

*You should take a
look at this too.*

TO: The First Lady
FROM: Neera Tanden
RE: School Violence Conference
DATE: September 14, 1998

We are continuing to plan the conference, in which you have a prominent role. This memo outlines the planning up to date and solicits your thoughts on the conference's content.

Conference Theme

The overall theme is responsible adults in the lives of children ensure their safety. The Conference's goals include: building on the existing body of knowledge about young people and aggressive or violent behavior; listening and learning from academics, parents, teachers, law enforcement and other experts about efforts that are effectively keeping our children safe; sharing best practices and exploring new solutions; and developing strategies to put these safety models in place in schools and communities across the nation.

Conference Agenda

The Conference will take place in the East Room of the White House, and will be down-linked by more than 500 sites throughout the country. The theme of the conference is still responsible adults in the lives of children ensure their safety both in and out of school.

Morning Break Out Sessions

The day will start with four breakout sessions in the White House Conference Center, which will provide the invited guests, many of whom are experts and community leaders, with an opportunity to interact with each other. Each of these sessions will be led by a cabinet secretary, including the Attorney General, Secretary Riley, and Secretary Shalala, and will not be open to the press. While we are still working out the details of the break out sessions, the topics they will generally cover are as follows:

1. Root Causes of Youth Violence: This session will focus on a variety of factors, such as family breakdown, early exposure to violence, lack of community cohesiveness, and media violence, that promote violence among children and youth.
2. Systemic Educational Approaches: This session's discussion will center around the school setting itself, by touching upon quality of education issues, such as small class size, as well as traditional discipline concerns, such as bullying. It will also focus on policies like school uniform and truancy prevention.

3. Recent Extreme Incidents of Violence: The focus of this session will be on the mental health issues, amongst others, that are raised by the multiple school shootings that have taken place over the last year. The session participants will also discuss the early warning signs of this kind of violence and efforts to avoid such tragedies in the future.

4. Schools, Law Enforcement and the Broader Community: The panelists in this session would discuss partnerships between schools and the community to ensure that children are safe, touching upon innovative efforts to apply the principles behind community policing to both school violence in particular and juvenile violence in general. In addition, they would focus on after-school programs as a way to involve the community in the school, thereby reducing crime, and efforts to keep guns out of the hands of children, both when they are in school, and when they are out.

While we expect some overlap between topics, we hope that each session will ultimately focus on effective solutions.

Morning Panel

The first main panel will take place after the morning breakout sessions, at roughly 11 am in order to reach the West Coast. The panel will involve you, the President, the Vice President and Mrs. Gore, as well as a variety of experts, both in academia and law enforcement, and some 'real' people. At the present time, we envision a roundtable discussion that touches upon safety in schools, but involves a larger discussion of the role of parents and the community in keeping children safe. The following is an outline of the panel provides you with some idea of the direction of the discussion that we envision. However, the morning panel will consist of some combination of this list; this is frankly too many people for one session.

An expert, who will describe the general problem of violence amongst youth that is taking place in and out of schools. He or she will make the point that while schools are often the safest places within our communities, the violence that takes place there reflects the problems of the communities that surround them.

A parent (probably from one of the affected communities) to discuss the consequences of extreme violence, and touch upon the problem of easy access to guns.

An expert to discuss social forces and broader trends promoting violence amongst youth, such as family breakdown, community breakdown, and growing media violence.

A teacher, who will discuss the educational consequences of discipline problems and violence, as well as effective strategies to reduce violence.

A Superintendent, who will describe district-wide policies, such as school uniforms, curfews and truancy policies, schools within a school, and mental health interventions.

A police officer, who will discuss efforts to apply the principles of community policing to the more specialized areas of youth violence and school violence.

A prosecutor or police chief, who will discuss successful intervention initiatives for first-time juvenile offenders.

A member of the clergy, who will discuss the role of faith organizations and the larger community in effective prevention initiatives.

A mayor to discuss effective community-wide strategies to reduce juvenile violence, like the efforts in Boston and San Diego.

A youth, possibly Cedric Jennings, to describe the problems of disadvantaged youth, as well as their possibility.

I want to ensure that your interests are represented in the panel, as it will be the most heavily covered of all the events of the day.

After the morning panel, we will proceed to lunch in the State Dining Room. During the lunch, the Cabinet members will report on the discussion of the breakout sessions.

Directly after lunch, you are scheduled to lead a panel on effective strategies to reduce youth violence. [While I have discussed this panel with Melanne, we wanted to ensure you agreed with this outline.] You would lead a round-table discussion with 8 to 10 people who are knowledgeable about effective strategies to keep our children safe. The panel would take place in the East Room before the invited guests and would be broadcast to 500 satellite downlinks; at the end of the discussion, the panelists would take questions from both the guests and the downlink sites (assuming we can ensure such a system without any intrusions). The goal of the panel is to try to answer the question of what we can do, both in the larger community and as individuals, to address the problem of youth violence that is plaguing so many of our schools. Throughout the discussion, the panelists would view three-minute videos that would show the effective program and strategies in action.

