Thinking and Acting to Prevent Violence, for middle schools, is a demonstrated curriculum for high-risk students. The curriculum is composed of 12 classroom sessions that deal with violence among peers and the separate but interrelated roles of aggressors, victims, and bystanders that youth play in potentially violent situations. The backbone of this curriculum is the four-step Think-First Model of Conflict Resolution. The model helps students to pause and keep cool, understand what is going on before jumping to conclusions, define their problems and goals in ways that will not lead to fights, and generate positive solutions. The curriculum has been tested in urban, suburban, and small-city school districts and has made students more supportive of resolving conflicts without aggression.

Contact: Christine Blaber Education Development Center, Inc., 55 Chapel Street, Suite 25, Newton, MA 02458, 800-225-4276 ext. 2364, E-mail: Cblaber@edc.org

To order the curriculum: Education Development Center, Inc., P.O. Box 1020, Sewickley, PA 15143-1020, 800-793-5076, Fax: 412-741-0609

The Anger Coping Program, for middle schools, is a demonstrated model for selected male students. The program consists of 18 weekly small group sessions led by a school counselor and a mental health counselor during the school day. The lessons emphasize self-management and self-monitoring, perspective taking, and social problem-solving skills. Aggressive boys who have been through the Anger Coping Program have been found to have lower rates of drug and alcohol involvement and higher levels of self-esteem and problem-solving skills than those who have not.

Contact: John E. Lochman, Professor and Saxon Chair of Clinical Psychology, Department of Psychology, Box 870348, The University of Alabama, Tuscaloosa, AL 35487, 205-348-5083, Fax: 205-348-8648, E-mail: jlochman@GP.AS.UA.EDU

BASIS, for middle schools, is a demonstrated model that focuses on procedures for discipline. Clarifying and consistently enforcing the school rules, improving classroom management and organization, tracking student behaviors (good and bad), reinforcing positive behaviors, and increasing the frequency of communication with parents about student behavior are emphasized. A multi-year, multi-site study found that classroom disruption decreased and attention to academic work increased significantly in the schools in which the program was well implemented.

The U.S. Department of Education has convened an Expert Panel on Safe, Disciplined and Drug-Free Schools to oversee a process for identifying and designating promising and exemplary school-based programs that strengthen prevention practices, so that practitioners can make better informed decisions in their ongoing efforts. The results from the U.S. Department of Education's Expert Panel will be disseminated in Summer 1999.

Contact: Denise Gottfredson, University of Maryland, Department of Criminology, Lefrak Hall, Room 2220, College Park, MD 20742, 301-405-4717, Fax: 301-405-4733, E-mail: dgottfredson@bss2.umd.edu

Conflict Resolution: A Curriculum for Youth Providers, for secondary schools, is a demonstrated model. Key elements include helping students define conflict, teaching three types of conflict resolution, and reviewing basic communications behavior. Each session contains at least one skills-building exercise and lasts from 15 to 50 minutes. This program has reduced violence and the frequency of fights resulting in injuries that require medical treatment.

Contact: National Resource Center for Youth Services, College of Continuing Education, University of Oklahoma, 202 West 8th Street, Tulsa, OK 74119, 918-585-2986, Fax: 918-592-1841, Web site: www.nrcys.ou.edu/default.htm

Positive Adolescent Choices Training (PACT), for middle and high schools, is a demonstrated model for high-risk African American youth and other high-risk youth selected by teachers for conduct problems or histories of victimization. Using videotaped vignettes and role playing, students learn social skills such as giving positive and negative feedback, accepting feedback, negotiation, problem-solving, and resisting peer pressure in small groups of 10-12. Students who have been through PACT have exhibited 50 percent less physical aggression at school and more than 50 percent fewer violence-related juvenile court charges than a comparable group who did not receive PACT.

Contact: Betty R. Yung, Ph.D., Director, Center for Child and Adolescent Violence Prevention, Wright State University, School of Professional Psychology, Ellis Human Development Institute, 9 North Edwin C. Moses Boulevard, Dayton, OH 45407, 937-775-4300, Fax: 937-775-4323, E-mail: byung@desire.wright.edu

Promoting Alternative Thinking Strategies (PATHS), for grades K-5, is a demonstrated model designed to promote emotional competence through expression, understanding, and regulation of emotions. Cognitive problem-solving skills are also taught. The main objectives are for students to learn new skills and be able to apply those skills in daily life. Improvements have been found in students' hyperactivity, peer aggression, and conduct problems.

Contact: (Publisher) Developmental Research and Programs, 800-736-2630, Web site: www.drp.org/paths.html, E-mail: DrpMman@aol.com, (Developer) Mark Greenberg, Ph.D., Prevention Research Center, Henderson Building South, Pennsylvania State University, University Park, PA 16802, 814-235-3053, E-mail: mxg47@psu.edu

Peace Builders®, for grades K-5, is a demonstrated model for students of mixed ethnicity that has been tested in urban and suburban elementary schools. Peace Builders should be viewed as a way of life rather than a program because it attempts to change the characteristics of the school setting that trigger aggressive, hostile behavior. This program seeks to increase the availability of pro-social models to enhance social competence and decrease the frequency and intensity of aggressive behaviors. Researchers found that this program improved students' social competence (especially if students had two years of exposure to the program) and buffered expected increases in their aggressive behavior.

Contact: Jane Gulibon, Heartsprings™, Inc., P.O. Box 12158, Tucson, AZ 85732, 800-368-9356, Web site: www.peacebuilders.com, E-mail: custrel@heartsprings.org

Second Step, for pre-K through middle schools, is a demonstrated curriculum designed to insert skills-based training into existing school curriculums and encourage the transfer of skills to behavior at school and at home. The pre-K through grade 5 versions of Second Step also have a 6-week parent education component. The elementary program teaches empathy, impulse control, and anger management. The middle school program covers understanding the violence problem, empathy, anger management, problem solving, and applying skills to everyday situations. A study showed that physical aggression decreased from autumn to spring among students who were in the program but increased among students who were in a comparison group.

Contact: Committee for Children, 2203 Airport Way South, Suite 500, Seattle, WA 98134, or 172 20th Avenue, Seattle, WA 98122, 800-634-4449, Fax: 206-343-1445, Web site: www.cfchildren.org

The School Safety Program, for high schools, is a demonstrated model for identifying violence problems and devising effective responses. The program's main component is a curriculum integrated into a required 11th grade social studies course that trains students to be problem solvers, engages students in solving their school's problems, identifies problem students through reviews by teachers and police, and sponsors regular meetings among school teachers, school administrators, and the police. An evaluation found a 50 percent reduction in incidents requiring calls to the police (mainly assault-related behaviors) at an intervention school but only a small reduction at a comparison school. In addition, threats to teachers decreased 17 percent in an intervention school but increased by five percent in a comparison school.

Contact: Dennis Kenney, Director of Research, Police Executive Research Forum, 1120 Connecticut Avenue NW, Suite 930, Washington, DC 20036, 202-466-7820, Fax: 202-466-7826, Web site: www.policeforum.org, E-mail: dkenney@intr.net

King William C. Lunalilo Elementary School
Honolulu, HI

School Safety Focus:

- Comprehensive school improvement plan.
- Social skills training for students.
- Primary school adjustment program.
- Parent education and opportunities to work.
- Partnership with the Honolulu Police Department.

Demographic Information:

- Elementary school, grades K-5
- 641 students, 92 percent Hawaiian, Caucasian, Asian/Pacific Islander; 8 percent other
- Urban

Contact Information:

Kathleen A. Mau, Principal
King William C. Lunalilo Elementary School
810 Pumehana Street
Honolulu, HI 96829
808-973-0270
Fax: 808-973-0276
E-Mail: kathleen_mau@notes.k12.hi.us
Web site: www.k12.hi.us/~lunalilo/

In response to increases in drug- and gang-related activity in the neighborhood surrounding Lunalilo Elementary, school officials have devised a comprehensive School Improvement Plan (SIP) to immerse all of the students in a positive environment through integrated multi-year programs. At the core of SIP is a schoolwide program that teaches self-awareness, social skills, decision making skills, as well as the harmful effects of substance use, and requires parental involvement. The school also offers conflict resolution and peer mediation training; peer and adult tutoring; and involvement in community projects, school service groups, and the Big Buddy/Little Buddy program. For students in need of extra services, Lunalilo has a Primary School Adjustment Program. The program relies on early identification, the support of a caring adult, and the involvement of a team of key personnel and parents in enhancing students' behavioral development. In conjunction with school officials, the Honolulu Police Department and the McCully Neighborhood Watch notify school officials of any suspicious activities around the school area.

Data collected during the past 4 years reveal decreases in violent behavior and in the number of student referrals to the principal's office (no suspensions in 1998, compared with four in 1994). In a 1997-98 survey of the Primary School Adjustment Program, 78 percent of parents reported that their children behaved better at home, and 72 percent reported that their children had developed higher self-esteem.

BULLYING

Bully Proofing Your School, for elementary schools, is a promising comprehensive approach. Components include staff involvement in deciding how to reduce bullying; a student curriculum that uses role-playing, modeling, and class discussions; victim support that emphasizes enhancing self-esteem and social skills; an intervention for bullies that teaches anger control and empathy; and interaction with the parents of both bullies and victims. The focus is on shifting power away from bullies, not on punishing them. No evaluation data are available.

Contact: Carla Garrity, The Bully Project, 5290 East Yale Circle, Suite 207, Denver, CO 80222, 303-649-8496. Fax: 303-756-6059

The Bullying Prevention Project, for elementary and middle schools, is a promising model that includes help for school staff and parents in identifying and intervening with bullies and their victims: classroom activities (such as role playing and creative writing) that generate discussions of bullying; and schoolwide anti-bullying activities (including schoolwide reinforcement for positive behavior and sanctions for bullying). In addition, schoolwide rules against and sanctions for bullying are established. A preliminary evaluation has found promising results, and the intervention continues to be enhanced and tested.

Contact: Susan P. Limber, Project Director, Bullying Prevention Project, Institute for Families in Society, University of South Carolina, Carolina Plaza, Columbia, SC 29208, 803-737-3186, Fax: 803-737-3193

Transition Intervention Program (TIP), for grades 1-6, is a promising model for eliminating problem behavior and enhancing students' academic and social success in school. This comprehensive intervention includes a 9-week classroom experience that emphasizes self-management and academic skills, parenting classes, tracking and support when students re-enter their regular classrooms, and support and training for students' regular teachers. A study found that 76 percent of students participating in TIP had returned to regular classrooms and experienced greater academic and social success.

Contact: Sheral Schowe, Transition Intervention Program, 11454 High Mountain Drive, Sandy, UT 84092, 801-964-7695

FAMILY ISSUES

Families and Schools Together (FAST), for children ages 3-14, is a promising social support enhancing program which builds protective factors into the lives of children. After referral by an elementary school teacher, parents who have graduated from FAST make home visits to invite a child and his or her whole family to participate in the program.

Families are clustered in groups of 10 to 12 according to where their children attend school, and then attend eight weekly sessions of highly interactive and fun activities run by a team of professionals from the community. Following this initial phase, groups of families run their own meetings for two years while continuing to receive support from the FAST team as needed. FAST strengthens communities, schools, and families by reaching out to socially isolated families, creating support networks, and encouraging parents to take leadership roles in the program. Of the families which come to one FAST meeting, over 80 percent remain at least to the end of the initial eight week phase. Over the following two years, schools report dramatic increases in parental involvement (75 percent) and self-referral to family counseling (26 percent) and substance abuse treatment (8 percent). In scientific studies, teachers and parents have reported behavior improvements among referred youth, increases in family cohesion, and decreases in social isolation.

Contact: Lynn McDonald, FAST Project, University of Wisconsin-Madison, 1025 W. Johnson Street, Madison, WI 53706, Tel: 608-263-9476, Fax: 608-263-6488, Email: mrmcdona@facstaff.wisc.edu

First Step to Success, for kindergarten students, is a demonstrated program with proactive screening of all students, a school intervention using the CLASS program (which trains teachers to use behavioral methods to decrease classroom disruption), and parent training to support children's adjustment to school. In early evaluations, First Step to Success appears to reduce aggression and maladaptive behavior as well as the long-term probability that at-risk children will adopt a delinquent lifestyle during their youth.

Contact: Sopris West, 4093 Specialty Place, Longmont, CO 80504, 800-547-6747, Fax: 303-776-5934, Web site: www.sopriswest.com

Functional Family Therapy (FFT), for grades K-12, is a demonstrated family-based intervention. In rigorous evaluations, FFT has consistently produced sustained reductions in juvenile recidivism and sibling entry into high-risk activities when compared to a variety of other individual and group-based treatments. These reductions in adolescent disruptive behavior disorders have been accomplished at smaller expense than alternative approaches. FFT is a short-term change program that motivates families to deal with processes such as intense negative affect that prevent change. Specific strategies are then individualized for families to produce positive changes in family communication and problem-solving, parenting, and the use of community resources.

Contact: Center for the Study and Prevention of Violence, Institute of Behavioral Sciences, University of Colorado at Boulder, Campus Box 442, Boulder, CO 80309-0442, 303-492-8465, or Project Coordinator Kathie Shafer, 801-585-1807, E-mail: Shafer@psych.utah.edu

The Strengthening Families Program, for children ages 6-10, is a demonstrated model originally tested with drug-abusing urban parents in outpatient treatment. It has been culturally modified and found effective with African-American, Asian/Pacific Islander, and Hispanic families. Parents and children attend 14 weekly sessions of two hours each. Parents and children attend separate sessions during the first hour (during which time parents learn about family management and children focus on social skills), and during the second hour they come together for family skills training. To increase participation, incentives such as snacks, transportation, and rewards are used. Evaluations have found significant improvements in parenting skills, children's prosocial behavior, and family relationships.

Contact: Connie Tait, Ph.D., Department of Health Promotion and Education, 300 South 1850 East, Room 215, University of Utah, Salt Lake City, UT 84112, 801-585-9201, Fax: 801-581-5872

GANGS

Alternatives to Gang Membership, for middle schools, is a promising program with multiple components. One component is a fifth grade antigang curriculum with an intermediate school follow-up program for youth that encourages involvement in constructive activities. A study in which the names of 3,612 participants were matched with data from the Los Angeles County Sheriff's Department found that only 4 percent had joined gangs.

Contact: Human Services Department, City of Paramount, 16400 Colorado Avenue, Paramount, CA 90723, 213-220-2140

Gang Risk Intervention Program (GRIP), for middle and high schools, is a promising model pilot-tested in the Los Angeles, CA, area and now operating in 15 of California's 58 counties. GRIP involves parents, school administrators, teachers, community organizations, and gang experts in keeping youth out of gangs. Schools with GRIP provide their students with counseling, sports, cultural activities, job training, apprenticeships and career exploration opportunities, and opportunities for positive interaction with police officers. The major goals of the program are to tie youth to community organizations and to commit businesses and community groups to providing positive activities to youth. Evaluation data are not yet available.

Contact: Chuck Nichols, Safe Schools and Violence Prevention Office, California Department of Education, 560 J Street, Suite 260, Sacramento, CA 95814, 916-323-1026, E-mail: cnichols@cde.ca.gov

Gang Resistance Education and Training (GREAT), for grades K-12, is a promising model with curricula appropriate for children of all ages. The instructional programs (which range in length from four to nine weeks), taught by

law enforcement officers, have sessions on law, crimes, victims, gangs, and substance abuse. The training focuses on the impact of crime on victims and communities, conflict resolution skills, cultural differences, and meeting basic needs without joining a gang. Schools and communities also have the option of implementing a summer component. A preliminary evaluation found that GREAT participants had lower rates of delinquency, lower rates of gang affiliation, and more negative attitudes about gangs.

Contact: G.R.E.A.T. Branch, P.O. Box 50418, Washington, DC 20091, 800-726-7070, Fax: 202-565-4588, E-mail: great@atfhq.atf.treas.gov, Web site: www.atf.treas.gov/great/great.htm

Community Organizations United to Reduce the Area's Gang Environment (Project COURAGE) for grades K-8, is a promising program that provides youth with positive alternatives that may serve as deterrents from gang membership and substance abuse. Key components include tutoring in all school subjects; academic, family, and personal counseling; workshops on self-esteem, decision-making and resistance skills, health and nutrition, and job training; and leisure and sports activities. When students, staff, parents, and teachers were questioned by auxiliary staff, more than half of them said that Project COURAGE students had made improvements in stability, empowerment, self-esteem, and educational commitment. In addition, close to 80 percent of teachers and staff saw an improvement in students' social abilities and positive identities.

Contact: Mary Fowlie, Project COURAGE Coordinator, Riverside County Office of Education, 3939 Thirteenth Street, Riverside, CA 92502, 909-369-7860, Fax: 909-778-0487

RACIAL AND OTHER BIAS-RELATED CONFLICT

Anti-bias Curriculum: Tools for Empowering Young Children, for children ages 2-5, is a promising model to help children build the foundations for problem-solving and critical thinking about diversity and bias. The curriculum examines racial differences and similarities, disabilities, gender identity, cultural differences and similarities, and resistance to stereotyping and discrimination. The program also assists educational staff and parents in creating anti-bias environments. No evaluation data are available.

Contact: National Association for the Education of Young Children, 1509 16th Street NW, Washington, DC 20036 1426, 202-232-8777, Web site: www.naeyc.org/default.htm or Louise Dermon-Sparks, Pacific Oaks College, Children's School, Research Center, 5 Westmoreland Place, Pasadena, CA 91103-3592, 626-397-1306, Fax: 626-397-1317, E-mail: rldsparks@aol.com

Healing the Hate: A National Hate Crime Prevention Curriculum, for middle and high schools, is a promising model. In ten units, youth learn that violence and prejudice are preventable and develop skills in empathy, critical thinking, perspective taking, and media literacy. Students engage

in several cooperative learning activities and discuss factors that perpetuate hate crimes. This program has been pilot-tested in demographically and geographically diverse locations, but no evaluation data are available.

Contact: National Hate Crime Prevention Project, Education Development Center, Inc., 55 Chapel Street, Newton, MA 02158-1060, 800-225-4276

Responding in Peaceful and Positive Ways (RIPP), for grade 6, is a demonstrated curriculum tested in ethnically mixed populations. Key elements include: working in small groups; problem-solving; identifying feelings; handling differences; peer mediation; clarifying values; dealing with prejudice; and avoiding, ignoring, defusing, and resolving conflicts. The problem-solving component includes several steps that students memorize and practice frequently. Students learn to stop, calm down, identify the problem and feelings about it, decide among nonviolent options (resolve, avoid, ignore, or refuse), do it, look back, and evaluate. An evaluation funded by the Centers for Disease Control and Prevention shows RIPP significantly reduces fights and incidents of being threatened with a weapon.

Contact: Aleta Lynn Meyer, Life Skills Center, Virginia Commonwealth University, 800 West Franklin, P.O. Box 842018, Richmond, VA 23284-2018, 888-572-1572, Fax: 804-828-0239

Resolving Conflict Creatively Program (RCCP), for grades K-12, an initiative of Educators for Social Responsibility, is a demonstrated school-based program that cultivates the emotional, social, and ethical development of children through teaching concepts and skills in conflict resolution and intergroup relations. The RCCP model includes professional development for teachers, regular classroom instruction, peer mediation, and conflict resolution and bias awareness training for administrators and parents. Initial results from a rigorous evaluation by the Centers for Disease Control and Prevention reveal a significant positive impact on children who receive a substantial amount of instruction in the curriculum. Currently, RCCP is being implemented in over 200 schools across the country.

Contact: RCCP National Center, 40 Exchange Place, Suite 1111, New York, NY 10005, 212-509-0022, Fax: 212-509-1095, E-mail: estrccp@aol.com

Student Problem Identification and Resolution (SPIR), for grades 1-12, is a promising model for responding to violent episodes that erupt in schools over racial bias among students. Because this program must be facilitated by a trained adult, regional centers maintain staff to respond quickly to ethnic conflicts and hate crimes with a variety of programs and services. Students, faculty, community leaders, and parents are brought together to identify and resolve problems. No evaluation data are available.

Contact: The U.S. Department of Justice Community Relations Service, 600 E Street NW, Suite 2000, Washington, DC 20530, 202-305-2935, Fax: 202-305-3009, Web site: www.usdoj.gov/crs

Jesse Keen Elementary School
Lakeland, FL

School Safety Focus:

- Comprehensive schoolwide planning to address academic and behavioral problems.
- Social skills, anger management techniques.
- Supportive school climate.

Demographic Information:

- Elementary school, grades pre-K through 6.
- 647 students, 41 percent students of color.
- Urban.

Contact Information:

Joyce Bushey, Principal
Lloyd Mattingly, Project Contact
Jesse Keen Elementary School
815 Plateau Road
Lakeland, FL 33801
941-499-2880
Fax: 941-499-2288
E-mail: wvp88a@prodigy.com

The Jesse Keen Elementary School has adopted Project ACHIEVE to address problems with academic achievement, student behavior, and staff satisfaction. Project ACHIEVE was developed by Howard Knoff and George Batsche at the University of South Florida. It is being implemented in more than 20 sites across the country. This comprehensive schoolwide prevention and early intervention program targets elementary school students who are academically and socially at risk. Project ACHIEVE's goals are to improve teachers' problem-solving and classroom-management skills, improve at-risk students' classroom behavior, improve the school's comprehensive services to students, increase parental involvement, and create a school climate in which everyone is responsible for each student. A key component is the Stop & Think Social Skills process, in which students are taught the steps for making good choices.

The developers of Project ACHIEVE required acceptance by 80 percent of the school staff before the program was implemented. Once the project was accepted, a school climate team was formed, and grade-level leaders and a pupil personal support team were identified to implement the components of the project. Project ACHIEVE has accomplished a 28-percent decrease in disciplinary referrals to the principal's office, a significant decrease in suspensions (from 65 to 19); a decrease in student grade retention (from 61 to 1); an increase in the number of students scoring above the 50th percentile in standardized tests; academic improvement for students whose parents were trained in the parent drop-in center; and improvement in teachers' perceptions of school climate.

SEXUAL HARASSMENT/SEXUAL VIOLENCE

Dating Violence Prevention Program, for high schools, is a demonstrated curriculum for changing attitudes condoning dating violence, and a promising curriculum for changing behaviors among students. Key elements include promoting equity in dating relationships, challenging attitudes toward violence as a means of conflict resolution, improving communications skills, supporting victims of dating violence, and seeking help for those involved in violent relationships. An evaluation of the program showed significant decreases in student attitudes favoring dating violence as a means of resolving conflict.

Contact: K.D. O'Leary, Department of Psychology, State University of New York at Stony Brook, Stony Brook, NY 11794-2500, 516-632-7852, E-mail: doleary@psych1.psy.sunysb.edu, Web site: www.psy.sunysb.edu/marital

Flirting or Hurting, for grades 6-12, is a promising model for reducing sexual harassment and sexual violence. Topics addressed include bullying, dating violence, racial and ethnic intolerance, hazing, domestic violence, student rights, and taking action. No evaluation data are available.

Contact: NEA Professional Library, Distribution Center, P.O. Box 2035, Annapolis Junction, MD 20701-2035, 800-229-4200

Safe Dates, for grades 8 and 9, is a demonstrated model with school and community components. The school components (a ten-session curriculum, a play, and a poster contest) focus on changing norms for dating violence, gender stereotyping, conflict management skills, belief in need for help, awareness of services, and help-seeking. The community component includes training for service providers, a crisis line, and a support group for teen victims. An evaluation of Safe Dates indicated that the treatment group committed less psychological abuse, sexual violence, and violence perpetration against their current dating partners than did the control group.

Contact: Vangee Foshee, Department of Health Behavior and Health Education, School of Public Health, University of North Carolina at Chapel Hill, Campus Box 7400, Chapel Hill, NC 27599, 919-966-6616 or 919-966-6353, E-mail: vfoshee@sph.unc.edu

SUBSTANCE ABUSE

All Stars, for middle and high schools, is a promising model composed of a 22-session curriculum focusing on correcting misperceptions about normative behavior, character development, identifying values and ideals, and commitment to ideals. Parent involvement is encouraged through homework and a parent guide. A preliminary evaluation in which All Stars participants were compared with another program

found that All Stars did significantly better in enhancing variables related to decreasing substance use (e.g., commitment, ideals, bonding, and normative beliefs).

Contact: William B. Hansen, Tanglewood Research, P.O. Box 1772, Clemmons, NC 27012, 800-826-4539, Fax: 336-778-0443, E-mail: billhansen@tanglewood.net, Web site: www.allstarz.com/top100.htm

The Coping Power Program, for middle schools, is a demonstrated model for preventing substance use among boys. Although this intervention uses much of the same material as the Anger Coping Program (see Aggression/ Fighting), it has been extended to 33 small group sessions for students and has 16 sessions for parents. Initial results indicate that the Coping Power program increases aggressive boys' social competence and decreases their substance use.

Contact: John E. Lochman, Professor and Saxon Chair of Clinical Psychology, Department of Psychology, Box 870348, The University of Alabama, Tuscaloosa, AL 35487, 205-348-5083, Fax: 205-348-8648, E-mail: jlochman@GP.AS.UA.EDU

Life Skills Training (LST), for grades 7-9, is a demonstrated model for mixed ethnic students with 15 sessions in the seventh grade, ten sessions in the eighth grade, and five sessions in the ninth grade. Students are taught personal self-management skills, general social skills, drug resistance skills, adaptive coping strategies, assertiveness, and decision-making by either adults or peer leaders. LST has reduced excessive drinking and weekly marijuana use.

Contact: Gilbert J. Borvin, Institute for Prevention Research, Cornell University Medical Center, 411 East 69th Street, Room KB 201, New York, NY 10021, 212-746-1270, E-mail: ipr@mail.med.cornell.edu, Web Site: www.lifeskillstraining.com

The Midwestern Prevention Project (referred to as Project STAR), for children ages 10-15, is a demonstrated model. Key elements include a two-year social influence curriculum, a mass media intervention, and a parent program that reaches family communication skills and helping children with Project STAR homework. This project has reduced smoking by 40 percent and reduced marijuana and alcohol use by smaller percentages.

Contact: Angela Lapin, Project Manager, Center for Prevention Policy Research, Department of Preventive Medicine, University of Southern California, 1441 East Lake Avenue, MS 44, Los Angeles, CA 90033-0800, 323-865-0325

Project ALERT, for grades 6-8, is a demonstrated social resistance skill curriculum for ethnically mixed students that consists of 11 weekly lessons in the sixth or seventh grade and three booster lessons in the seventh or eighth grade. Key components include counteracting beliefs that most

people use drugs, developing reasons not to use drugs, identifying the sources of pressures to use drugs, and building a repertoire of skills to resist pro-drug pressures. Parent involvement is encouraged through home learning opportunities. Project ALERT has decreased marijuana and alcohol use among seventh graders, and marijuana and cigarette use among eighth graders.

Contact: Project ALERT, 725 South Figueroa Street, Suite 1615, Los Angeles, CA 90017-5416, 800-253-7810, E-mail: alertplus@aol.com, Web site: www.projectalert.best.org

Project NORTHLAND, for grades 6-8, is a demonstrated multi-level, three-year alcohol use prevention intervention. The program includes alcohol prevention curricula, activities to link students to the community, and parent participation in alcohol education. The project also offers students school-based opportunities for alcohol-free extracurricular activities. At the end of the student's eighth grade year, significantly fewer students in the intervention districts (24 percent of eighth graders) reported using alcohol in the past month than those in the comparison districts (29 percent of eighth graders).

Contacts: To order curricula: Hazelden Publishing Group, P.O. Box 176, Center City, MN 55012, 800-328-9000, Web site: www.hazelden.org. Other questions: Project Northland, University of Minnesota, 1300 South Second Street, Suite 300, Minneapolis, MN 55454-1015, 612-624-1818

TRUANCY/DROPOUT

The Alternative Education Program, for grade 9, is a promising model at Minnie Howard School in Alexandria, Virginia. An alternative team was formed for the population designated at-risk of dropping out and developing behavior problems. The Alternative Education Program teaches the content of courses to students using a high degree of individualization while addressing skill development gaps. In addition, the program infuses violence prevention into the curriculum, provides a welcoming climate to improve student motivation to attend school, and provides genuine school-to-work opportunities for each student. Regular home visits deliver parent education and support. This program is currently being evaluated.

Contact: Margaret Walsh, Principal, Minnie Howard School, 3801 West Braddock Road, Alexandria, VA 22302, 703-824-6750

The Coca-Cola Valued Youth Program, for middle and high schools, is a demonstrated model that pays students who are behind in grade level or have been retained for one year or more to tutor elementary school children. The tutors receive extra academic help in preparation to tutor the young children on an ongoing basis. The major goals of the program are to teach the tutors the value of education and increase their bonding to the school. Researchers have

found that after two years, only one percent of the students in the program had dropped out of school, whereas 12 percent of the comparison students had dropped out.

Contact: Linda Cantu, Communications Manager, Intercultural Development Research Association, 5835 Callaghan Road, Suite 350, San Antonio, TX 78228. 210-684-8180. Fax: 210-684-5389

Help One Student To Succeed (HOSTS), for grades 1-10, is a promising dropout prevention program in which students who are one year (or more) behind in their reading skills are mentored by trained adult volunteers. In order to develop individualized learning plans around state and/or local objectives, teachers have access to an electronic database of teaching materials. Students may leave the program when they are able to read at or above grade level. An evaluation involving 6,621 students during the 1995-96 school year found an overall gain of two reading levels and reported that 51 percent of students met the exit criteria.

Contact: Bill Gibbons, HOSTS Corporation, 8000 NE Parkway Drive, Suite 201, Vancouver, WA 98662-6459, 800-833-4678, Fax: 360-260-1783, Web site: www.teleport.com/~hosts/

Project Helping Hand, for grades K-8, is a promising model to reduce truancy. Key components include referring youth who have 5 to 15 days of unexcused absences to a community-wide center, up to eight sessions of family counseling, home visits if the family does not show up for sessions, and three followup sessions to ensure that truancy does not start again. Child study teams and tutoring are also available. Project staff reported that 84 percent of youth were not truant after participating in the program.

Contact: Atlantic County Division of Intergenerational Services, 101 South Shore Road, Northfield, NJ 08225, 609-645-5862

Reconnecting Youth, for grades 9-12, is a demonstrated model for students showing signs of poor school achievement, multiple problem behaviors, and the potential for dropping out of high school. Key elements include social support and skills training, personal growth classes, and social activities to promote school bonding. Two studies have found improvements in school performance and reductions in substance use and suicide risk. In addition, the Texas Education Agency has recently approved Reconnecting Youth for use as a for-credit class in Texas public schools.

Contact: Derek Richey, National Education Service, P.O. Box 8, Bloomington, IN 47402-0008, 800-733-6786, Web site: www.nes.org

McNair Elementary School

St. Louis, MO

School Safety Focus:

- Fight Free School Program.
- Social skills training.
- Establishing clear expectations.
- Providing positive reinforcement.

Demographic Information:

- Elementary school, grades K-6.
- 519 students, 90 percent Caucasian, 10 percent African-American.
- Suburban.

Contact Information:

Dr. Peggy Dolan, Principal
McNair Elementary School
585 Coachway Lane
Hazelwood, MO 63042
314-953-4700
Fax: 314-953-4713

After the 1991-92 school year, McNair's administration decided to try a new approach to preventing fights and aggressive behavior in school. Although the number of fights was not extremely high (55 fights and 27 suspensions) in that year, the staff felt that suspensions and detentions were not changing student behavior. McNair borrowed from the Safe and Drug Free Schools strategy and initiated the Fight Free School Program 6 years ago. It has since been adopted by schools in other areas.

The mission statement of the Fight Free School Program is "To teach the youth of today, the future leaders of our nation, appropriate interpersonal behavior skills. The focus is to provide an improved school environment which will enhance the learning process and allow our children the optimum advantage to excel in their academic careers." In order to fulfill this mission, the program sets clear expectations for students and parents, provides students with social skills training, and teaches students to resolve conflicts peacefully. Offering daily positive reinforcement for good behavior through strategies such as declaring fight-free days over the public address system and flying a fight-free flag over the school when there are no fights is also central to the program.

McNair Elementary School has reported a drastic decrease in fights and suspensions since the inception of the program: 55 fights and 27 suspensions in 1991-92; 3 fights and 2 suspensions in 1992-93; and only 5 or 6 fights per year from 1993-94 through 1997-98. To obtain a Fight Free School Manual (School Violence... Calming the Storm), call 800-524-2813.

The Stafford County Alternative Education Program, for high schools, is a promising initiative that gives students two options for successfully completing high school. The first option is a regional education center for violent, weapons-carrying, or controlled-substance-carrying students. It offers academic, counseling, family, and transportation services in order to help students complete the school year and successfully return to their regular schools.

Turning Point, the second option, is a school for members of the community (primarily those ages 17-21) who have not completed high school and for high school students with a very high risk of dropping out. Program staff report that success depends upon providing students and staff choices regarding their placement, written expectations or contracts that students sign, teaching teams, a small student population, and flexibility with a focus on meeting student needs. No evaluation data are available.

Contact: G. Scott Walker, Director of Alternative and Adult Education, Stafford County Public Schools, 35 Potomac Creek Drive, #97, Falmouth, VA 22403, 540-659-9899

VANDALISM

The Constructive Discipline Model, for grades 4-8, of Los Angeles County, CA, is a demonstrated intervention that takes a multi-faceted approach to reducing violence and vandalism. School staff are trained to reinforce appropriate behaviors, identify factors that contribute to violence and vandalism, and develop a schoolwide behavioral improvement plan. In addition, school counselors are trained in the use of behavioral consultation methods. One study of several schools found that vandalism fell by an average of 78.5 percent.

Contact: Gus Friás, Safe Schools Coordinator, Los Angeles County Office of Education, 9300 Imperial Highway, #281, Downey, CA 90242, 562-922-6391, Fax: 562-922-6781

Peer Culture Development (PCD), for junior and high schools, is a demonstrated program run by counselors as a for-credit class for at-risk students. This program assumes that peers have great influence on each other and that peer influence can be positive. The program also assumes that self-confidence may be gained by being of service to others and that adolescents who have learned to solve their own problems can help others by sharing their experiences. Each class is conducted as a group counseling session in which problems are reported and resolved, and insight is provided by the trained group PCD counselor. An evaluation found that PCD students showed a 44 percent reduction in police contacts, while the control group showed a 36 percent increase in police contacts for the same period. All of the PCD schools also showed a reduction (55 percent and greater) in the number of property offenses (e.g., school vandalism, locker break-in), a reduction of about 66 percent in the number of personal offenses (e.g., robbery, physical assaults, rape, fights), and a 43 percent reduction in gang activity.