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

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

- Mentoring programs to reduce violence
- Early intervention strategies, such as family strengthening programs
- Prevention of serious anti-social behavior in adolescence
- Neighborhood cohesiveness as a prevention strategy
- Comprehensive anti-juvenile crime strategies on the local level

Strategies to replicate effective at-risk prevention programs throughout the country

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

After this roundtable discussion, there would be a reception for all the participants.

Again, while the conference planning is still a bit fluid, it is definitely taking a more concrete shape. Therefore, please let me know any reactions you may have to the agenda.

Vincent Schiraldi

Hyping School Violence

During the last school year, the public was riveted by the images of small-town schools taped off by police lines, paramedics rushing to wheel adolescent bodies away on gurneys and kids being carted off in handcuffs. As the national news media zoomed into Pearl, Miss., West Paducah, Ky., Jonesboro, Ark., Edinboro, Pa., and Springfield, Ore., news outlets began to describe these highly idiosyncratic cases as "an all-too-familiar story" or "another in a recent trend."

A kind of moral panic swept the country as parents and children suddenly feared for their safety. A principal in Bethesda—a community that had recently experienced a 26 percent decline in juvenile crime—warned that "it could happen anyplace."

But it doesn't happen anyplace, and it rarely happens at all. The best data available from the Centers for Disease Control on the threat of

There is no "trend" toward shootings at schools. In fact, such attacks have been on the decline.

school-associated violent deaths reveals that kids face less than one chance in a million of being killed at school. Young people report being assaulted in schools today at the same rate as in 1976. Research by the National School Safety Center shows that there were 27 percent fewer school killings in the 1997-98 school year than in 1992-93. Indeed, twice as many people were killed by lightning in 1997 as were killed in all of America's schools.

This is not to say that our children face no threats to their safety in society—even in schools. As tragic as the 11 deaths in Jonesboro, Paducah, Pearl, Springfield and Edinboro were, 11 kids are killed every two days by their parents or caretakers.

But with all the media coverage these school shootings have re-

ceived, we have not witnessed the kind of reporting or analysis needed to give worried parents or concerned policymakers the context in which to judge the safety of our institutions of learning.

Instead, the media's linking of these shootings as a "trend" has exacerbated people's fears about the safety of their children in schools. The result has been that misdirected public policy is being generated to safeguard the schools, even though the real threat lies elsewhere.

To remedy the purported "crisis" of classroom violence, politicians have proposed solutions ranging from putting additional police officers in schools to eliminating any minimum age at which children may be tried as adults. The legislature in Texas has proposed to expand the death penalty to 11-year-olds in response to the Jonesboro shooting.

Despite a 30 percent decline in juvenile homicides since 1994, President Clinton recently proposed that police be allowed stop children on the street during school hours without cause. Gov. James Gilmore of Virginia suggested ending after-school programs due to the violence, even though a wide spectrum of criminologists, police and educators say that such programs constitute vital crime reduction and community-enhancing strategies.

Likewise, concern among school administrators has reached such a fevered pitch that children are now being suspended from school for making make-believe threats to harm the Spice Girls or Barney the purple dinosaur. A computerized search of the nation's newspapers turned up 216 such school expulsions just in the months of May and June this year, compared with 22 in May and June of 1997.

There are many real dangers facing America's children. Our kids are killed by guns at 12 times the rate for children in other industrialized nations. But 99 percent of kids' deaths are away from school, and the peak times for such killings are evenings, weekends and vacation periods.

The good news is that schools are some of the safest places in America, and America's teenagers are represented more by the weeping young faces depicted following the shootings than by the image of Luke Woodham being led out of the school in handcuffs.

The recently publicized school shootings, though, could provide a long-overdue call for action in America to productively occupy our children after school hours and keep them away from handguns. But only if our elected officials avoid panicking and look in the right place for solutions.

The writer is director of the Justice Policy Institute.

The Washington Post

TUESDAY, AUGUST 25, 1998

DEPARTMENTS OF EDUCATION AND JUSTICE

ACTIVITIES TO BE ENGAGED IN TO RESPOND TO SCHOOL VIOLENCE

In response to the recent series of homicides, shootings, and threats of homicide the Departments of Education and Justice are proposing the following activities:

- o ANNUAL REPORT ON SCHOOL SAFETY: ED and Justice are developing a Report on School Safety. The Report will provide the public with an overview of crime and violence in school's as well as an overview of what programs and activities have proven to be effective in helping to create safe environments for learning.

Proposed Date for Completion/Release: October/November 1998

Department Leads:

- o NATIONAL SCHOOL SAFETY DAY: ED and Justice are proposing that the President set aside a day (same day that Annual Report on School Safety is released) when he and other Administration officials can talk about the need to end violence that is occurring in our schools. Activities being contemplated include: Address to students by the President; release of teachers guide on activities to be engaged in during the day.

Proposed Date for Completion/Release: October/November 1998

Department Leads:

- o GUIDELINE FOR HELPING PRINCIPALS AND TEACHERS RESPOND TO THE EARLY WARNING SIGNS OF TROUBLED YOUTH: ED and Justice will join with the National Association of School Psychologists to develop a guide on early warning signs of troubled youth. The guide will help schools identify the early warning signs that lead to violence and offer recommended actions schools can take when students act in a violent or threatening manner.

Proposed Date for Completion/Release: August 1998

Department Leads:

- o ED/JUSTICE LISTENING SESSIONS WITH YOUTH: The Secretary and Attorney General will host several (specific number to be

determined) sessions with youth. The sessions which will be conducted over the next year will provide the Secretary and Attorney General with the opportunity to talk directly to youth about issues related to crime, violence, drugs, and guns. Youth view's regarding possible solutions to the problem will be sought.

Proposed Date for Completion/Release: First Session to be held in July.

Department Leads:

- o LINKING MENTAL HEALTH SERVICES TO SCHOOLS: ED and Justice will work with officials from HHS to develop better processes for linking community mental health services to schools. Currently, many schools lack resources to provide adequate mental health services to students, these services however are available in some communities. Processes for linking schools to community mental health services will be developed.

Proposed Date for Completion/Release: Meeting with HHS to be held in June/July.

Department Leads:

- o DEVELOPING EFFECTIVE PLAN FOR RESPONDING TO CRISIS: This component has two aspects. They are as follows:

--Model Crisis Plan: ED and Justice will develop a Model Crisis Response Plan for school districts. The Plan would provide schools with recommendations as to what they should do when an emergency / crisis strikes.

--Responding to Crisis (Federal Role): ED and Justice will reanalyze their response to school crisis and disasters. ED and Justice currently offer assistance to schools and communities immediately following a disaster. The procedure for providing assistance to schools needs to be reexamined.

Proposed Date for Completion/Release:

Department Leads:

- o STUDY OF ALTERNATIVE SCHOOLS: ED will undertake a major new study of alternative schools to ascertain how these schools (including such alternatives as Charters) can be better used as alternatives to the street for students who have been expelled from school.

Proposed Date for Completion/Release:

Department Leads:

- GUIDELINES FOR RESPONDING WHEN GUNS AND OTHER WEAPONS COME INTO SCHOOL:: Justice and ED will be developing guidance for educators on what to do when weapons come into a school. ED/Justice will examine procedures used in Boston and other jurisdictions for evaluating all students who bring weapons to schools.

Proposed Date for Completion/Release:

Department Leads:

- ADDITIONAL POLICE SUPPORT FOR SCHOOLS: The President asked the Attorney General and Secretary of Education to report back to me before the start of the school year on ways that we can help to provide more police in our schools, just as we have provided more police in our communities.

Proposed Date for Completion/Release: August 1998

Department Leads:

- MEETING WITH SITES IMPACTED BY SCHOOL VIOLENCE: ED and Justice will hold meeting with sites impacted by recent shootings (Pearl, Paducah, Jonesboro, Springfield, Richmond, Edinboro, Moses Lake) to assess what Federal agencies did after the shooting that was helpful as well as what we could be doing.

Proposed Date for Completion/Release: July/August 1998

Department Leads:

- HOSTING MEETING OF ED AND JUSTICE ORGANIZATIONS TO COORDINATE RESPONSES TO SCHOOL CRIME AND VIOLENCE: ED and Justice will host meeting of major constituent groups, e.g., NEA, AFT, PTA, CSSO, CGCS, and IACP, PERF, NOBLE, NSSA etc. to coordinate activities around issue of school safety.

Proposed Date for Completion/Release: July 1998

Department Leads:

- DEVELOPMENT OF MODEL DISCIPLINARIAN CODE (A CODE FOR THE 21ST CENTURY): ED and Justice will examine school discipline issues that have arisen over course of past several years that are not being adequately addressed by schools, e.g., threats to injure or kill other students, and with support

of experts from educational groups and law enforcement develop model responses to the issues.

Proposed Date for Completion:

Department Leads:

o DATA COLLECTION:



Office of the Assistant Attorney General

Washington, D.C. 20531

May 14, 1998

MEMORANDUM

TO: Distribution List

FROM: Laurie Robinson, Assistant Attorney General
Shay Bilchik, Office of Juvenile Justice and Delinquency Prevention

RE: Meeting on Safe Start: Children Exposed to Violence Initiative

Almost a year ago many of you were involved in the initial discussion for the development of a new initiative, Safe Start: Children Exposed to Violence. In response to the *White House Conference on Early Childhood Development and Learning*, OJJDP submitted an FY 99 budget request to support this new initiative. This \$10 million program is in the President's budget request as Department of Justice Violence Against Women Grants Office (VAWGO) funds. Together, VAWGO and the Office of Juvenile Justice and Delinquency Prevention will be working closely over the next six months to develop the program, and we invite your participation and ideas in this process. An initial meeting to update all of you on our progress thus far and future plans, is scheduled for Wednesday, June 3rd at 9:30 AM in conference room 8133 (810 7th Street, NW). We hope you can join us.

The goal of the Safe Start initiative is to prevent and reduce the impact of family, school, and community violence on young children in 15 communities. The initiative seeks to accomplish this goal by integrating federal and private support to improve the access, delivery, and quality of educational/developmental, health, mental health, family support, crisis intervention and legal services for young children at risk of being or already exposed to violence, their families and their care givers.