Contact: Todd Hoover, School of Education, MC Campus, Loyola University, 1041 Ridge Road, Wilmette, IL 60091, 847-853-3320

WEAPONS

The Comprehensive Weapons Reduction Initiative, for grades K-12, is a promising model. The key components include a clear and consistently reinforced code of conduct aimed at preventing teasing and small fights, which tend to lead to weapons assaults. Environmental controls make it difficult to bring weapons to school and increase students' perceived safety (so that they do not feel the need to bring weapons). The environmental controls include random searches conducted by police, routine checks of areas where weapons may be hidden, home searches to recover firearms and explosives before they are brought to school, visual screening techniques that enable police and school staff to spot students who are concealing weapons, and strictly enforced sanctions for weapons violations. Students who have brought weapons to school can complete the academic year at an alternative school. Staff reported that student weapons violations have decreased by 70 percent.

Contact: Bibb County Campus Police, 2444 Roff Avenue, Macon, GA 31204, 912-746-6114, Fax: 912-751-6706

Crime Prevention Through Environmental Design (CPTED), for grades K-12, is a promising model for preventing violence by applying architectural design and space management concepts to the school building and grounds. The goals are to provide access control, surveillance through physical design and mechanical devices, congestion reduction, defensible space, psychological deterrents to violence, user monitoring, and territorial identity. Several of the design issues are focused on reducing the presence of weapons in the school and eliminating dark or hidden spaces where crimes can occur. CPTED reduced a school's reported crime rate by 86 percent over a four year period.

Contact: National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292, 502-852-6987, Fax: 502-852-6990

The Self Enhancement Program, for children ages 7-18, is a demonstrated strategy based on a relationship model. Appropriate behavior is taught through classroom education using conflict resolution and anger management techniques that uphold six standards of conduct. In addition, exposure education through trips to hospital trauma centers and juvenile detention facilities are part of the program. General anti-violence campaigns and continuous mentoring by program staff through a youth's pre-adolescent and adolescent years are also included. This program has been found effective in decreasing handgun (and other weapon) carrying and fighting.

Contact: Self-Enhancement, Inc., 3920 North Kerby Avenue, Portland, OR 97227, 503-249-1712, Fax: 503-249-1955

The School Resource Officers (SRO) Program, for grades K-12, is a promising model for effectively using law enforcement officers in the schools. Sworn law enforcement officers (who are already well prepared to deal with weapons and violent behavior) are trained to counsel students on law-related problems and support services, teach classes on the law, and serve as role models for students. Anecdotal evidence suggests that the rising numbers of school resource officers in North Carolina has contributed to the falling numbers of firearms reported at school.

Contact: Pam Riley, Director, Center for the Prevention of School Violence, 20 Enterprise Street, Suite 2, Raleigh, NC 27607-7375, 800-299-6054 or 919-515-9397, Fax: 919-515-9561

Straight Talk About Risks (STAR), for grades pre-K through 12, is a promising model for preventing gun-related violence among students. There are four curricula (pre-K to grade 2, grades 3 to 5, grades 6 to 8, and grades 9 to 12), and English and Spanish versions of all curricula are available. For the younger children, the focus is on obeying rules, staying safe, and learning that guns are not toys. In the middle grades, students explore media violence, reasons why people are violent, and strategies for coping with conflict. The high school curriculum fosters discussions on the consequences of handgun violence, on gun violence and youth, and on stress as a potential cause of violence. Students in grades 9-12 who have participated in STAR indicate that they are less likely to use a gun under a variety of circumstances.

Contact: Center to Prevent Handgun Violence, 1225 Eye Street NW., Suite 1100, Washington, DC 20005, 202-289-7319

Kennedy Middle School Eugene, OR

School Safety Focus:

- Schoolwide violence prevention curriculum.
- Schoolwide early intervention program.
- System-level school changes to ensure long-term implementation.
- Clarification of administrative policies.

Demographic Information:

- Middle school, grades 6-8.
- 580 students, 88 percent Caucasian, 5 percent Asian/Pacific Islander, 4 percent Hispanic.
- Suburban.

Contact Information:

Kay Mehas, Principal
Kennedy Middle School
2200 Bailey Hill Road
Eugene, OR 97405
541-687-3241

Fax: 541-686-2379

E-Mail: mehas@4j.lane.edu

Web site: www.4j.lane.edu/schools/middle/kennedy.html

A few years ago, staff members at Kennedy Middle School started noticing an increase in the number of office referrals and in anti-social and aggressive behavior among its students. In response, they held several meetings to establish goals for addressing the needs of at-risk students and the rest of the school population. Staff members deliberately selected and implemented programs that had been carefully evaluated and were likely to reduce aggressive behavior while increasing pro-social behavior.

First the school implemented Second Step, a curriculum designed for schoolwide use. (For more information about Second Step, refer to chapter 3, Model Programs.) The Second Step Program addresses violence prevention through the development of empathy skills, problem-solving skills, and anger-management techniques. Then the school adopted the Effective Behavior Support Program, an intensive intervention program that addresses the needs of students with chronic behavior problems. (The Effective Behavior Support Program is a regional program developed by a local university in coordination with the school district.) Plans for long-term implementation focused on establishing a priority for change; implementing team-based collaboration; creating visible administrative leadership and support; including all school staff and students in the implementation process; and providing intensive training for all school staff. In addition, administrative procedures have been clarified for students and staff.

The data are encouraging. In the first year of the program, 33 percent of students report using Second Step strategies in their lives. Disciplinary referrals have decreased by 25 percent. Staff members confirm these changes in student behaviors and attitudes, and they report an increase in using problem-solving approaches to solving conflicts.

CHAPTER 4: RESOURCES

The organizations, Web sites, and other resources listed in this publication are not exhaustive, nor is their inclusion intended as an endorsement by the U.S. Department of Education or the U.S. Department of Justice. Rather, these listings are intended to assist schools and communities in developing and enhancing comprehensive school safety plans.

FEDERAL RESOURCES

U.S. Department of Education
400 Maryland Avenue, SW
Washington, DC 20202
www.ed.gov

Safe and Drug-Free Schools Programs Office
www.ed.gov/offices/OESE/SDFS
Email: SAFESCHL@ed.gov

The Safe and Drug-Free Schools Program is the Federal government's primary vehicle for reducing drug, alcohol and tobacco use, and violence, through education and prevention activities in our nation's schools.

Office of Special Education Programs
www.ed.gov/offices/OSERS/OSEP

The Office of Special Education Programs (OSEP) provides leadership and fiscal resources to assist State and local efforts to educate children with disabilities in order to improve results for those children and to ensure equal protection of the law.

Office for Civil Rights
www.ed.gov/offices/OCR

The mission of the Office for Civil Rights (OCR) is to ensure equal access to education and to promote educational excellence throughout the nation through vigorous enforcement of civil rights. OCR provides technical assistance to help institutions achieve voluntary compliance with the civil rights laws that OCR enforces.

Federal Resources for Educational Excellence (FREE)
www.ed.gov/free

Resources for teaching and learning from 30 federal agencies with search tools and a bulletin board for teachers and federal agencies to communicate about potential collaboration on new teaching and learning resources.

Regional Education Laboratories
www.nwrel.org/national/index.html

Regional Education Laboratories is a map of links to all ten laboratories supported by the U.S. Department of Education to provide technical assistance to educators.

McCormick Middle School McCormick, SC

School Safety Focus:

- Schoolwide antibullying program.
- Character education.
- Conflict resolution.
- Mediation.

Demographic Information:

- Grades 5-8.
- 400 students, 80 percent African-American.
- Rural.

Contact Information:

Dr. Jim Nolan, Principal
McCormick Middle School
801 Carolina Street
McCormick, SC 29835
864-465-2243
Fax: 864-465-3300

A few years ago, because of concern about high incidences of bullying at McCormick Middle School, school officials instituted an anti-bullying program. The students named the program Students Against Bullying. Start-up activities included staff meetings and in-service training for all teachers, establishment of a steering committee including teachers and counselors, and involvement of parents through committee membership and communication sent home. For two years the activity was intense; student training sessions occurred every two weeks, and administrative policy changes to support changed student behaviors were adopted frequently. As an outgrowth of the anti-bullying focus, character education, conflict education, and a mediation program are now in place. All students are involved in these activities. The aspects of the program that focused solely on bullying are less intense, but follow-up on the original program continues.

The school's administrator reports that McCormick is a different school today. The school's strict rules regarding students not touching each other inappropriately and showing respect to each other have cut out much of the shoving, pushing, and bullying behavior of the past. Statistics show that bullying incidents have been reduced by 22 percent.

U.S. Department of Justice
950 Pennsylvania Avenue, NW
Washington, DC 20530-0001
www.usdoj.gov

Office of Juvenile Justice and Delinquency Prevention (OJJDP)
www.ncjrs.org/ojjdp

OJJDP's mission is to provide national leadership, coordination, and resources to develop, implement, and support effective methods to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

U.S. Department of Justice for Kids and Youth home page
www.usdoj.gov/kidspage/

Information for children and youth on crime prevention, staying safe, volunteer and community service opportunities, and the criminal justice system.

The Justice Information Center
www.ncjrs.org

The National Criminal Justice Reference Service (NCJRS) is one of the most extensive sources of information on criminal and juvenile justice in the world, providing services to an international community of policy makers and professionals. NCJRS is a collection of clearinghouses supporting all bureaus of the U.S. Department of Justice, Office of Justice Programs: the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Statistics, the Bureau of Justice Assistance, the Office for Victims of Crime, and the OJP Program Offices.

U.S. Department of Health and Human Services
200 Independence Avenue, SW
Washington, D.C. 20201
www.hhs.gov

Centers for Disease Control and Prevention, Division of Adolescent and School Health
www.cdc.gov/nccdphp/dash

The mission of DASH is to: identify the highest priority health risks among youth, monitor the incidence and prevalence of those risks, implement national programs to prevent risks, and evaluate and improve those programs.

Centers for Disease Control and Prevention, Division of Violence Prevention
www.cdc.gov/ncipc/dvp/dvp.htm

The Division of Violence Prevention in CDC's National Center for Injury Prevention and Control has four priority areas for violence prevention: youth violence, family and intimate violence, suicide, and firearm injuries.

Center for Mental Health Services
www.samhsa.gov/cmhs/cmhs.htm

The Center for Mental Health Services (CMHS) is a program of the Substance Abuse and Mental Health Services Administration (SAMHSA). The CMHS, in partnership with States, leads national efforts to demonstrate, evaluate, and disseminate service delivery models to treat mental illness, promote mental health and prevent the development or worsening of mental illness when possible.

Center for Substance Abuse Prevention (CSAP)
www.samhsa.gov/csap/index.htm

CSAP's mission is to provide national leadership in the Federal effort to prevent alcohol, tobacco, and illicit drug problems.

National Institute of Mental Health
www.nimh.nih.gov/

The NIMH funds prevention research. This site includes a report by the National Advisory Mental Health Council Workgroup on Mental Disorders Prevention Research.

ONLINE FEDERAL DOCUMENTS

Safe, Drug-Free, and Effective Schools for All Students: What Works
www.air-de.org/cecp/resources/safe&drug_free.main.htm

The report *Safe, Drug-Free, and Effective Schools for All Students: What Works!* is an evaluation of programs formulated under the Safe and Drug Free Schools Act. The goal of the project was to learn about schools that managed to reduce discipline problems and improve the learning and behavior of all students, including those with disabilities. This report reflects three site visits conducted by a research team accompanied by expert panels.

Early Warning, Timely Response: A Guide to Safe Schools
www.ed.gov/offices/OSERS/OSEP/earlywrn.html

Early Warning, Timely Response: A Guide to Safe Schools offers research-based practices designed to assist schools and communities in identifying these warning signs early and developing prevention, intervention and crisis response plans.

Preventing Youth Hate Crime: A Manual for Schools and Communities
www.ed.gov/pubs/HateCrime/start.html

Provides schools and communities with programs and resources that can be used in preventing youth hate crime and hate-motivated behavior.

Manual to Combat Truancy

www.ed.gov/pubs/Truancy/

This guide seeks to offer parents, school officials, law enforcement agencies and communities a set of principles to design their own strategies to combat truancy, and describes successful models of how anti-truancy initiatives are working in communities across the nation.

Creating Safe and Drug-Free Schools: An Action Guide

www.ed.gov/offices/OESE/SDFS/actguid/index.html

This guide outlines action steps for schools, parents, students, community and business groups, and provides information briefs on specific issues affecting school safety. It also contains research and evaluation findings, and a list of resources and additional readings.

Recommendations of the Crime, Violence, and Discipline Task Force, NCES 97-581

www.ed.gov/NCES

This document contains recommendations for state implementation of standardized data reporting system.

ORGANIZATIONS

American Federation of Teachers

555 New Jersey Avenue, NW
Washington, DC 20001
(202) 879-4400
www.aft.org

Boys and Girls Clubs of America

1230 West Peachtree Street, NW
Atlanta, GA 30309
(404) 815-5765
www.bgca.org

The Business Roundtable

1615 L Street, NW, Suite 1100
Washington, DC 20036
(202) 872-1260
www.brtable.org

Center for Effective Collaboration and Practice

Improving Services for Children and Youth with Emotional and Behavioral Problems
1000 Thomas Jefferson St., NW, Suite 400
Washington, DC 20007
(202) 944-5389
www.air-dc.org/cecp/cecp.html

The Center for Positive Behavior Intervention and Support

5262 University of Oregon
Eugene, OR 97403-5262
(541) 346-5311
www.stpreoi.uoregon.edu

Holmes Braddock Senior High School

Miami, FL

School Safety Focus:

- Safety lessons infused in curriculum.
- Student-run initiatives.
- Student Case Management System.
- Targeted programs for at-risk youth.
- School Resource Officers.

Demographic Information:

- High school, grades 9-12.
- 5,200 students, 80 percent Hispanic, 6 percent African-American, 12 percent Caucasian.
- Urban.

Contact Information:

Jeffrey Miller, Principal
G. Holmes Braddock Senior High School
3601 SW 147th Avenue
Miami, FL 33185
305-225-9729, ext. 213
Fax: 305-221-3312
Web site: depts.dade.k12.fl.us

In 1994-95, this 5,200-student magnet school for mathematics, science, and engineering had 2,607 confrontational/violent or drug-related incidents. Deciding to take action, the Educational Excellence Committee created a multi-faceted School Improvement Plan (SIP) that aimed for a 5-percent minimum yearly decrease in such incidents. Safety and anti-substance use lessons are infused in the basic curriculum and several electives. Students may participate in reducing crime through a student court for conduct violations, a peer education program, and a program to increase safety and responsible behavior. Transgression reports and information on referrals are kept in a computerized student record. Two School Resource Officers provide counseling on drug use and law enforcement while improving relations between police and students. (For more information on School Resource Officers, refer to chapter 3, Model Programs.) There is an off-campus alternative school for students with special needs, a program for students at risk of dropping out, and a Juvenile Assessment Center that imposes alternative sanctions and treatment for first-time felony and misdemeanor offenders. Braddock High School is also well supported by parents, community groups, and local businesses.

From 1994-95 to 1996-97, 1,000 fewer students were referred to the principal's office. In the same period, incidents in six categories declined in number: disruptive conduct from 899 to 559, defiance of school authority from 1,204 to 938, vandalism from 36 to 14, fights from 165 to 113, and narcotic possession/use from 48 to 33. After surveillance cameras were installed in difficult-to-monitor areas in 1997-98, vandalism dropped 95 percent, almost eliminating graffiti in halls and staircases.

Center for the Study and Prevention of Violence

University of Colorado, Campus Box 442
Boulder, CO
(303) 492-1032
www.colorado.edu/UCB/Research/cspv/

Community Anti-Drug Coalitions of America

901 N. Pitt Street, Suite 300
Alexandria, VA 22314
(703) 706-0560
www.cadca.org

Council of Chief State School Officers

1 Massachusetts Avenue, NW
Washington, DC 20001
(202) 408-5505
www.ccsso.org

Council for Exceptional Children

1920 Association Drive
Reston, VA 20191
(703) 620-3660
www.cec.sped.org

Council of Great City Schools

1301 Pennsylvania Ave., NW, Suite 702
Washington, DC 20001-1431
(202) 393-2427
www.cgcs.org

Hamilton Fish National Institute on School and Community Violence

1925 North Lynn Street, Suite 305
Rosslyn, VA 22209
(703) 527-4217
www.hfni.gsehd.gwu.edu

National Alliance of Business

1201 New York Avenue, NW, Suite 700
Washington, DC 20005
(202) 289-2848
www.nab.com

National Association of Elementary School Principals

1615 Duke Street
Alexandria, VA 22314-3483
(703) 684-3345
www.naesp.org

National Association of School Psychologists

4340 East West Highway, Suite 402
Bethesda, MD 20814
(301) 657-0270
www.naspsweb.org/center.html

National Association of Secondary School Principals

1904 Association Drive
Reston, VA 22091
(703) 860-0200
www.nassp.org

National Education Association

1201 16th Street, NW
Washington, DC 20036
(202) 833-4000
www.nea.org

National Conference of State Legislatures

1560 Broadway, Suite 700
Denver, CO 80202
(303) 830-2200
www.ncsl.org

National Governors' Association

444 North Capitol Street, NW, Suite 250
Washington, DC 20001
(202) 624-5300
www.nga.org

National Information Center for Children and Youth with Disabilities (NICHCY)

Academy for Educational Development
P.O. Box 1492
Washington, DC 20013-1492
(202) 884-8200
www.nichcy.org

National PTA

330 N. Wabash Avenue, Suite 2100
Chicago, IL 60611-3690
(800) 307-4PTA
www.pta.org

United Way of America

701 N. Fairfax Street
Alexandria, VA 22314
(703) 836-7112
www.unitedway.org

U.S. Chamber of Commerce

1615 H Street, NW
Washington, DC 20062
(202) 659-6000
www.uschamber.org

U.S. Conference of Mayors

1620 Eye Street, NW
Washington, DC 20006
(202) 293-7330
www.usmayors.org

WEBSITES

Institute on Violence and Destructive Behavior

www.interact.uoregon.edu/ivdb/ivdb.html

The Institute's mission is to empower schools and social service agencies to address violence and destructive behavior, at the point of school entry and beyond, in order to ensure safety and to facilitate the academic achievement and

healthy social development of children and youth. This is a combination of community, campus and state efforts to research violence and destructive behavior among children and youth.