The Safe Start planning period involving federal agencies, researchers and representatives from private organizations will focus on comprehensively examining the magnitude of the problem and characteristics of children exposed to violence; effective interventions; what communities are doing to implement these interventions; and the best way for various federal agencies and private organizations to maximize their current work in this area and jointly support local efforts.

Attached you will find a concept paper describing the initiative. We look forward to your participation and support of this project.

Distribution List

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PRESIDENT CLINTON: PROMOTING GUN SAFETY AND RESPONSIBILITY

July 8, 1998

Today, President Clinton announces three new steps that the Administration will take to continue to promote gun safety and responsibility throughout the country. Specifically, the Administration will: (1) require federally licensed gun dealers to post signs and issue warnings concerning juvenile handgun possession; (2) call on states and Congress to pass Child Access Prevention legislation; and (3) partner with the State of Maryland to reduce gun-related violence.

Warning Prospective Gun Purchasers

The Youth Handgun Safety Act. Passed as part of the 1994 Crime Act, the Youth Handgun Safety Act generally prohibits juveniles from possessing handguns and adults from transferring handguns to juveniles. Today, in response to a directive issued by the President on June 11, 1997, the Treasury Department will announce the publication of a final regulation requiring all federally licensed gun dealers to post signs and issue written warnings that state the following:

(1) The misuse of handguns is a leading contributor to juvenile violence and fatalities;

(2) Safely storing and securing firearms away from children will help prevent the unlawful possession of handguns by juveniles, stop accidents and save lives;

(3) Federal law prohibits, except in certain limited circumstances, any one under 18 years of age from knowingly possessing a handgun, or any person from selling, delivering or otherwise transferring a handgun to a person under 18; and

(4) A knowing violation of the prohibition against, selling, delivering or otherwise transferring a handgun to a persons under 18 is, under certain circumstances, punishable by up to 10 years in prison.

Holding Gun-Owning Adults Accountable for Child Safety

Nationwide Child Access Prevention (CAP) Laws. President Clinton will call on states to promote gun safety and responsibility by passing Child Access Prevention (CAP) laws that hold adults responsible if they allow children easy access to loaded firearms. Fifteen states have already enacted such CAP laws. The President will also call on Congress to pass a tough, targeted federal CAP law with new penalties to punish the most egregious offenders. A recent study published by the Journal of the American Medical Association found that CAP laws reduced fatal unintentional shootings by an average of 23%.

Partnering With State and Local Law Enforcement

Maryland Gun Enforcement Initiative. Building on the President's Youth Crime Gun Interdiction Initiative, the Administration will partner with the State of Maryland to launch a joint ATF-Maryland State Police initiative effort to trace every crime gun seized in the state. Additionally, Maryland will target "Youth Gun HotSpots" throughout the state; expand enforcement of the state's CAP law; and establish an Office of Gun Enforcement to coordinate these efforts and generally facilitate gun investigations.

NCJ 165057 — Marcia Chaiken, Ph.D.,
Research Director of LINC, Alexandria,
VA: *Youth After-school Programs and the Role of
Law Enforcement.*

NCJ 165058 — Eric Wish, Ph.D., Director,
Center for Substance Abuse Research,
University of Maryland, Dependence and

Drug Treatment Needs Among Adult
Arrestees.

NCJ 163059 — Jeffrey Fagan, Ph.D.,
Professor, Columbia University, *Adolescent
Violence: A View From the Street.*

NCJ 163921 — Patricia Tjaden, Ph.D.,
Senior Researcher, Center for Policy
Research, *The Crime of Stalking: How Big
Is the Problem?*

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R e s e a r c h P r e v i e w

Jeremy Travis, Director

April 1997

The Prevalence and Consequences of Child Victimization

Summary of a Research Study by Dean Kilpatrick, Ph.D., and Benjamin Saunders, Ph.D.

Preliminary findings from a study of 4,023 adolescents and their parents indicate a significant number of today's youthful population have been victims of sexual and physical abuse and have personally witnessed incidents of violence against others. For many, consequences of these experiences include Posttraumatic Stress Disorder (PTSD) and drug and alcohol abuse. The study is part of the National Survey of Adolescents, a household survey sponsored by the National Institute of Justice (NIJ) and conducted by the National Crime Victims Research and Treatment Center at the Medical University of South Carolina.

Extrapolating the findings of this study to the national adolescent population as a whole suggests that of the 22.3 million adolescents ages 12–17 in the United States today, approximately 1.8 million have been victims of a serious sexual assault, 3.9 million have been victims of a serious physical assault, and almost 9 million have witnessed serious violence. Nearly 2 million have suffered (and over 1 million still suffer) from PTSD, and about 3.4 million have been drug or alcohol abusers as well. Analysis of the survey information indicates a strong correlation between drug abuse and delinquency. Having been personally victimized and suffering from PTSD also seem to be strong predictors of delinquent behavior.

Research design

The findings are based on telephone interviews lasting on average a half hour with the random sample of 4,023 adolescents and preliminary 10-minute interviews with their parents or guardians. The researchers looked at several variables, including age, gender, race, and household income. They asked the adolescents about their personal experiences of sexual assault and physical

assault, violence they may have witnessed, their drug and alcohol use, their experience of Posttraumatic Stress Disorder, and serious delinquency offenses they may have committed.

The sample was evenly divided between male and female participants and had demographic characteristics similar to those of the general population this age. Approximately 70 percent of the sampled youths were non-Hispanic whites, 14.7 percent were African Americans, 7.8 percent were of Hispanic origin, 3.5 percent were Native Americans, and 3.8 percent were members of other racial/ethnic groups. About 16 percent were in families with annual household incomes under \$20,000, 44 percent were from families whose income ranged between \$20,000 and \$50,000, and one-third were from ones whose income exceeded \$50,000; the remaining participants were from families who refused to divulge their household incomes.

Preliminary findings

Sexual assault. Sexual assault was defined as “unwanted but actual sexual contact,” thus leaving out unsuccessful attempts at contact or noncontact victimization, such as an exhibitionist display. As anticipated, more female than male adolescents had been sexually assaulted (13 percent of females in contrast to 3.4 percent of males). Of the females, 3.3 percent experienced unwanted penile penetration in contrast to 0.5 percent of the males. Similarly, 2.7 percent of the female adolescents but only 0.6 percent of the males experienced penetration with fingers or objects.

Physical assault. Behavior considered to be “physical assault” included being attacked or threatened with a weapon, badly hurt from a beating, or attacked without a weapon but with the intent to kill or seriously injure. Survey

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respondents indicated that young males had significantly higher rates of physical assault than females (21.3 percent versus 13.4 percent).

Witnessing violence. This category measured lifetime experience of seeing someone shot with a gun, knifed, sexually assaulted, mugged, robbed, or threatened with a weapon. Witnessing violence portrayed in the movies or on television was excluded. Forty-three percent of male adolescents and 35 percent of female adolescents had witnessed some form of violence firsthand. Researchers excluded from their overall calculations the approximately 30 percent of adolescents who had directly observed someone being beaten up and badly hurt—an experience so common that had these figures been included, the prevalence of witnessing violence would have risen to 72 percent for the entire sample.

Delinquency. At least once in their lives, 12.3 percent of respondents had committed a delinquent offense. In the year previous to the interview, 14.9 percent of the adolescent males and 5.8 percent of the adolescent females had engaged in at least one form of delinquent behavior, some of which was very serious. For instance, more than 5 percent of males and 2.3 percent of females had committed assault with intent to kill or seriously injure.

Substance abuse. The lifetime serious drug use rate was 10.3 percent for the survey sample, but when alcohol use was factored in, the percentage rose to 53.9. The rate of past-year drug use was 8.9 percent. For past-year heavy alcohol use (i.e., using alcohol two or three times a month, getting drunk four or more times, or having five or more drinks in one sitting four or more times), the rate was 15.2 percent; the rate of past-year substance use (a combination of drug and alcohol abuse) was almost 20 percent.

Analyses of findings

As anticipated, analyses of the data revealed that youths from lower income groups experienced higher rates of sexual and physical assault than those from middle and higher income groups. In addition, Native Americans, African Americans, and Hispanics had higher rates than Caucasians and other racial and ethnic groups in all categories of victimization.

Posttraumatic Stress Disorder. At some point in their lives, nearly 30 percent of sexual assault victims developed—and almost 20 percent still suffered from—PTSD. By comparison, 6.2 percent of adolescents who were not sexually assaulted (but might have been victimized in other ways) developed PTSD, and 3.6 percent still had it. A similar pattern emerged for victims of physical assault and those who had witnessed serious violence. Among adolescents who had been physically assaulted, 23.4 percent developed PTSD and 14.8 percent still suffered from it, while 10.8 percent of nonvictims of

physical assault developed—and 4.5 still had—PTSD. Among witnesses to violence, 15 percent developed PTSD, compared to 3.3 percent of surveyed youths who had not witnessed violence. PTSD was thus a significant correlate of victimization.

Predictors of delinquency

Although correlation studies that control for dependent variables are incomplete, preliminary analysis of multiple variables shows that neither age nor household income appears to predict past-year delinquency. This leads researchers to conclude that youths of any age from wealthier homes would have the same level of delinquency as those from lower income families—if they had the same experiences. The most significant contributor to delinquent behavior was found to be drug abuse, although personal victimization (except for sexual assault), heavy alcohol use, and PTSD also played strong roles. The fact that sexual assault, whose victims are primarily female, was not an important predictor of delinquency argues for developing separate models by gender.

Confirmation of the study's hypotheses of a correlation between victimization experiences, PTSD, and delinquency await completion of data analyses, but preliminary findings point to the significance of personal victimization as a risk factor for major mental health problems, abuse of drugs and alcohol as a means of coping with PTSD, and substance abuse as a precursor of delinquent behavior.

Researchers hope to conduct longitudinal research with this or another adolescent cohort to clarify the temporal sequence of these stages.