The National Longitudinal Study of Adolescent Health (Add Health)

www.cpc.unc.edu/projects/addhealth/addhealth_home.html

Add Health is a school-based study of the health-related behaviors of adolescents in grades 7-12. It has been designed to explore the causes of these behaviors, with an emphasis on the influence of social context. Add Health postulates that families, friends, schools and communities play roles in the lives of adolescents that may encourage healthy choices of activities or may lead to unhealthy, self-destructive behaviors.

National School Safety Center

www.nssc1.org/

The National School Safety Center was created by presidential directive in 1984 to meet the growing need for additional training and preparation in the area of school crime and violence prevention. Affiliated with Pepperdine University, NSSC is a nonprofit organization whose charge is to promote safe schools – free of crime and violence – and to help ensure quality education for all America's children.

National Youth Gang Center

www.nygc.com/nygc/

The purpose of the NYGC is to expand and maintain the body of critical knowledge about youth gangs and effective responses to them. The Center assists state and local jurisdictions in the collection, analysis, and exchange of information on gang-related demographics, legislation, literature, research, and promising program strategies. It also coordinates activities of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Youth Gang Consortium – a group of federal agencies, gang program representatives, and service providers

Partnerships Against Violence Network

www.pavnet.org/

PAVNET Online is a "virtual library" of information about violence and youth-at-risk, representing data from seven different Federal agencies. It is a "one-stop," searchable, information resource to help reduce redundancy in information management and provide clear and comprehensive access to information for States and local communities.

Riverhead High School

Riverhead, NY

School Safety Focus:

- Comprehensive and systematic planning of strategies applied to school violence.
- Three major components:
 - Interdiction (management of risk).
 - Intervention.
 - Prevention.
- Part of School District Anti-Violence Project.

Demographic Information:

- High school, grades 10-12.
- 1,145 students, 32 percent African-American, 5 percent Hispanic, 2 percent Asian, 61 percent other.
- Suburban.

Contact Information:

Edward J. Swensen, Project Manager District and School Safety Services, Inc.

135 Fourth Street

Greenport, NY 11933

516-47-0180

Fax: 516-477-5081

E-Mail: dsss@ieaccess.net

Prior to 1995, Riverhead High School was the scene of increasing violent and disruptive behavior. During the spring of 1993, 25 percent of the school population received an out-of-school suspension for rule violations including fighting, weapons possession, assault upon teachers and students, and drug possession. The school district contracted with the District and Schools Services, Inc., consulting firm to implement a comprehensive and systematic program to eliminate school violence and disruption.

The Riverhead Anti-Violence Project focuses on establishing a structured environment for violence mitigation. The model is built on three major components. The interdiction or management-of-risk component addresses policies and procedures such as administrative practices, use of security staff, and facility analysis. Intervention efforts, including the alternative school, counseling, and mediation, focus on the students who are not conforming to school policies and regulations. Prevention efforts consist of mentoring programs; anger management and bias reduction programs; career path education; and value, virtue, and justice curriculum units.

First-year results include the following reductions: fights by more than 68 percent, assaults by 66 percent, assaults on teachers by 100 percent, display and threat to use a weapon by 63 percent, refusal to follow teacher direction by 93 percent, and incidents of harassment by 42 percent.

School Mental Health Project/Center for Mental Health in Schools (UCLA)

www.smhp.psych.ucla.edu/

The Center's mission is to improve outcomes for young people by enhancing policies, programs and practices relevant to mental health in schools, with specific attention to strategies that can counter fragmentation and enhance collaboration between school and community programs.

LISTSERVS

EDInfo

Subscribe to this new service listserv with the latest information about the U.S. Department of Education at www.ed.gov/news.html

ERIC Clearinghouse on Elementary and Early Childhood Education listserv

Subscribe to a joint ERIC Clearinghouse on Elementary and Early Childhood Education listserv where practitioners, policymakers, and parents share ideas, resources, problems, and solutions. To subscribe, send a message to: listserv@postoffice.usc.mmc.edu. Leave the subject line blank and just type, subscribe SAC-L <your full name here>

VIDEOS

Making After-School Count! The C.S. Mott Foundation hosted a satellite teleconference in March 1998 with Vice President Gore on the importance of after-school programs. For a free copy, call Michelle Pemberton at (810) 238-5651.

Back to School: Families and Communities Together for Learning Satellite Town Meeting, September 1997 In a panel moderated by U.S. Secretary of Education Richard W. Riley, a superintendent, parent, business executive, and others talk about how schools and communities can extend learning before and after school. Call (800) USA-LEARN to get a free copy.

Conflict Resolution for Youth: Programming for Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings—Satellite Teleconference. Presents videotaped proceedings of a teleconference held in 1996 that promotes the incorporation of conflict resolution strategies into programming for schools and other settings, provides information on the availability of training and consultation resources, and outlines various approaches to conflict resolution. Call (800) 638-8736 for a copy.

Youth-Oriented Community Policing—Satellite Teleconference. Presents videotaped proceedings of a teleconference held in 1996 that provides information on the characteristics of youth-oriented community policing and

how it differs from general community-oriented policing, and highlights three unique and effective programs (U.S. Department of Justice video, VHS format. 1996. 120 minutes. NCJ 160947. \$17.00 U.S.). Call (800) 638-8736 for a copy.

Westerly Public Schools

Westerly, RI

School Safety Focus:

- Comprehensive approach includes:
 - Districtwide administrative policy revision.
 - Intensive staff training.
 - Academic and behavioral intervention strategies.

Demographic Information:

- Grades pre-K through 12.
- 3,600 students, 95 percent Caucasian, 5 percent other.
- Small urban.

Contact Information:

James W. Hoebbel, Superintendent
Westerly School Department
44 Park Avenue
Westerly, RI 02891
Phone: 401-596-0315

In response to complaints about the education of students with disabilities, the Westerly school district conducted a needs assessment and implemented intensive, ongoing staff development and collaborative team teaching. Using data-driven, consumer-oriented techniques, they restructured the schools' and district's policies and programs to reflect their commitment to meeting the needs of each student, providing prevention and intervention when needed, and offering targeted interventions for students with more serious needs.

To serve their students with behavioral needs, the elementary and middle schools established planning centers staffed by a counselor or teacher. Any student may choose to go to a planning center for a class period to do academic work in its structured setting or to "cool off" and work through a problem. The high school houses the Westerly Integrated Social Services Program, which helps students and their families access community services they need to be healthy and successful.

The Westerly Integrated Social Services Program has paid off in a suspension rate nearly six times lower than the State figure [3.8 percent compared to 23.2 percent]. This integrative and comprehensive approach to educating students has also led to improved grades, achievement, and attendance of students with emotional or behavioral problems; and to decreased disciplinary referrals.

R E F E R E N C E S

For specific information about the studies used for this report, please see *Indicators of School Crime and Safety, 1998*, by P. Koufman, X. Chen, S. P. Choy, K.A. Chandler, C.D. Chapman, M.R. Rand, and C. Ringel. U.S. Departments of Education and Justice. NCES 98-251/NCJ-172215. Washington, DC: 1998.

Indicators of School Crime and Safety, 1998 can be downloaded from the World Wide Web at <http://nces.ed.gov> or <http://www.ojp.usdoj.gov/bjs/>. Single hard copies can be ordered through ED Pubs at 1-800-4ED-PUBS (NCES 98-251) (TTY/TDD 1-877-576-7734), and the Bureau of Justice Statistics Clearinghouse at 1-800-732-3277 (NCJ-172215).

- *National Crime Victimization Survey (NCVS)*, Bureau of Justice Statistics. Administered for the Bureau of Justice Statistics by the Bureau of the Census, this is the nation's primary source of information on crime victimization and victims of crime. The study was initiated in 1972 and redesigned in 1992, and collects detailed information on the nature and frequency of the crimes of rape, sexual assault, robbery, aggravated and simple assault, theft, household burglary, and motor vehicle theft experienced by Americans and their households each year. The survey measures crimes reported as well as those not reported to police.
- *School Crime Supplement to the National Crime Victimization Survey (SCS)*, National Center for Education Statistics and Bureau of Justice Statistics. This survey was conducted in 1989 and 1995 to gather additional information about school-related victimizations on a national level. The survey asks students a number of key questions about crime and violence inside school, on school grounds or on the way to and from school. For more information about the SCS, see K. A. Chandler, C. D. Chapman, M. R. Rand, and B. M. Taylor. 1998. *Students' Reports of School Crime: 1989 and 1995*. U.S. Departments of Education and Justice. NCES 98-241/NCJ-169607.
- *The National Household Education Survey (NHES)*, National Center for Education Statistics. This study collects descriptive data from a representative sample of households in the country on the condition of education in the United States. The study was conducted in 1991, 1993, 1995 and 1996. In 1993, the study focused on school safety and discipline. For more information about this component of the study, see J. M. Brick, M. Collins, M. J. Nolin, P. Ha, M. Levinsohn, and K. Chandler. 1994. *National Household Education Survey of 1993. School Safety and Discipline Data File User's Manual* (NCES 94-193).
- *Schools and Staffing Survey (SASS)*, National Center for Education Statistics. This school-focused study, conducted in 1987-88, 1990-91 and 1993-94, surveys schools, principals of selected schools, a subsample of teachers within each school and public school districts. The report focuses on the Public School Teacher Questionnaire from the 1993-94 SASS. For more information on SASS, see R. Arbramson, C. Cole, S. Fondelier, B. Jackson, R. Parmer and S. Kaufman. 1996. *1993-94 Schools and Staffing Survey: Sample Design and Estimation* (NCES 96-089).
- *National School-Based Youth Risk Behavior Survey (YRBS)*, Centers for Disease Control and Prevention. This study is one component of the larger Youth Risk Behavior Surveillance System (YRBSS), an epidemiological surveillance system developed by the Centers for Disease Control and Prevention (CDC) to monitor youth behaviors that most influence health. The YRBS focuses on behaviors that result in significant mortality, morbidity, disability and social problems during both youth and adulthood. The report uses 1993, 1995 and 1997 YRBS data. For more information contact the Division of Adolescent and School Health at (770) 488-3259.
- *Fast Response Survey System: Principal/School Disciplinary Survey*, National Center for Education Statistics. This study was conducted during the spring and summer of 1997. The FRSS is a survey system designed to collect small amounts of issue-oriented data within a short time frame, and with minimal burden on respondents. The FRSS Principal/School Disciplinary Survey focused on incidents of crime/offenses and specific discipline issues in schools. For more information on the FRSS, see S. Heaviside, C. Rowand, C. Williams and E. Farris, February 1998. *National Center for Education Statistics. Violence and Discipline Problems in U.S. Public Schools: 1996-97*. U.S. Department of Education. NCES 98-030.

- *Monitoring the Future (MTF): A Continuing Study of American Youth*, University of Michigan's Institute for Social Research. This is an ongoing survey conducted to study changes in important values, behaviors and lifestyle orientations of American youth. Since 1975, the study has surveyed a large, representative sample of U.S. high school seniors. Survey topics include attitudes toward education, social problems, occupation aims, marital and family plans, and deviant behavior and victimization.

- *Data Source for School-Associated Violent Deaths*. The information regarding school-associated violent deaths was drawn from a study published in the *Journal of the American Medical Association*. This was the first nationwide investigation of violent deaths associated with schools conducted in the United States. For more information about this study, see S. P. Kachur, et. al., "School-Associated Violent Deaths in the United States, 1992 to 1994," *Journal of the American Medical Association* 275 (22) (1996): 1729-1733.

Roth Middle School Dayton, OH

School Safety Focus:

- PACT Program.
- Strong support personnel.
- Administrative approaches including shared decisionmaking, team structure, block scheduling.

Demographic Information:

- Middle school, grades 7-8.
- 600 students, 75 percent African-American, 25 percent Caucasian.
- Urban.

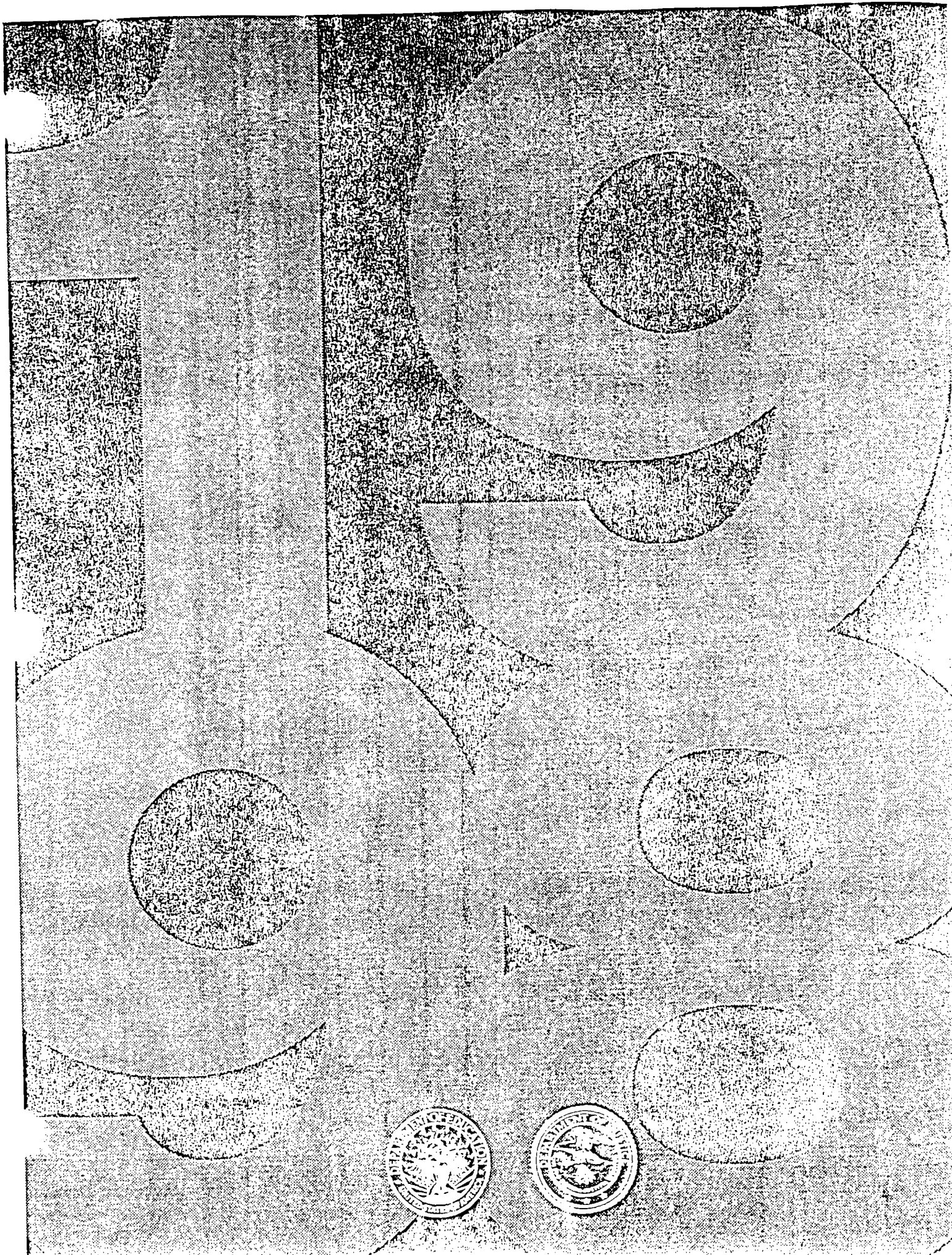
Contact Information:

Fay Day, Principal
Roth Middle School
4535 Hoover Avenue
Dayton, OH 45417
937-268-6754
Fax: 937-268-0864

In the Dayton, OH, school district, of which Roth Middle School is a part, violence has been a growing concern, along with the possession of weapons and high expulsion and suspension rates. Since 1992, all middle and high schools in the district have installed metal detectors. In 1989, the Positive Adolescents Choices Training (PACT) program, a violence prevention program directed at African-American middle school youth, was initiated.

PACT is just one part of Roth's comprehensive approach to school safety that includes specific administrative approaches, a strong student support system, and several other programs. (For more information about PACT refer to chapter 3, Model Programs.) The administrative approaches include an emphasis on shared decision-making and a team teaching structure. A part-time social worker and the school psychologist provide high-quality support services to students and their families. PACT focuses on the development of social and anger management skills in order to provide students alternatives for solving interpersonal problems. Teachers are asked to refer students to the program, which meets twice each week for one semester. The sessions are scheduled in the special subject block so that students do not miss academic classes. About 50 students are served each semester. Followup with these students is built in to the overall plan.

PACT has been regularly evaluated since its inception in 1989. A 1992-93 study showed that PACT participants demonstrated a 50-percent reduction in physical aggression at school, maintained behavioral improvements beyond participation in the program, and had 50 percent fewer overall and violence-related juvenile court charges than students in a control group that did not receive PACT.



THE WHITE HOUSE
WASHINGTON

TO: THE PRESIDENT
THE FIRST LADY
THE VICE PRESIDENT

WHAT: WHITE HOUSE CONFERENCE ON SCHOOL SAFETY

WHEN: THURSDAY, OCTOBER 15, 1998

WHERE: STATE FLOOR

NOTES: OPEN PRESS/ BUSINESS ATTIRE/150 GUESTS

FROM: CAPRICIA PENAVIC MARSHALL, LAURA SCHWARTZ

10:10 a.m. MRS. CLINTON proceeds to the Map Room for briefing.
Contact: Richard Socarides, Neera Tanden

10:25 a.m. MRS. CLINTON proceeds to the Blue Room to meet Session I participants.

Blue Room Participants

Attorney General Reno
Secretary Riley
Ms. Suzann Wilson, Parent, Jonesboro
Ms. Marleen Wong, Director, Los Angeles Unified School District Mental Health
Services, District Crisis Teams and Suicide Prevention Programs
Paul Kingery, Ph.D., Director, Hamilton Fish National Institute on School and
Community Violence, Rosslyn, VA

10:30 a.m. MRS. CLINTON and Panel I participants are announced into East Room and take their seats at the table on stage.

10:30 a.m.-
11:30 a.m. Session I (see attached sheet)

11:30 a.m. Session I concludes, MRS. CLINTON proceeds to the Residence for down time until luncheon program in the State Dining Room.

Approx. 11:50 a.m. **MRS. CLINTON** returns to the State Floor and begins lunch program by introducing Rep. Carolyn McCarthy, the President of the National Education Association Robert Chase and the President of the American Federation of Teachers Sandra Feldman.

12:15 p.m. **THE PRESIDENT and THE VICE PRESIDENT** receive briefing on Session II in the Map Room.

<u>Map Room Participants</u>	
Maria Echaveste	Marsha Scott
Richard Socarides	Lynn Cutler
Jose Cerda	Neera Tanden
Bruce Reed	Michael Cohen

12:20 p.m. Lunch and lunch program concludes, **MRS. CLINTON** has the option to proceed to the Map Room for the end of The President's briefing or to the Residence for down time prior to Session II.

12:35 p.m. **THE PRESIDENT and THE VICE PRESIDENT** proceed to the Red Room to greet Panel I and III participants.
**Optional for MRS. CLINTON who will already have met Panel I and will meet Panel III in the afternoon.*

<u>Red Room Participants</u>
Ms. Suzann Wilson, Parent, Jonesboro, and guest Regina Kaut - sister
Ms. Marleen Wong, Director, Los Angeles Unified School District Mental Health Services, District Crisis Teams and Suicide Prevention Programs
Dr. Paul Kingery, Director, Hamilton Fish National Institute on School and Community Violence, Rosslyn, VA
Commissioner Thomas Frazier, Baltimore Police Department, Baltimore, MD
Lt. Gary French, Youth Violence Strike Force, The Boston Police Department
Ms. Mariana R. Gaston, Director, Resolving Conflict Creatively Program, New York, NY
Ms. Irma Howard, Families and Schools Together (FAST), Program Graduate and Administrative Secretary for Family Service of Greater New Orleans
Ms. Sandy McBrayer, Executive Director, The Children's Initiative, San Diego, CA
Dr. Lynn McDonald, Founder, Families and Schools Together (FAST) Program

12:40 p.m.

THE PRESIDENT, MRS. CLINTON and THE VICE PRESIDENT
proceed to the Blue Room to greet Panel II participants.

Blue Room Participants

Hon. Deedee Corradini, Mayor, Salt Lake City, Utah
Dr. Felton Earls, Professor, Harvard University
U.S. Representative Bob Etheridge (D-NC)
Commissioner Paul Evans, Boston Police Department, MA
Ms. Liberty Franklin, National Youth of the Year, Boys and Girls Club
Mr. Jamon Kent, Superintendent of Public Schools, Springfield, Oregon
and Mrs. Janet Kent (wife)
Mrs. Joanna Quintana Barroso, Third Grade Teacher, Coral Way Elementary School, Miami,
FL, and Mr. Alex Barroso (husband)

12:45 p.m.

THE PRESIDENT, MRS. CLINTON and THE VICE PRESIDENT
and Panel II participants are announced into East Room and take their
seats at the table on stage.

*Note: The First Lady and panelists proceed to their seats at the table.
The President and The Vice President proceed to the podium.*

12:45 p.m. -
2:30 p.m.

Session II (see attached sheet)

2:30 p.m.

Session II concludes, **THE PRESIDENT and THE VICE PRESIDENT**
depart. **MRS. CLINTON** proceeds to a briefing for Session III in the
Map Room or Residence.

2:40 p.m.

MRS. CLINTON proceeds to the Blue Room to greet Panel III
participants.

Blue Room Participants

Attorney General Reno
Secretary Riley
Commissioner Thomas Frazier, Baltimore Police Department, Baltimore, MD
Lt. Gary French, Youth Violence Strike Force, The Boston Police Department
Ms. Mariana R. Gaston, Director, Resolving Conflict Creatively Program,
New York, NY
Ms. Irma Howard, Families and Schools Together (FAST) Graduate and
Administrative Secretary for Family Service of Greater New Orleans
Ms. Sandra McBrayer, Executive Director, The Children's Initiative, San Diego, CA
Ms. Lynn McDonald, Ph.D., Founder, Families and Schools Together (FAST)
Program, Madison, WI

2:45 p.m.

MRS. CLINTON and Panel III participants are announced into East Room and take their seats at the table on stage.

2:45 p.m. -
4:15 p.m.

Session III (see separate sheet)

4:15 p.m.

THE FIRST LADY concludes the panel and departs.

ORDER OF PROGRAM

SESSION I

Discussion of the Causes of Youth Violence

The First Lady, accompanied by Panel One Participants, is announced into the East Room.

The First Lady proceeds directly to the podium to make remarks.

The panelists proceed to their assigned seats at the table.

The First Lady concludes her remarks by introducing the MTV video and is seated at the table.

Attorney General Reno makes remarks.

Secretary Riley makes remarks.

The First Lady opens the panel discussion.

SESSION II

Remarks by the President and Discussion of Prevention Strategies that Address Youth Violence

The President, The Vice President and the First Lady, accompanied by Panel Two Participants, are announced into the room.

The First Lady and panelists proceed to their seats at the table.

The President and The Vice President proceed to the podium.

The Vice President makes remarks and introduces the President.

The Vice President is seated at the table.

The President makes remarks and is seated at the table.

The President opens panel discussion.

SESSION III

Discussion of Programs that Work to Reduce Youth Violence

The First Lady, accompanied by Panel Three Participants, is announced into the East Room.

The First Lady makes brief remarks from the table and introduces Attorney General Reno.

Attorney General Reno makes brief remarks and opens discussion serving as a moderator.

Upon conclusion of the panel discussion, The First Lady will take questions from the audience and satellite downlink sites and field them to the panel.

Upon conclusion, the First Lady thanks the members of the panel and audience and departs.



"Carol M. Beach" <cmbeach@email.msn.com>
04/26/99 09:49:27 AM

Record Type: Record

To: Shirley S. Sagawa/WHO/EOP, MaryEllen C. McGuire/WHO/EOP
cc:
Subject: Shanker Speech

Thank you Tom (Hobart, president of NYSUT) for that kind introduction -- but more for your courageous leadership of NYSUT over the years. I am deeply moved by the great honor that you are giving me here tonight. I want to acknowledge the rest of the leadership of New York State United Teachers: Alan Lubin, (executive vice president); Tony Cortese, (first vice president); Walter Dunn, (second vice president); Fred Newman, (secretary Treasurer). It's always a great pleasure to see Randy Weingarten (president of NYC's United Federation of Teachers). And I want to join all of you in recognizing Sandy Feldman's extraordinary commitment to both improving the rights and working conditions for every AFT member -- and the quality of education for every student.

So I am particularly heartened to be here with all of you -- who care so passionately about the lives and hopes of our children. As classroom teachers and college and university faculty and staff; as school bus drivers; custodians; secretaries, and cafeteria workers; as teacher assistants and aides; nurses and health care technicians --you are the ones who teach, inspire, nurture and protect our young people. Together, you literally hold the future of America in your hands, and deserve our deepest thanks.

Just this past week at the White House --the President honored the 1999 Teacher of the Year --a gentleman from Georgia --Andy Baumgartner --who (I love this description) is an ex-Marine who now teaches kindergarten. And he was honored because of the dedication and quality and imagination that he brings to the classroom -- an honor we could give to so many of you here tonight.

As I flew up here tonight --I was thinking about some of the many people from this state -- past and present --who have worked tirelessly to lift up the lives of ordinary citizens; and who have changed the course of history. I think of Kate Mullany who organized one of the first women's labor unions in the country. I think of Harriet Tubman whose simple vision that all people are created equal inspired her to lead hundreds of slaves into freedom. I think of the women --many of whose names we will never know -- who decided 150 years ago to come together at Seneca Falls to proclaim their rights as equals in society. And I think of Al Shanker --who helped us imagine the future of education in America --and whose life and accomplishments we celebrate here tonight.

Like so many here, I had the opportunity to work with Al on education issues over the past 15 years --and also like many of you --I considered him a remarkable union organizer; a world leader, and true friend. Perhaps his greatest gift to us was his courage to stand up and say what needed to be said, and do what needed to be done. We saw that courage when he sent station wagons filled with volunteers to work on voter registration in the South; when he fought for collective bargaining for all public workers; when he argued that raising standards --and holding schools accountable --would benefit all children; when he reminded us again and again that our public schools were the very bedrock of our democracy, and had to be saved.

I'll never forget reading A Nation At Risk when it came out in 1983 --shocking America by flatly declaring we were committing unilateral disarmament because we were not doing what needed to be done to create world-class schools. And my husband and I noticed that there was Al Shanker --the first union leader to come out and say yes --this report is a good thing. We have much work to do. Saying what needed to be said --and doing what needed to be done.

I was going to give a very different speech tonight than the one I will give now.

I was going to come here and talk about the progress we've made --thanks in large part to the work of Al Shanker and many of you --in establishing standards-based education reform --that puts teachers in a position of authority and respect;

I was going to talk about how schools in some of our most distressed neighborhoods are turning around, and giving their students a world-class education; but that far too many of our poor and minority children are still being denied the quality education that is their birthright as Americans;

I was going to talk about how our nation's reading scores are up for the first time in all three grade levels; how we've making progress across the board in math and science; and how after being in a free fall, our SAT scores are finally going in the right direction.

I was going to talk about the Administration's plans to build on this progress, by getting 100,000 more teachers into the classroom; by targeting investments to disadvantaged children; promoting accountability for results; and focusing on teacher quality.

That is an important discussion -- and one we must have. But tonight -- our thoughts and prayers are thousands of miles away -- with the families of Littleton, Colorado who have lost so many beloved members of

their community. That terrible tragedy has put our entire nation in mourning, and reminded us, once again, that everything in life pales in comparison to our ability to keep our children safe, and out of harm's way.

It's easy in times like these to feel helpless -- and even hopeless. To ask what we can do? To look into the eyes of our own children, and feel like our security has been stripped away.

But, then we think about the way the community of Littleton has come together. Men and women waited in line for four hours to give blood. They've turned out for vigils and donated money to help with long-term counseling. Local hotels are providing free rooms for family members of the victims. Clergy and psychologists from all over the state have rushed to Littleton to comfort parents and students. And, the media has done a tremendous job of covering this tragedy.

In the face of the worst of America, we have once again seen the best of America -- as this community -- and our nation -- has pulled together. And, that is what we all must continue to do to prevent these tragedies from ever striking another school, or another community.

We need no more powerful reminder that every single day our teachers are on the frontlines in our schools, looking out for their students in the best and worst of times. Even as bullets whizzed around them, the teachers at Columbine High School never forgot their responsibilities to the students in their care. They risked their lives to shield their students and help lead them to safety. One teacher -- a coach -- William David Sanders, gave his life to protect his students. Two teachers were wounded. I want to commend the AFT for being at the vanguard of the movement to stop the violence --and create safe schools where children are ready to learn. As Al Shanker said a few years ago --these efforts to keep schools safe and students disciplined is a central, life-or-death campaign for public schools. School Safety --as AFT says over and over again --is Everybody's Business.

We know that most schools are safe. They are, in fact, often the safest place that children can be in a community. But they are not islands, cut off from the rest of society. And no school security system or metal detectors can keep the violence of our culture at the school house door. And it will take more than dedicated teachers and administrators to make our schools and communities safe.

[Too often this issue brings us the finger pointing. The gun lobby points at the media. The media points at the gun lobby. Parents point to the schools. And everyone points at the parents. But, every single one of us must work to solve this problem. Like Al Shanker, we must stand up and say what needs to be said and do what needs to be done.]

I talked about the responsibility we all have in my book, It takes a

Village? And, there were a lot of people who criticized me afterwards and said, "No, it takes parents." Well, we know, it first and foremost takes parents -- and I will talk about that in a few minutes. But parents need help. It takes an entire community -- parents; police; counselors; community and religious leaders; everyone. And there are things -- big and small -- that we all can do.

First and foremost -- we must offer psychological counseling to young people not only to heal their wounds after tragedy strikes, but to prevent them in the first place. We need to look for the danger signs. We know that the students in Littleton who first turned their guns on their fellow students --and then themselves --were clearly troubled and isolated. But we also know the confusion and lack of information that schools have in identifying such troubled youth. Often a teacher will say, "We're worried about John. He's been making threats. But what can we do about it?"

At the White House Conference on School Safety that we held last October, we brought people together from parents and teachers, law enforcement officials and religious leaders, elected officials and child advocates: everyone who had a stake in contributing to the safety and well being of our children. And one of the topics that we looked at was what we could do to help teachers, administrators; parents; to look for the early warning signs.

One thing we can all do is read this important guide published by the US Department of Education -- "Early Warning Timely Response: A Guide to Safe School." It's a very useful, practical publication that will help adults -- particularly teachers and school personnel --to reach out to troubled children quickly and effectively. We must all help create environments where children and young people truly feel connected. And this booklet provides basic ways we can help reconnect those in particular who are feeling isolated and troubled, and get them help.

I know that the Department of Education sent 100,000 copies of the guide to schools after its release last fall. And now is releasing another 100,000 copies to a wider audience, including religious organizations, business, community groups and schools.

But we also recognize that these problems don't just develop in a year or two. The seeds, unfortunately, are often planted earlier --in the childhood years. We need to learn about the warning signs --and act on them long before some terrible incident proves it's too late. In his book, called *Lost Boys: Why Our Sons Turn Violent and How We Can Save Them*, Dr. James Bararino talks about how, when he sits down and talks with a youth who's either in prison --or on trial for murder --that he can see mental health problems in their childhood that were never addressed at all.

And he warns that we're only responding with professional intervention to something like a third or a half of the kids struggling with mental health problems. We must do better for our children.

I'm pleased that the Clinton Administration --inspired by the work of Tipper Gore --has just won new support for people with mental illness. We've dramatically increased the funding for children's mental health services --from \$5 million in 93 to \$78 million in FY 99. And just recently -- over \$1.5 billion will be allocated to enabling thousands of high risk youth, pregnant women, and other underserved Americans to get much needed drug treatment and prevention services.

We must begin treating mental illness in this country just as

seriously as we do physical illnesses. But we must do more than that. We know young people have always rebelled. They have always worn clothing that their parents don't approve of. There have always been those young people who don't want to fit in to -- or can't fit in. Those things haven't changed. But the world around them has changed.

We know children are not born knowing about guns and violence. They find them in the places they live and play. Terms like Pearl, Peducah, Jonesboro, and now Littleton have been blazed into our national consciousness. What is happening to our children? We know that crime is going down -- including juvenile crime. And we should be proud of that -- and take real heart in that. But we still see too many young people who learn to solve their problems with weapons, not words.

At last year's school violence conference, we discussed these issues with experts from around the country. They told us that we must hold young offenders accountable for their actions -- and we will continue to work hard to do that. But punishment alone will never bring back the dead or make families who have lost children whole again. We must ask today, what else, can we, can do to prevent similar tragedies from happening in the first place?

Like Al Shanker, we should never shy away from saying what needs to be said about guns -- they play a major role in the violence plaguing young people today. Now, when my husband come to office there were those who said don't take on this issue. It's not worth it...and you can't win. Well it was worth it...and we did win. Not every single battle. But, since the Brady Bill was enacted, 250,000 felons, fugitives and stalkers have been denied handguns. Since the Crime Bill was enacted, 19 of the deadliest assault weapons have been banned from our streets.