This summary is based on a presentation of an NIJ-sponsored study (NIJ grant number 93-IJ-CX-0023) by Dean Kilpatrick, Ph.D., professor and director of the National Crime Victims Research and Treatment Center at the Medical University of South Carolina, and Benjamin Saunders, Ph.D., associate professor and director of Family and Child Programs at the same university. As part of NIJ's Research in Progress Seminar Series, Drs. Kilpatrick and Saunders discussed their work with an audience of criminal justice researchers, professionals, and practitioners. A 60-minute VHS videotape, *Prevalence and Consequences of Child Victimization: Preliminary Results From the National Survey of Adolescents*, is available for \$19 (\$24 in Canada and other foreign countries). Ask for NCJ 157643. Use the order form on the next page to obtain this videotape and any of the other tapes now available in the series.

Points of view in this document do not necessarily reflect the official position of the U. S. Department of Justice.

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NCJ 152235 — Alfred Blumstein, Ph.D., Professor, Carnegie Mellon University: *Youth Violence, Guns, and Illicit Drug Markets.*

NCJ 152236 — Peter W. Greenwood, Ph.D., Director, Criminal Justice Research Program, The RAND Corporation: *Three Strikes, You're Out: Benefits and Costs of California's New Mandatory-Sentencing Law.*

NCJ 152237 — Christian Pfeiffer, Ph.D., Director, Kriminologisches Forschungsinstitut Niedersachsen: *Sentencing Policy and Crime Rates in Reunified Germany.*

NCJ 152238 — Arthur L. Kellermann, M.D., M.P.H., Director, Center for Injury Control, and Associate Professor, Emory University: *Understanding and Preventing Violence: A Public Health Perspective.*

NCJ 152692 — James Inciardi, Ph.D., Director, Drug and Alcohol Center, University of Delaware: *A Corrections-Based Continuum of Effective Drug Abuse Treatment.*

NCJ 153270 — Adele Harrell, Ph.D., Director, Program on Law and Behavior, The Urban Institute: *Intervening with High-Risk Youth: Preliminary Findings from the Children-at-Risk Program.*

NCJ 153271 — Marvin Wolfgang, Ph.D., Director, Legal Studies and Criminology, University of Pennsylvania: *Crime in a Birth*

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NCJ 153730 — Lawrence W. Sherman, Ph.D., Professor, University of Maryland: *Reducing Gun Violence: Community Policing Against Gun Crime.*

NCJ 153272 — Cathy Spatz Widom, Ph.D., Professor, State University of New York—Albany: *The Cycle of Violence Revisited Six Years Later.*

NCJ 153273 — Wesley Skogan, Ph.D., Professor, Northwestern University: *Community Policing in Chicago: Fact or Fiction?*

NCJ 153850 — Scott H. Decker, Ph.D., Professor, University of Missouri—St. Louis, and Susan Pennell, San Diego Association of Governments: *Monitoring the Illegal Firearms Market.*

NCJ 154277 — Terrie Moffitt, Ph.D., Professor, University of Wisconsin: *Partner Violence Among Young Adults.*

NCJ 156923 — Orlando Rodriguez, Ph.D., Director, Hispanic Research Center, Fordham University: *The New Immigrant Hispanic Populations: Implications for Crime and Delinquency in the Next Decade.*

NCJ 156924 — Robert Sampson, Ph.D., Professor, University of Chicago: *Communities and Crime: A Study in Chicago.*

NCJ 156925 — John Monahan, Ph.D., Professor, University of Virginia: *Mental Illness and Violent Crime.*

NCJ 159739 — Joel H. Garner, Ph.D., Research Director, Joint Centers for Justice Studies: *Use of Force By and Against the Police.*

NCJ 159740 — Kim English, Research Director, Colorado Division of Criminal Justice: *Managing Adult Sex Offenders in Community Settings: A Containment Approach.*

NCJ 160765 — Michael Tonry, Ph.D., Professor, University of Minnesota: *Ethnicity, Crime, and Immigration.*

NCJ 161259 — Robert Crutchfield, Ph.D., Professor, University of Washington: *Labor Markets, Employment, and Crime.*

NCJ 161836 — Geoff Alpert, Ph.D., Professor, University of South Carolina: *Police in Pursuit: Policy and Practice.*

NCJ 163056 — Dan Brookoff, M.D., Ph.D., Associate Director, Medical Education, Memphis Methodist Hospital: *Drug Use and Domestic Violence.*

(continued on back)

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TO: The First Lady, Melanne Verveer

FROM: Jen Klein, Neera Tanden

DATE: April 9, 1998

RE: Youth Crime and Prevention

Recent events, legislation on the Hill, and innovative research findings all present an opportunity for you to engage in the current discourse on juvenile crime and prevention in a number of ways. We are providing information on the following areas, each of which offers you a different prism through which to examine this issue:

1. After Jonesboro: Immediate actions you can take in light of the recent tragedy to help find solutions to this tragedy as well as the problem of school violence overall.
2. S. 10: The progress of the legislation and concerns it raises.
3. Longer term agenda for at-risk issues: Models for crime prevention as well as event ideas to highlight these models.

TO: The First Lady, Melanne Verveer

FROM: Jen Klein, Neera Tanden

DATE: April 9, 1998

RE: Models of Crime Prevention

We now know of two different types of models -- the Boston Gun Project, which is a successful strategy of juvenile crime prevention, and the Project on Human Development in Chicago Neighborhoods, which is a longer-term analysis of the causes of crime that also illuminates effective strategies to prevent all types of crime. This memo outlines the findings of these two research efforts and suggests events to highlight both their findings as well as the overall issue of prevention.

I. Two kinds of models

A. The Project on Human Development in Chicago Neighborhoods (which is often referred to as the Chicago Study):

The Chicago Project is a long-term, on-going study, which began in 1990, that will examine the factors that could potentially contribute to criminal behavior -- the community, family, peers, as well as individual characteristics. In fact, it is made up of two forms of study -- a comparison of neighborhoods and a longitudinal study of individuals. The study brings together data from the census, police and a citywide survey of more than 8,000 Chicago residents and 80 Chicago communities in a coordinated effort to investigate why neighborhoods vary greatly in levels of criminal victimization and homicides. The longitudinal study of individuals is monitoring children and adolescents as they grow up in order to understand the impact on their behavior of factors such as changes in family structure, social services and characteristics of the neighborhood.

The Project's comparison of neighborhoods has already yielded some results. Preliminary findings published last August showed that lower rates of violence occur in urban neighborhoods characterized by "collective efficacy." The investigators found that "collective efficacy," or the willingness to monitor children's play groups, help neighbors, and intervene in preventing acts such as juvenile truancy or street-corner loitering, is the key indicator as to whether a neighborhood will or will not experience crime problems. Although previous studies have cited a relationship between race, poverty and crime, this study shows that, after controlling for social composition, collective efficacy is a strong predictor of the violence level in the neighborhood. These findings clearly supports your view that community involvement is critical to the welfare of our children.

In particular, the published findings show that collective expectations for intervening on behalf of neighborhood children is a crucial dimension of the public life of neighborhoods. Interestingly,

some of the Chicago neighborhoods with the highest levels of this type of collective efficacy are African-American, middle-class and stable. In this sense, the findings imply that achieving stable and safe neighborhoods is possible, although not necessarily easy, in all areas whether they be rich or poor, black or white.

While this study has been contrasted in media reports with the work of academics such as William Julius Wilson, who argue that economic factors are the key indicators of crime rates, this is a false dichotomy to a great extent. The study found that while collective efficacy is the most important variable in determining whether crime and general anti-social behavior will take place, both concentrated poverty and residential instability can undermine collective efficacy.

The study's analysis is expected to inform the design of effective violence prevention strategies in communities and schools. The Chicago Study is a multi-faceted, multi-year analysis that will have several new research offshoots, many of which touch on issues you have worked on:

New Report: The Chicago Project published a study last year on the relationship between collective efficacy and crime, which was based on interviews with individual residents. In the next month, they will release a new study based both on physical landscape and on actual observance of the neighborhoods that confirms their previous findings that collective efficacy is critical to stopping crime.

Child Care: The study is examining systems of child care support and monitoring their impact on families. Researchers are studying the quality of the arrangements families are choosing, many of which are informal because of the particular needs of the families, and will be tracking any effects on children in the longitudinal study.

Birth weight: The researchers are also examining whether birth weight is affected by neighborhood social support systems. According to a report that will be issued in the next three months, the researchers found that neighborhoods with high levels of collective efficacy have higher birth weight rates than those communities that lack collective efficacy.

School sites: Researchers are also visiting schools in neighborhoods and examining school-community interactions, and trying to determine whether strong neighborhood relationships to schools increase school performance. They posit that how and whether we view schools as embedded in neighborhoods will affect school performance.

As each report comes forward, they offer an opportunity for you to help communicate the importance of previous findings as well.

B. Boston Gun Project

The Boston Gun Project, also known as Operation Cease Fire, is a research and action project aimed at reducing serious youth violence in Boston. The three-year project has assembled a large interagency group, including local, state and federal officials, to tackle both the cause of youth violence in Boston and prevention strategies. The strategy combines a tough but smart approach

to crime prevention, encapsulating three particular efforts:

1) Cracking down on illicit gun trafficking: Gun Project researchers, Bureau of Alcohol, Tobacco and Firearms agents, and Boston Police Department investigators are systematically tracing crime guns, and taking illegal guns off the streets in order to de-escalate the cycle of violence. The Treasury Department and Justice Department Youth Crime Gun Interdiction Initiative has extended this aspect of the initiative to 16 other cities since July 1996.

2) Focusing on violent gang members: Gun Project research showed that the problem of youth homicide was concentrated among a small number of serially offending gang-involved youth. Only about 1300 gang members -- less than 1% of their age group city-wide -- were responsible for from 60% to 80% of all the youth homicide in the city. The agencies involved in the Cease Fire strategy have been communicating systematically with gang members that violence will not be tolerated in Boston, and that gang members are under particular scrutiny. At the same time, gang members are also made aware of alternatives to crime and violence, such as summer jobs and recreational opportunities provided by local government, corporate and community groups.