Are common sense efforts to stem gun violence the only answer? Of course not. But take away the guns from the boys in Jonsboro or Littleton and you could have a different outcome. Take away the guns from children who have a need to feel powerful or, ironically, safe...and you may have a different outcome. I talk to teachers who have been in the same schools for 20 years and they will say: You always who were troubled -- or got into trouble. But, they didn't have a means to act out their worst impulses. They didn't have the means. And, too often now, they do.

A recent survey found that two-thirds of high school students said they could get a gun in a half hour if they needed one. And what are they doing with these guns? In 1996, more than 80 percent of young people killed were killed with a firearm. More than 80 percent. We should ensure that child safety locks are on all guns. We should raise the penalties for juveniles who possess handguns, and for adults who illegally transfer them to young people. We should extend the Brady Law so that young people who commit serious and violent offenses can't purchase handguns as soon as they become adults. And we should hold people who allow children easy access to firearms criminally responsible for their reckless actions when kids get access to their guns.

[Would this alone prevent another Littleton? We will never know. But, it could prevent countless other tragedies in the future.]

And we help make sure that even if a child comes across a gun, they

are not willing to point and shoot. We can never let a child learn to separate violence from its consequences -- a lesson too often learned from a number of places -- including the media culture that surrounds us all.

In *It Takes a Village*, I talk about something that happened to a friend of mine. She was visiting a family with five children. Down in the basement, she could hear the two teenage boys and their buddies singing along to a gangsta rap CD. On the first floor, the six-year old and the eight year old were slouched at either end of the couch, motionless in front of the screen, "surfing" the channels. One by one the images flashed by. A futuristic battle scene. Two men fighting. What appeared to be a docudrama about rape. In an upstairs bedroom, their 12 year-old sister was watching an "R" rated video with a friend.

I think of the 14 year-old boy from Maryland, who told the *Washington Post Magazine* why he liked electronic violence. "I like violence," he said. "I like seeing violence." "I just really like watching violence." A study published by the *Journal of Clinical Pediatrics* found that among 7th and 8th graders, 80 percent of those who played video games play ones with at least some violent content.

So, what happens when a child, who might already be susceptible to problems, is surrounded by too many television shows, movies, and rock lyrics that romanticize and trivialize violence? What happens when video games beckon children into scenes of violence where they are asked not only to watch, but to participate?

In a recent book by Sissela Bok, a Professor at both Harvard and Brandeis, she points to a report done by the American Psychological Association in 1993 that looked at existing studies. It found that watching violence on t.v., while one of many interrelated factors, was nevertheless correlated with increased aggression, increased anti-social behavior, and change in attitude towards violence. It said that watching violence can make you more callous about violence towards others -- and less likely to act to help a victim when it occurs.

And think about the effects of those video games I just referred to. Only a small percentage of people are capable of killing voluntarily, even to save our own lives. When the military has trained soldiers through the years, it needs to teach them how to make that split second decision. And it does that by trying to make firing an automatic response. So, what about the young person, who sits in an arcade holding that fake weapon, and learning how to pull the trigger quickly without thinking...learning that pulling the trigger has no real consequences? And learning these lessons as they shape their values?

We don't have to conduct prize-winning research to know that too much of what are children are seeing, hearing, reading, and playing can't be good for them. My parents did not worry so much about the content of the television shows my brothers and I watched as they did about the amount of time we would spend at it, if they let us. They wanted us reading, doing chores, or playing outside, so they regulated our viewing hours strictly. Bill and I restricted both the amount and the kind of television our daughter watched as a child. Many parents today have found their own ways to defend their children against the excessive influence of a violent culture. But they need help -- from technologies like the V-Chip, from the larger society, and, yes, from the media itself.

Too often you bring up the subject of violence in the media and right

away a debate starts between those who think the hand of government should come down -- and those who think nothing can -- or should -- change. That it's someone else's problem. Or that the First Amendment -- which I will defend to my last days -- somehow absolves of us our responsibility to have this national conversation. But we cannot be afraid to say what must be said.

We must talk openly about the problem. And we must talk openly about what we can do -- as individuals, as institutions, as a society -- to address it. Why is our culture glorifying such violence? Why is this even considered acceptable? How can we find ways to keep children away from these images and values that could do them harm? What can we do to teach children how to watch t.v. critically? What can we do to make sure that we're making better choices about what finds its ways into the popular culture -- choices that reflect not just the bottom line of profits, but also the bottom line of what's good for all children?

As parents, some of what we must do simple: we must spend more times with our kids; at the movies; bowling; watching their baseball games; talking to them about their homework and their friends; reading to them. It's what they want -- even when they don't admit it. And it's surely what they desperately need. Parents, of course, have the greatest role to play in helping to create a world for their children that is free of violence -- and filled with love and support. They are the first to see the warning signs of violence -- and we must help them understand the difference between mental illness and bad behavior -- and where they can turn for help.

Yet it won't surprise anyone in this room however -- that today -- more than any time in our history -- parents are under enormous pressures, struggling to balance the demands of work, community and family. Today, more parents than any time in our history are leaving home for the workplace. And more single parents are working. [Since 1970, three times as many American families are headed by a single parent.]

Those long hours and emotional demands of both work and family take their toll -- as everyone in this room knows so well. We know from recent reports that parents working more than 20 hours a week report much higher levels of conflict between their work and family life. And these pressures are exacerbated by the breakup the family; the disappearance of fathers from children's lives. In too many families, children are growing up alone; without the supports of parents to navigate the rough waters of adolescence, without the support of parents when they need them most.

And yet, we know that when parents aren't around to teach their children values someone else will. It might be the media. It might be another kid on the street. But it should be a parent, it should be a religious leaders. It should be a teacher.

That's why this Administration is doing all it can to help parents succeed at the most important job they'll ever have. We want to expand the Family and Medical Leave Act so that employees can take time off to go to

doctor's appointments; care for a young child or ailing parents --and still keep their jobs. We're also committed to doing all we can to improve quality affordable child care; and expand after school programs --so that children have a safe and stimulating place to be during those critical hours before their parents return from work.

[No, clearly there are also children, who are in need of something much bigger than time with their parents. They are the hundreds of thousands of victims of abuse and neglect. We know that children who are abused and neglected are 67 --I repeat 67% -- more likely to be arrested' between the ages of nine and 12 than other children. As A Buffalo, New York Police Commission summed it up: 'We'll win the war on crime when we invest tax dollars in America's most vulnerable kids; instead of waiting until they become America's most wanted adults.']

[And there are those children who desperately need not only love from their parents, but discipline. A few years back I read a newspaper story in which teenagers -- many from affluent neighborhoods in Washington, DC, -- explained why they sneak out of the house at night to go to parties or to meet with friends. It was clear that in many cases, they children didn't take seriously the rules their parents set --and didn't think their parents would go check up on them anyway. One psychologist explained in the article: 'These kids are telling their parents, 'to hell with the rules. I'll do what I want.']

Think of what we could accomplish if communities across this country worked more closely with parents to keep their kids out of trouble -- and on track. We have seen it work all over the country. We see entire communities coming together to give kids something positive to do after school. We see artists and musicians teaching children new ways of expressing themselves in positive and creative ways. We see community service programs giving kids the chance to contribute to the life of their neighborhoods, and gaining confidence as they reach out to help someone more in need than themselves.

We see adults as mentors and guides who are making all the difference in the world in the lives of our young people. And we see parents teaching their children by example -- that the way to breach our differences, and express our frustrations, is not through weapons and violence --but through words and dialogue, and respect for one other.

And we have seen what we can accomplish when parents themselves band together. Before Mothers Against Drunk Driving began their crusade to save their children, it was considered more or less o.k. to drink a few beers and get behind the wheel of a car. They made young people think about asking their friends if they'd been drinking --and ask for the keys if they had.

They helped introduce the whole notion of a designated driver. They helped parents understand how to talk to their kids --and why when a child calls drunk asking for a ride home, it is better to pick them up first, and ask questions later. It was parents who helped lower the rates of drunk driving. It was parents who fundamentally changed the way we thought about drunk driving in America. And that is what we can -- and must do today -- to address the violence that too often rips apart our schools and families, our communities and nation.

I think I know what Al Shanker would tell us. He would tell us to say what has to be said and do what has to be done. He would tell us not to hide our heads in the sand, not to back away from the challenges we face -- that they can be overcome. Yes, it will take courage and faith to overcome the hopelessness we often feel during times like these. But certainly nowhere near the amount of courage and faith that those children and teachers in Littleton showed during the crisis -- or that community has shown in the days since. It will take our continuing prayers for the *families who have endured the greatest loss imaginable.*

But, more than anything, it will take our action. God knows, it won't happen overnight. And no one strategy -- whether it be wiping out gun violence or reaching our kids with counseling will work alone. But this nation is ours to change. These children are ours to protect. And there is so much, individually and collectively, that we can do. Just as Americans have come together with so much compassion and commitment in the aftermath of this tragedy, we must come together now -- so that we can prevent this type of violence from hurting anyone else's community, anyone else's school, anyone else's family, anyone else's child. I can think of no better way to honor Al Shanker's legacy.

I can think of no more important tribute to those who lost their lives -- or those who are struggling to rebuild theirs. And I can think of no group better able to lead us to this day than AFT -- our nation's teachers.

Thank you for this honor. Thank you for all you do everyday for our nation's children. Thank you very much.

More current media violence stuff Than 93

Lost Boys by

Today's papers - media + violence - in lips

Mrs. Gore meeting w/ Nashua school

YWCA

Open w/ Colorado - case to Parents

- Do what I put in my book about cultural things + children, values, religion

- Seen ^{in believing} movies television

- Best ^{part} ^{of} ^{my} ^{life} Character, habits + discipline, overly per

- Started at my 182

What we owe our teachers

Support ~~law~~ ed reforms

April 26, 1999

MEMORANDUM FOR HILLARY RODHAM CLINTON

FROM: Brenda Costello
SUBJECT: Briefings for Tuesday, April 27

Entertainment Book Interview

- Bio
- Book Workplan

School Safety Event

- Briefing prepared for the President (to be forwarded by Staff Secretary)
- Administration Anti-Violence Accomplishments
- President Clinton's An Open Dialogue on Preventing School Violence

Cheryl Mercer Bio

Cheryl Mercer is an award winning author of several gardening, entertaining and etiquette books. Among her books are *A Starter Garden*, a guide to ornamental gardening and *Relax, It's Only Dinner*, a book on entertaining at home. Cheryl has also acted the part of ghost writer on a number of projects. Among these are Suzie Orman's latest best seller, *The 9 Steps to Financial Freedom*.

Cheryl lives in Sag Harbor with her husband Michael and four year old daughter Jenna.

Chapter Outlines
from work plan

Memorandum

DATE: January 4, 1999

TO: Shirley Sagawa, Capricia Marshall, Kaki
Hockersmith, Bob Barnett, Cheryl Merser

FROM: Sydney Miner

RE: *An Invitation to the White House, Work Plan*

CC: Carolyn Reidy

BOOK DESCRIPTION

Trim: 10 1/4 X 10 1/4 inches

Page count: 256 est.

4c throughout, coated stock

Illustrations:

10-12 black and white historical/archival photographs

100-125 color and black and white photographs, taken by a commissioned photographer or drawn from the White House photo archives. 15-20 photographs, primarily of table settings and food, taken by a commissioned photographer. Photographs to appear in varying sizes, from 2 X 2 inches to double page spreads where appropriate.

Reproductions of invitations, guest lists, schedules and other relevant documents

Chapter outline:

Introduction

- I. A History of Entertaining at The White House
- II. A Day in the Life: Behind the Scenes
- III. "The President and Mrs. Clinton Request the Pleasure of the Company of..."

Annual Events

Visits by Heads of States

Official Occasions

Cultural Events

Private Parties

Christmas at The White House

Introduction

Mrs. Clinton discusses the challenges and pleasures of being the First Hostess, including the duties and responsibilities of her position. She will talk about her expectations and views before she arrived at the White House, comparing it with what she found when she arrived. Mrs. Clinton will describe her approach to the public and private spaces of the White House, her creative use of traditional and non-traditional spaces. Photographs in this chapter should include photographs of examples of Mrs. Clinton's innovations, such as one of the tented events on the South Lawn, the Sculpture Garden receptions, and the Millennium evenings, which are the first ever interactive cybercast events. Mrs. Clinton will discuss how she has showcased the best of American design and cuisine, the changes in the type of food (healthful as well as delicious) and style of service she initiated, and how she has increased the number and diversified the range of people who enjoy the hospitality of the White House.

I. A Brief History of Entertaining in the White House

This chapter takes the reader from the first events to the present, covering some high points as well as some humorous ones in the annals of White House entertaining. Illustrated with old photographs and drawings, reproductions of one or more old menus, invitations, guest lists. It would also be interesting to compare an old state dinner or luncheon menu with a current one, illustrating the contrast between European and American cuisine, styles of service, flowers, etc.

II. A Day in the Life: Behind the Scenes

The reader will get a look at how much goes on in the residence during a "typical" day. To be illustrated with smaller candid photographs throughout and includes a detailed schedule and map of event locations, or a cross section of the House showing how much goes on simultaneously. The schedule would include events related to both the President and the First Lady. This section would also give the reader a sense of what goes on behind the scenes. A look at all the people and facilities that make the events possible: the kitchen, storage areas for linen, china, and silver, the florist's shop. The Usher's Office staff, the butlers and waiters, cleaning and maintenance people, the operations staff who set up and breakdown events, calligraphers, security personnel, and the social staff would be shown in their various roles.

III. "The President and Mrs. Clinton Request the Pleasure of the Company of..."

This section will profile approximately 20 events in detail to show the range of White House entertaining; more events will be touched on in brief. Each event will be an opportunity to showcase the Clinton's style, as well as the decorative elements such as flowers and the table settings that make each event unique. The menu for many of the events will be printed and discussed, and one or two recipes given; the total number of recipes will be 20-35. The recipes will range from simple to complex, and will be adapted to the home kitchen. In addition to the photographs of the events and any behind the scenes shots, we will use a lifestyle photograph, which may be of an individual place setting, a plated dish, or an entire set table in an event site. Some invitations may be reproduced. When annual events are used, we can use photographs from a more than one year. Mrs. Clinton's voice will be heard throughout both indirectly and with direct quotes. Quotes and anecdotes from other principals such as the chef, social secretary, florist, etc., as well as from selected guests, will be used.

The quality and number of available photographs will determine the specific events used.

Annual Events

Easter Egg Roll

Press Picnic

Congressional Spouses Luncheon

National Governor's Association Dinner [?]

To be included in the introduction to the section: annual receptions such as those for St. Patrick's Day, the Diplomatic Corps, and the White House Fellowship; some photographs of the garden tours

An Evening at the Movies with Friends/Movie Screening

A Family Dinner [Perhaps a welcome home dinner for Chelsea? It would be an opportunity to do a low fat vegetarian meal. This could be photographed in the residence dining room (if there were no conflicts) or on the balcony]

The Pool Party for President Clinton and Mrs. Gore

Mrs. Clinton's Dinner Party for High School Friends

Christmas at the White House

Getting Ready for Christmas [Decorating the White House, the role the volunteers play]

Receptions and Staff Parties

The Blue Room Tree [Comparing the theme trees from various years: American Crafts, the Nutcracker, etc. What happens to the ornaments from previous years?]

Reading: The Night Before Christmas

Family Christmas

PROMOTING SCHOOL SAFETY & PREVENTING YOUTH VIOLENCE

President Clinton's Record

SCHOOL VIOLENCE PREVENTION

Hosting the White House Conference on School Safety. Convening experts, parents, principals, students, law enforcement and local community leaders, the President and First Lady held the first-ever White House Conference on School Safety on October 15, 1998, to provide an opportunity for Americans to learn more about how they can make their own schools and communities safer. The Conference focused both on the recent incidents of extreme violence as well as the causes of youth violence more generally. It included members of communities affected by school shootings and was linked by satellite to schools and communities across the nation.

Launching a Community-Wide Response to School Safety and Youth Violence. Last month, the President launched the Safe Schools/Healthy Students Initiative, which will provide up to \$180 million this year -- and a total of \$380 million over the next three years -- to help 50 communities develop and implement community-wide responses to school safety and youth violence. This initiative, which was also a product of the White House School Safety Conference, represents an unprecedented collaboration between the Departments of Justice, Education and Health and Human Services to provide comprehensive educational, law enforcement, mental health, juvenile justice, and other services to help communities prevent youth violence and drug abuse, in and out of school. Communities have until June 1, 1999 to apply for as much as \$3 million each through this initiative.

Helping to Make All Schools Safe, Disciplined and Drug-Free. In 1994, President Clinton expanded the Drug-Free Schools Act into the Safe and Drug-Free Schools Act, making violence prevention a key part of this program. Safe and Drug-Free Schools provides support for violence and drug prevention programs to 97 percent of the nation's school districts. At the White House Conference on School Safety, President Clinton announced his plan for a significant overhaul of the nearly \$600 million Safe and Drug-Free Schools and Communities Program to focus more on effective violence prevention initiatives. Under the President's proposal, schools will be required to adopt rigorous, comprehensive school safety plans that include: tough, but fair, discipline policies; safe passage to and from schools; effective drug and violence policies and programs; annual school safety and drug use report cards; funding for mental health services; links to after school programs; efforts to involve parents; and crisis management plans.

Responding to the Early Warning Signs of Troubled Youth. President Clinton directed the Secretary of Education and the Attorney General to develop a guide to help teachers and principals identify and respond to the early warning signs of troubled youth that can lead to school violence. In August 1998, the Departments of Justice and Education released *Early Warning, Timely Response: A Guide to Safe Schools*. The guide, aimed at teachers, principals, parents, and others who work with young people, provides information on how to identify and respond to the early warning signs of troubled youth that can lead to violence in schools. In addition, the guide also instructs schools on how to develop a violence prevention plan and

provides a crisis procedure checklist for schools to use if violence occurs. Finally, the guide lists actions students can take -- such as listening to troubled friends, involving trusted adults, and asking law enforcement to conduct school safety audits -- to help create safer schools. More than 200,000 guides already have been distributed to schools across the nation, and 150,000 additional copies will be distributed next week.

Creating a New Federal Response for Violent Deaths in Schools. President Clinton has proposed a \$12 million School Emergency Response to Violence -- or Project SERV -- in his FY 2000 budget to help schools and local communities respond to school-related violent deaths, such as those that occurred last school year in Jonesboro, Arkansas; Paducah, Kentucky; Pearl, Mississippi; and Springfield, Oregon. Developed with input from local officials and educators in these and other communities, Project SERV will enable the federal government to assist local communities in much the same way that the Federal Emergency Management Agency (FEMA) assists in response to natural disasters. The program will also help communities build the infrastructure necessary to bring more mental health services into their schools.

Hiring School Resource Officers, Targeting Assistance to Schools with Serious Crime Problems. To help give schools with crime problems the tools they need to put the security of our children first, at the White House Conference on School Safety, the President announced a new \$65 million initiative to hire up to 2,000 community police and School Resource Officers to work in schools -- and to train police, educators and other members of the community to help recognize the early warning signs of violence.

Forging School-Based Partnerships Between Schools and Law Enforcement. Under the School-Based Partnerships grant program, the Clinton Administration released \$16.4 million in grants to 155 law enforcement agencies in September 1998. The School-Based Partnerships grants will be used by policing agencies to work with schools and community-based organizations to address crime at and around schools. This initiative emphasizes using principles of community policing and problem-solving methods to address the causes of school-related crime. The grants will help forge or strengthen partnerships between local law enforcement and schools to focus on school crime, drug use and discipline problems.

Issuing the First Annual Report on School Safety. In December 1997, President Clinton called for an Annual Report on School Safety, which was released on October 15, 1998 and sent to every school in the nation. The report includes: an analysis of all existing national school crime data and an overview of state and local crime reporting; 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; and resources available to schools and communities to help create safe, disciplined and drug-free schools.

GUN CONTROL

Keeping Guns Out of the Hands of Children. A number of laws and initiatives are keeping guns out of the hands of children and away from criminals. For instance, since the Brady Law's enactment, over 250,000 felons, fugitives and stalkers have been denied handguns, and the 1994 Crime Bill banned 19 of the deadliest assault weapons and their copies -- keeping assault

weapons off America's streets. The Youth Crime Gun Interdiction Initiative (YCGII) is cracking down on the illegal gun markets that supply firearms to juveniles and criminals in 37 target cities. The ATF has already traced more than 77,000 crime guns in the YCGII cities, which has led to the investigation and arrest of hundreds of illegal gun traffickers supplying guns to juveniles and criminals. The Administration's FY 2000 budget proposal proposes adding ATF agents to new YCGII cities to assist in gun trafficking investigations. In addition to these programs, President Clinton signed a directive to every federal agency, requiring child safety locking devices with every handgun issued to federal law enforcement officers. And, in an historic agreement, eight major gun manufacturers have voluntarily agreed to provide child safety locking devices with all their handguns, helping to protect our children.

Enforcing Zero Tolerance for Guns and Other Weapons in Schools. In October 1994, President Clinton signed into law the Gun-Free Schools Act, requiring states to have in effect a law requiring local education agencies (LEAs) to expel students who bring guns to school. The President issued a Presidential Directive later that month to enforce "zero tolerance" for guns in schools, a policy requiring the expulsion of students who bring guns to schools. In school year 1996-97, the U.S. Department of Education estimates that, under zero tolerance policies, 6,093 students were expelled from public schools for bringing a firearm to school.

CULTURE

Giving Families A New Tool -- A Content-Based Television Ratings System. Striving to protect children from violence and adult content on television, the President and Vice President garnered a breakthrough agreement from the television industry to create a content-based voluntary ratings system. The new system went into effect October 1, 1997, giving parents the information they need to determine if TV shows are appropriate for viewing by their children and identifying which programs they want to block from their homes through screening technology (the V-chip). The voluntary rating system includes age- and content-based ratings.

Helping Parents Control What Comes Into Their Living Room with the V-Chip. Four years ago, President Clinton and Vice President Gore used the Family Policy Conference in Nashville to call for V-chip legislation -- to give parents new tools to help them screen out television programs that are not fit for their kids. Under strong leadership from the White House, the following year saw Congress enact the Telecommunications Act of 1996 which included V-chip legislation. Now, by January 2000, all new televisions are scheduled to include this screening technology.

Hosting the White House Conference on Children's Television. In July 1996, the President, Vice President, and First Lady convened the White House Conference on Children's Television to improve and expand education television for children. Conference participants included parents, industry representatives, advocates, experts and advertisers. At the Conference, the television industry joined with the President and agreed to air more educational and instructional children's shows.

Encouraging More Educational Television. At the President's urging, the Federal Communications Commission (FCC) adopted clear and concrete rules to encourage the

development and promotion of TV programming that would be both welcomed by parents and watched by children. The rules require three hours of regularly scheduled, half-hour weekly educational and instructional programming as a requirement for license renewal.

Promoting a "Family Friendly" Internet. The President and Vice President have worked to make cyberspace a safe place for children. The Administration has enlisted the assistance of numerous stakeholders, including industry leaders, teachers, parents, Internet users and librarians to work towards the creation of a "family friendly" Internet. The Administration's three part strategy includes: 1) industry commitments to provide blocking, filtering and labeling technology for use by parents and teachers using the 'Net; 2) effective enforcement of existing laws; and 3) increased parental awareness and involvement. This strategy is designed to give parents and teachers the tools they need to prevent children from getting access to inappropriate material on the Internet, and to guide them towards high-quality educational resources.

MENTAL HEALTH ISSUES

Increased Funding for Children's Mental Health Services: From 1993 to 1999, the President has increased funding for children's mental health services from just \$5 million to \$78 million. Significant parts of this funding will be used to provide link schools with mental health services.

Substantial New Increases to Improve Substance Abuse Prevention and Treatment. In 1999, the Congress responded to the Administration's proposal to substantially increase substance abuse prevention and treatment activities. Congress has approved a critical \$275 million increase in the Substance Abuse Block Grant at the Substance Abuse and Mental Health Services Administration (SAMSHA). With this increase, over \$1.5 billion will be allocated to the block grant in FY1999 enabling tens of thousands of high-risk youth, pregnant women, and other underserved Americans to get much-needed drug treatment and prevention services.

New Investments in Mental Health Services at SAMHSA. The President's FY 99 budget included a new \$13 million increase in mental health block grant. With this increase, the block grant will contain \$288 million in mental health spending this year. These services provide much needed treatment, counseling and services for thousands of people with mental illnesses.

VIOLENCE PREVENTION

Providing Safe After-School Opportunities for More than a Million Children a Year. Last year (FY98), the 21st Century Community Learning Centers program was expanded to \$200 million. This funding is already supporting hundreds of school-based after-school programs in rural and urban schools in 44 states and the District of Columbia, including weekend and summer programs. This year, the President proposed to triple this initiative -- to \$600 million -- to provide safe and educational after-school opportunities for up to 1.1 million school-age children in communities across the country. In addition, the Education Department released a report in June 1998, titled *Safe and Smart: Making the After-School Hours Work for Kid*. This report shows that after-school programs can lower juvenile crime and improve academic performance. *Safe and Smart* was sent to every school district in the country.

Cracking Down on Truancy. Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime. The Education Department issued a guidebook to the 15,000 school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country. Since then, the Education Department has provided grants to local school districts to develop innovative truancy prevention programs of the kind described in the guidebook.

Encouraging Schools to Adopt School Uniform Policies. School uniforms have been found to be a promising strategy to reduce violence while promoting discipline and respect in school. Because of this, the Clinton Administration has encouraged schools to consider adopting school uniform policies by sharing with every school district a school uniforms manual prepared by the Department of Education in consultation with local communities and the Department of Justice. Since the President highlighted school uniforms, a growing number of schools have adopted these policies including: New York City, Dade County, San Antonio, Houston, Chicago and Boston.

Supporting Curfews at the Local Level. Community curfews are designed to help keep children out of harm's way and enhance community safety. Because of their success, President Clinton has encouraged communities to adopt curfew policies. A 1997 survey by the U.S. Conference of Mayors has shown that 276 of 347 cities surveyed -- or 80 percent -- had youth curfew laws, up from 70 percent in 1995.

Developing a Comprehensive Anti-Gang and Youth Violence Strategy. President Clinton has proposed a comprehensive strategy to (1) target gangs and violent youths with tougher punishments and by expanding anti-gang task forces and the use of racketeering statutes (i.e., RICO) for gang-related offenses; (2) crack down on kids and guns by prohibiting violent juveniles from buying guns and increasing penalties for selling handguns to youths; and (3) keep kids off the streets and out of trouble by expanding after-school programs and promoting anti-truancy initiatives and youth curfews.

Supporting Civic, Community and Faith-Based Organizations. Recognizing the important role that civic, community and faith-based organizations can play in reducing crime, the Administration launched a new Values-Based Violence Prevention Initiative to make \$2.2 million in grants available to 16 community-based collaboratives, including religiously-affiliated organizations, that target youth violence, gangs, truancy, and other juvenile problems by promoting common-sense values and responsibility.

Encouraging Conflict Resolution. The Departments of Education and Justice have developed and distributed 40,000 conflict resolution guides to schools and community organizations, providing guidance on how to develop effective conflict resolution programs; Education and Justice are training community officials and educators on these conflict resolution measures.

**PRESIDENT CLINTON:
AN OPEN DIALOGUE ON PREVENTING SCHOOL VIOLENCE**

April 22, 1999

"I think it's important that, all over America, students and teachers have a chance to discuss their feelings about this. We are working to reach out to the country...and to do everything we can to minimize the chance that anything like this will happen again."

President Bill Clinton
April 22, 1999

Today, in Alexandria, Virginia, President Clinton spoke with students and faculty of T.C. Williams High School about the tragedy in Littleton, Colorado. The discussion was broadcast live into 12,000 schools nationwide by Channel 1, a classroom cable network. The President talked about ways of preventing school violence, such as the school's mediation program and other methods of conflict resolution.

REASSURING AMERICANS IN THE WAKE OF TRAGEDY. The President reassured students and faculty that, in spite of the Littleton tragedy and the resulting concerns of students and parents, America's schools are still among the safest place for children to be. Only about 10% of public schools report serious or violent crimes to their local police departments.

ASKING OURSELVES DIFFICULT QUESTIONS. The President urged all Americans to examine what our responsibilities as individuals and as a society are in the cause and prevention of tragedies like the one in Colorado. He discussed the role of schools, parents, students, the government, and communities in helping to diminish acts of violence.

ENCOURAGING RESPECT FOR OTHERS. The President urged students to appreciate America's diversity and support others who may feel disrespected or discriminated against. The tragedy, he said, is an opportunity for us to learn to "lift other people up, and recognize the inherent dignity and worth of all individuals and all ethnic, religious and cultural groups."

WORKING TO KEEP SCHOOLS AND COMMUNITIES SAFE. School safety continues to be a priority, and over the past few years, the Administration has taken the following measures to ensure that America's schools remain safe:

- Policies for zero tolerance for guns and drugs;
- Putting new community police officers in schools where they are needed;
- Supporting more counselors in schools;
- Encouraging more after-school, mentoring, and conflict resolution programs; and
- Assistance in implementing uniform or dress code policies.

Last year's White House Conference on School Safety provided a valuable opportunity for Americans to learn ways to improve the safety of their schools and communities. At the Conference, the President issued an Annual Report on School Safety which was sent to every school in the nation, and was intended to give parents, principals, and policy makers an accurate, yearly snapshot of school crime and steps they can take to make their schools safer.

RESPONDING TO THE EARLY WARNING SIGNS OF TROUBLED YOUTH. In August 1998, the Departments of Justice and Education released *Early Warning, Timely Response: A Guide to Safe Schools*. The guide provides schools and communities with information on how to identify the early warning signs and take steps to prevent and respond to school violence. Every school in the nation received a copy, and additional copies may be obtained through the Department of Education website.

THE WHITE HOUSE

WASHINGTON

REMARKS ON COMPREHENSIVE GUN CONTROL LEGISLATION

DATE: Tuesday, April 27, 1999
LOCATION: Presidential Hall
BRIEFING TIME: 12:15pm - 12:35pm
EVENT TIME: 12:40pm - 1:35pm
FROM: Bruce Reed

I. PURPOSE

To announce new legislation to strengthen federal firearms laws and make it more difficult for kids and criminals to have access to guns and explosives; and to display congressional support for such legislation.

II. BACKGROUND

Your proposed bill will include new proposals to: (1) raise the age of the youth handgun ban from 18 to 21 years of age; (2) ban the juvenile possession of semi-automatic assault rifles; (3) halt the importation of large capacity ammunition magazines; (4) require Brady background checks for the purchase of explosives; (5) help law enforcement trace more crime guns to their source; and (6) authorize repeat inspections to crack down on gun dealers involved in illegal gun trafficking. Your package represents the most comprehensive gun legislation any Administration has put forward in 30 years. This legislation will also include proposals that you have previously supported, including closing the gun show loophole on Brady background checks and creating a mandatory Brady waiting period.

BUILDING ON THE SUCCESS OF THE BRADY LAW. Since taking effect in 1994, the Brady Law has prevented over a quarter of a million felons, fugitives, stalkers, and other prohibited purchasers from buying handguns. In November 1998, the National Instant Criminal Background Check System (NICS) took effect, allowing access to a fuller set of records that law enforcement officials can use to conduct checks of all prospective gun purchases -- not just for handguns. To date, NICS has conducted over 3.4 million background checks on gun purchasers, and the FBI has stopped over 36,000 illegal gun sales. Your legislation will propose strengthening the Brady Law by:

- **Extending the Brady Law's requirements to purchases of explosives.** Under current law, no Brady background check is required to buy explosives. Your bill will help cut off easy access to explosives by requiring Brady background checks before the sale of explosives, and by extending the same prohibitions in our gun laws to prospective purchasers of explosives. The bill will also prohibit convicted

felons from purchasing any quantity of black powder, which is used to make most pipe bombs, and require all explosives dealers to keep records of their sales of black powder.

- **Closing the gun show loophole on Brady background checks.** In 1998, there were more than 4,000 gun shows held in states across the country as well as flea markets and other events at which guns can be traded anonymously. An estimated 25-50 percent of the sellers at these gun shows are unlicensed and the guns sold by the unlicensed sellers are not subject to background checks. As a result, gun shows can provide a forum for illegal firearms sales and gun trafficking. In fact, a recent review by the Bureau of Alcohol, Tobacco, and Firearms (ATF) of 314 gun show investigations found that 46 percent of these investigations involved the purchase or sale of firearms by felons, and 34 percent involved the sale of firearms later used in serious crimes, including homicides. To end this policy of firearms being sold at gun shows on a “no questions asked” basis, your bill will require : (1) Brady background checks on all firearms transferred at gun shows, with the assistance of federally-licensed dealers; (2) vendors to report information on firearms sold at gun shows to the ATF, so that they can be traced by law enforcement if they are later used in crimes; and (3) gun show promoters to register with the ATF and notify it of all gun shows.
- **Creating a mandatory Brady waiting period.** Although the NICS has generally improved law enforcement’s ability to conduct background checks, a mandatory waiting period will provide a cooling-off period for handgun purchases and allow local law enforcement officers to check additional, non-computerized records. Accordingly, your legislation will: (1) require a minimum 3-day waiting period for all handgun purchases; (2) add up to an additional two days to the waiting period if law enforcement officers need more time to clarify arrest records; and (3) provide authority for dealers to notify local law enforcement officials of all proposed handgun purchases.
- **Extending the Brady Law to violent juveniles.** Although violent youth convicted in adult courts are barred from owning firearms as adults, the same is not true for youth convicted of serious violent crimes in juvenile court. Violent juveniles should be treated as adults for their adult crimes, and stopped from getting weapons to hurt again. Your legislation will permanently ban all violent juveniles from buying guns, so that they cannot purchase a gun on their 21st birthday.

RESTRICTING YOUTH ACCESS TO GUNS. Keeping guns out of the hands of juveniles has been one of your top priorities. You fought for and signed legislation prohibiting the juvenile possession of handguns, requiring “zero tolerance” for guns in schools, and establishing the Youth Crime Gun Interdiction Initiative (YCGII) to help identify and arrest adults who traffic guns to children. Your bill will do even more to restrict unauthorized youth access to guns by:

- **Raising the age of the youth handgun ban to 21 years of age.** In 1994, you signed into law the Youth Handgun Safety Act, which generally banned the possession of handguns by juveniles under the age of 18, and prohibited adults from transferring handguns to juveniles -- except in limited circumstances and with written parental consent. A separate provision of the 1968 Gun Control Act also prohibits federally-licensed gun dealers from selling handguns to any one under 21 years of age. However, it is perfectly legal for 18-20 year-olds to possess handguns -- and even to buy them from unlicensed sellers, such as a from a neighbor who is a private collector. Additionally, ATF gun trace data show that the more crime guns are traced to 18 and 19 year-olds than all other age groups. Your legislation will extend the provisions of the youth handgun ban to youth between 18 and 21 years of age.
- **Banning juvenile possession of semiautomatic assault rifles.** Although the Youth Handgun Safety Act generally banned the possession of assault pistols, it did not include assault rifles and large capacity magazines manufactured before the Assault Weapons Ban went into effect. Thus, it remains legal for juveniles under the age of 18 to possess these deadly weapons and ammunition. Your bill will prohibit their possession by juveniles in any instance.
- **Holding adults responsible for child access to guns.** Child Access Prevention (CAP) laws promote gun safety and responsibility by holding adults responsible if they allow children easy access to loaded firearms. According to a study published by the Journal of the American Medical Association, CAP laws help reduce fatal unintentional shootings by an average of 23%. Your legislation will impose felony penalties on adults who knowingly or recklessly allow a child to have unlawful access to a gun that is later used to cause death or injury. Individuals sentenced under this provision could be imprisoned for up to three years, fined a maximum of \$250,000, or both.
- **Requiring child safety locks for guns.** Child safety locks and other devices can reduce the unauthorized use of handguns, by a child at play or a teen looking to commit a crime. Many youth have to look no further than their own home to get their hands on a gun: it is estimated that one third of all privately-owned handguns are left both loaded and unlocked. To address this problem, your bill will require federally-licensed firearms dealers, manufacturers, and importers to provide a child safety lock or device with every gun they sell.
- **Increasing penalties for transferring guns to juveniles.** Your bill will increase penalties for adults who transfer handguns to juveniles knowing that they will be used in a violent crime -- establishing a new mandatory minimum sentence of at least 3 years and up to 10 years.

CRACKING DOWN ON ILLEGAL GUN TRAFFICKERS. In 1996, you launched the Youth Crime Gun Interdiction Initiative (YCGII) in 17 cities to help trace crime guns to their source, as well as identify and arrest the adults who traffic firearms to our children. Since that time, YCGII has been expanded to 20 more cities and conducted more than 200,000 traces for local law enforcement. Additionally, over the last two years you have proposed hiring more than 280 new ATF agents and more than 40 new federal prosecutors to arrest gun traffickers and violent criminals, and crack down on illegal gun sales.

- **Allowing law enforcement to trace all firearms used in crimes.** Under current law it is much more difficult for law enforcement to trace used firearms that are later used in crimes. To improve law enforcement's ability to trace crime guns, your legislation will require that federal gun dealers also report the manufacturer, model, and serial number of all used guns sold to ATF's National Tracing Center. No information on the purchaser would be provided to ATF unless the gun later became the subject of a crime gun trace.
- **Doubling the Youth Crime Gun Interdiction Initiative (YCGII).** Over the past 2 years, you have expanded the YCGII initiative to 37 cities -- helping them to trace all crime guns to their source, to identify illegal gun markets, and to crack down on gun traffickers. Last year, ATF initiated over 300 investigations in these cities, which involved over 3,300 illegally trafficked firearms. Your bill will increase the number of cities participating in YCGII over the next 4 years to a total of 75.
- **Increasing penalties on gun kingpins.** To send a strong message to gun runners that their illegal gun trafficking will not be tolerated, your bill will double the maximum penalty for illegally selling firearms without a license (from 5 to 10 years of imprisonment), and instruct the U.S. Sentencing Commission to enhance the current penalty for offenses where over 50 firearms have been illegally trafficked.
- **Cracking down on gun dealers involved in illegal gun trafficking.** While most gun dealers are not associated with unlawful activities, some are involved in the illegal gun trade. Your legislation will allow for more inspections of federal firearms licensees (from 1 to 3 per year), tougher penalties for serious violations that interfere with trafficking investigations, and suspension of a gun dealer's license for willful violations of the Gun Control Act.

STRENGTHENING THE ASSAULT WEAPONS BAN. In 1994, you fought for and signed into law legislation to ban the manufacture and importation of the 19 deadliest assault weapons, their copies, and large capacity ammunition clips. Last year, you also took action to ban the importation of over 50 models of modified assault weapons. Your bill strengthens the assault weapons law by:

- **Banning the importation of all large capacity ammunition magazines.**
Although the 1994 assault weapons law banned the future domestic manufacture and importation of large capacity ammunition feeding devices that hold more than 10 rounds of ammunition, those manufactured before the law's enactment were grandfathered. Because of the difficulty in determining when large capacity ammunition magazines manufactured by foreign companies were made, it has become relatively easy for foreign gun manufacturers to circumvent the ban. As a result, your bill will close this loophole by banning the importation of all large capacity magazines -- regardless of when they were manufactured.

III. PARTICIPANTS

Briefing Participants:

Bruce Reed
Jose Cerda
Neera Tanden
Caroline Frederickson
Broderick Johnson
Lowell Weiss

Event Participants:

The First Lady
Senator Dianne Feinstein (D-CA)
Senator John Chafee (R-RI)
Representative John Conyers (D-MI)
Representative Carolyn McCarthy (D-NY)

On-Stage

Secretary Robert Rubin
Attorney General Janet Reno
Secretary Richard Riley
Members of Congress (approximately 40)

IV. PRESS PLAN

Open Press.

V. SEQUENCE OF EVENTS

- YOU will be announced into Presidential Hall, accompanied by the First Lady, Secretary Robert Rubin, Attorney General Janet Reno, and Secretary Richard Riley.
- The First Lady will make remarks and introduce Senator Dianne Feinstein.
- Senator Dianne Feinstein will make remarks and introduce Senator John Chafee.
- Senator John Chafee will make remarks and introduce Representative John Conyers.
- Representative John Conyers will make remarks and introduce Representative Carolyn

McCarthy.

- Representative Carolyn McCarthy will make remarks and introduce YOU.
- YOU will make remarks, work a ropeline, and depart.

VI. REMARKS

To be provided by speechwriting

Draft 4/25/99 7:50pm
Lowell Weiss

PRESIDENT WILLIAM J. CLINTON
REMARKS ON GUN ENFORCEMENT AND ACCOUNTABILITY ACT
THE WHITE HOUSE
April 27, 1999

Acknowledge: the First Lady; Sec. Rubin; Gen. Reno; Sec. Riley; Dpty. A.G. Eric Holder; Undersec. of the Treasury for Enforcement Jim Johnson; Sens. Feinstein, Chafee; Reps. Conyers, McCarthy; Miami-Dade Mayor Alex Penelas; Bob Walker, Pres. of Handgun Control, Inc.; representatives of national law-enforcement and victims-rights organizations. [*waiting for list of other Members*]

During the past week, the entire nation has been united in grief and united in prayer. Now it is time to unite for action.

In the aftermath of the brutal shootings in Littleton, we are all searching for answers. How could such tragedy have descended upon this fine community? Of course, we may never have all the answers. But one thing that should be clear to all of us is that this tragedy, like those before, had many catalysts. Dark and profound alienation. Parents unaware, unconcerned, or unable to control their sons' violent rage. The glorification of violence and hate through video games, Internet sites, movies, and music lyrics. And, indisputably, the ease with which young people can gain access to guns.

In America, law-abiding adults have a right to own firearms, and a right to use them. We have a big hunting culture, which I grew up in, participated in, and enjoyed very much. But it shouldn't have to take tragedies like the ones in Littleton, Springfield, Fayetteville, Edinboro, Jonesboro, West Paducah, and Pearl to convince us that our gun laws are dangerously out of balance. The fact is, firearms are appallingly easy for young people to get and to misuse. I wouldn't be surprised if it's harder for young people to get their hands on some high-demand video games than on a whole range of high-powered guns.

Defending Americans' legitimate right to own firearms should not demand defending the indefensible. It should not require arguing that TEC-9 military-style assault weapons and cop-killer bullets have a proper place in our communities. It should not mean threatening lawmakers who push for simple precautions like child-safety locks and background checks. It should not call for thwarting every common-sense effort to protect our children from shooting sprees in the schoolyard.

If we really want to defend the right of law-abiding citizens to own firearms, there's a far better way. People of good will, people of both parties, must work together to do far more to keep guns out of the wrong hands without infringing on anyone's legitimate rights. We must work together to restore reason to America's gun laws.

Today, surrounded by Members of Congress of both political parties who demand action now, I am proud to announce my new Gun Enforcement and Accountability Act, the most comprehensive measure ever proposed for reducing the intolerable toll of gun violence in America.

First, the act would strengthen the Brady Law. Since the original Brady Law took effect, 250,000 felons, fugitives, and stalkers who have tried to buy handguns have been turned away empty-handed. That's enough guns to overflow this room. Unfortunately, the Brady waiting period has now expired in favor of an instant-check system. But an instant check does not go far enough; it provides no cooling-off period to discourage violent acts committed in a fit of rage. So my Gun Enforcement and Accountability Act would make a waiting period the law of the land once again. It would also prevent all juveniles who commit violent crimes from ever buying a gun. It would require Brady background checks on anyone who wants to buy explosives. And it would abolish, at long last, the dangerous loophole that allows people to buy weapons at gun shows without any background check at all. I say: No background check, no guns, no exceptions.

Second, the act would strengthen our assault-weapons ban. In 1994, we stopped dealers from importing or selling many semi-automatic weapons. Now we must close the loophole that allows dealers to sell older high-capacity ammunition magazines manufactured abroad. These magazines allow shooters -- including those in Jonesboro and Littleton -- to spray bullets across a wide killing zone in a matter of seconds. Let's ban the import of all high-capacity magazines no matter when they were made.

Third, the act would greatly restrict youth access to guns. It would prevent juveniles from possessing -- not just buying -- assault weapons. It would hold adults criminally responsible when they recklessly fail to keep firearms out of the reach of children. It would mandate a steep increase in penalties for adults who transfer guns to juveniles. And it would require child-safety locks to be sold with all new guns. I will never forget the words of Suzann Wilson of Jonesboro, who lost her daughter that day at Westside Middle School: "Please, please, for the sake of your children, lock up your gun."

Finally, it would crack down on illegal gun trafficking. It would double the number of cities that are now working with the Bureau of Alcohol, Tobacco, and Firearms to trace every gun seized by police. It would require that dealers submit information not only on new guns they sell, but also on used guns, which are often very hard for law-enforcement agents to trace. And it would significantly increase penalties for gunrunners caught trafficking large numbers of firearms.

Far too many times in just the past two years children have kissed their parents goodbye, boarded a school bus, gone to class, and have been gunned down in cold blood. Far too many times our entire nation has been shocked. It is time for us to translate the shock into action. It is time for all of us to work together to change the culture of violence in America. It is time for us to do a better job of reaching out to alienated, angry teens. It is time for parents to take greater responsibility for their children's actions and be more responsive to their needs.

And it is time for us to take guns out of the volatile mix that constitutes our children's daily lives. How many towns do we have to add to the gristly list of those forever scarred by school shootings ... how many young children have to be scared to death of going to school ... how many funerals of students and teachers do we have to watch before we summon the will to pass these logical, sensible gun measures? We must be united in action. We must give our children back their childhood. We must do everything in our power to give them a future not of tragedy and fear but of promise and hope. Thank you and God bless you. # # #

**PRESIDENT CLINTON:
ACTIONS TO HELP KEEP OUR SCHOOLS SAFE**

April 23, 1999

"We must do more to keep guns out of the hands of children; to help our young people express their anger and alienation with words, not weapons; to prevent violence from shattering the peace of our schoolyards. By taking actions to prevent future acts of violence in our schools, we can best honor the memories of those who lost their lives."

President Bill Clinton
April 23, 1999

Today, at the White House, President Clinton announced new assistance for the community of Littleton, Colorado and added resources for communities to help keep students safe at school. Specifically, he announced up to \$1.5 million in immediate funding from the Justice Department to assist the victims, their families, and the Jefferson County community with expenses relating to the Littleton school shooting; and \$70 million in Justice Department grants to help fund more than 600 school resource officers in 336 communities across the country.

EXPANDING ASSISTANCE TO VICTIMS. In response to the recent tragedy at Columbine High School, and subsequent requests from Colorado authorities, the Justice Department will provide up to \$1.5 million in immediate funds from the Crime Victims' Fund to support:

- Direct compensation to victims and their family members for funerals, uncovered medical expenses, lost wages of parents, and private mental health counseling for victims;
- Additional personnel and overtime costs for critical incident stress management services for first responders to the crisis; and
- Added victims services and counseling personnel to help meet the immediate and longer-term support needs of the community.

HELPING SCHOOLS WORK WITH LAW ENFORCEMENT TO PREVENT CRIME AND VIOLENCE. The President announced that the Justice Department COPS Office will release \$70 million to fund an additional 600 police officers in schools in 336 communities across the country. Today's announcement is the first installment in meeting the President's pledge made at the White House Conference on School Safety to provide funds for up to 2,000 officers in schools this fiscal year. In addition, the COPS Office is providing \$17 million through a School-Based Partnerships initiative. The funds will help strengthen partnerships between local law enforcement and schools, and help them to focus on school crime, drug use, and discipline problems. Schools have until the end of April to apply for these funds.

PROMOTING COMPREHENSIVE SCHOOL SAFETY STRATEGIES. The President urged communities to apply for funds through the Safe Schools/Healthy Students Initiative. This initiative will provide up to \$180 million this year -- and a total of \$380 million over the next three years -- to help 50 communities develop and implement violence prevention programs, such as establishing conflict resolution groups, hiring more mental health counselors, or installing security equipment. A product of the White House School Safety Conference, this initiative represents an unprecedented collaboration between the Departments of Justice, Education, and Health and Human Services to provide comprehensive educational, law enforcement, mental health, juvenile justice, and other services to help communities prevent youth violence and drug abuse, in and out of school. Communities have until June 1st to apply for funds under this initiative.

DISTRIBUTING ADDITIONAL GUIDES ON THE EARLY WARNING SIGNS OF VIOLENCE. Next week, the Departments of Justice and Education will distribute 150,000 additional copies of *Early Warning Timely Response: A Guide to Safe Schools*. The guide, written for teachers, principals, parents, and others who work with young people, provides information on how to identify and respond to the early warning signs of troubled youth that can lead to violence in schools. The guide also helps schools develop a crisis procedure checklist if violence occurs, and lists actions students can take to help make their schools safer. More than 200,000 guides have already been distributed to schools across the nation, and is available on the worldwide web at <http://www.ed.gov/offices/OSERS/OSEP/earlywrn.html>, or by calling 1-877-4ED-PUBS.

**PRESIDENT CLINTON:
AN OPEN DIALOGUE ON PREVENTING SCHOOL VIOLENCE**

April 22, 1999

"I think it's important that, all over America, students and teachers have a chance to discuss their feelings about this. We are working to reach out to the country...and to do everything we can to minimize the chance that anything like this will happen again."

President Bill Clinton
April 22, 1999

Today, in Alexandria, Virginia, President Clinton spoke with students and faculty of T.C. Williams High School about the tragedy in Littleton, Colorado. The discussion was broadcast live into 12,000 schools nationwide by Channel 1, a classroom cable network. The President talked about ways of preventing school violence, such as the school's mediation program and other methods of conflict resolution.

REASSURING AMERICANS IN THE WAKE OF TRAGEDY. The President reassured students and faculty that, in spite of the Littleton tragedy and the resulting concerns of students and parents, America's schools are still among the safest place for children to be. Only about 10% of public schools report serious or violent crimes to their local police departments.

ASKING OURSELVES DIFFICULT QUESTIONS. The President urged all Americans to examine what our responsibilities as individuals and as a society are in the cause and prevention of tragedies like the one in Colorado. He discussed the role of schools, parents, students, the government, and communities in helping to diminish acts of violence.

ENCOURAGING RESPECT FOR OTHERS. The President urged students to appreciate America's diversity and support others who may feel disrespected or discriminated against. The tragedy, he said, is an opportunity for us to learn to "lift other people up, and recognize the inherent dignity and worth of all individuals and all ethnic, religious and cultural groups."

WORKING TO KEEP SCHOOLS AND COMMUNITIES SAFE. School safety continues to be a priority, and over the past few years, the Administration has taken the following measures to ensure that America's schools remain safe:

- Policies for zero tolerance for guns and drugs;
- Putting new community police officers in schools where they are needed;
- Supporting more counselors in schools;
- Encouraging more after-school, mentoring, and conflict resolution programs; and
- Assistance in implementing uniform or dress code policies.

Last year's White House Conference on School Safety provided a valuable opportunity for Americans to learn ways to improve the safety of their schools and communities. At the Conference, the President issued an Annual Report on School Safety which was sent to every school in the nation, and was intended to give parents, principals, and policy makers an accurate, yearly snapshot of school crime and steps they can take to make their schools safer.

RESPONDING TO THE EARLY WARNING SIGNS OF TROUBLED YOUTH. In August 1998, the Departments of Justice and Education released *Early Warning, Timely Response: A Guide to Safe Schools*. The guide provides schools and communities with information on how to identify the early warning signs and take steps to prevent and respond to school violence. Every school in the nation received a copy, and additional copies may be obtained

through the Department of Education website.