3) Cracking down on all illegal activity by gang members: When gang violence occurs, Cease Fire cracks down on all illegal activity by violent gang members with special prosecutorial attention, from minor violations like driving unregistered cars to more serious crimes like drug dealing. At the same time, gang outreach specialists are deployed and other social services mobilized who communicate that services will be revoked if the violence continues. The key characteristics of this response is that it is predictable, immediate and involves the application of control and sanctions very quickly. As a result, Boston's juvenile homicide rate has dramatically declined; until a recent murder, not a single juvenile had been killed with a gun in over two years.

II. Events to highlight these models

Interestingly, while these models have the power to alter our understanding of crime and crime prevention, they are both only at the very nascent stages of affecting the current discourse on the subject. Therefore, they could both benefit from efforts to educate a larger audience on their findings. In addition, highlighting these models could form part of a larger discussion of what works.

1. Round table on violence prevention strategies in Boston: Boston has been recognized as a national model and other cities, like Minneapolis, are starting to adopt its strategies. You could more formally highlight Boston's strategy through a round table discussion in Boston or here with experts and leaders in the field.

2. Round table with Chicago Study researchers and others with the release of new studies: Because the project releases findings on a regular basis, you could hold a round table or panel discussion to highlight some of the more interesting findings as they are released, as well as the overall project.

3. Release of New Report: The Department of Justice will issue a report titled Kids, Cops and

Communities, in late April which focuses on exemplary partnerships between the police and other community organizations to reduce juvenile crime and delinquency in Connecticut, Washington and Texas. It will also contain suggestions for police chiefs and officers to promote and support efforts to provide positive alternatives for children when they are not in school. We could use this as an opportunity to highlight a range of effective models.

4. After-school event: We have submitted a request for you and the President to participate in the announcement of the first grants in the 21st Century Learning Center Program and to release a report on the effectiveness of after-school programs for youth by the Departments of Education and Justice.

TO: The First Lady, Melanne Verveer

FROM: Neera Tanden

DATE: April 9, 1998

RE: Juvenile Justice Legislation

This memo is meant to provide background on the juvenile justice legislation by detailing the status of negotiations and the interest groups' concerns about this legislation. I have also attached a memo from the Attorney General outlining her concerns. Of course, you may want to have a longer, more detailed conversation regarding this legislation and the concerns it raises.

JUVENILE JUSTICE LEGISLATION ON THE HILL

In February of 1997, the President announced his Anti-Gang and Youth Violence Strategy, an important component of which was anti-gang and youth violence legislation. The overall strategy included crime prevention funding, gun violence measures as well as anti-juvenile crime legislation that amends federal criminal law. In response, Republicans in Congress have pushed their own measures. The House has already passed two juvenile justice bills -- H.R. 3 and H.R. 1818. Although both bills are titled "The Juvenile Crime Control and Delinquency Prevention Act of 1997," H.R. 3 is an accountability bill and H.R. 1818 is a prevention and intervention bill. H.R. 3, which was introduced by Rep. McCollum (R-FL) and passed the House on May 8, 1997, authorizes a \$1.5 billion block grant over three years for post-conviction or -adjudication activity only. Of this \$1.5 billion, no prevention spending is permitted, much less required. H.R. 1818, which was introduced by Rep. Riggs (R-CA) and passed the House on July 15, 1997, creates a block grant for prevention and intervention, although no money has been specified in the bill. The Administration strongly supports H.R. 1818 and opposes H.R. 3. Both bills await conference.

The Senate has before it S. 10, the "Violent and Repeat Juvenile Offender Act of 1997," which was introduced by Senators Orrin Hatch (R-UT) and Jeff Sessions (R-AL), and reported out of the Senate Judiciary Committee on July 24, 1997. In terms of spending provisions, S. 10 provides a \$3.25 billion block grant over 5 years for a range of purposes, but, currently does not contain guaranteed prevention money -- despite a guarantee that 60% of funds will be used for juvenile facilities, sanctions, drug testing, and record-keeping. After the Jonesboro incident, Majority Leader Lott stated publicly that they may bring up S. 10 some time in the next few months, although he has made no commitment to do so soon.

STATUS OF NEGOTIATIONS

Most of the focus of energy and attention is now on S. 10 because it can still be amended or defeated on the floor. The White House and Justice Department are not opposing S. 10, although both see serious flaws in it. This has helped create a pervasive sense on the Hill that the President is likely to sign a juvenile crime bill regardless of the harmful provisions that it contains. They believe this view is due to signals sent by the President's senior advisers, specifically Rahm Emanuel. Of course, the pervasiveness of this view makes it all the more difficult to amend S. 10 for the better, a situation which is particularly frustrating to the Justice Department. It is because of this frustration that they

are contacting you.

At the same time, Justice is concerned about the fact that many progressive interest groups, including the Children's Defense Fund, the NAACP, and the ACLU, are taking affirmative steps to block passage of S. 10. These groups believe that its objectionable provisions far outweigh the good that it might produce and that the various legislative proposals under consideration in this area abandon the rehabilitative approach to juvenile justice in favor of pure punishment. More specifically, they are concerned about provisions in both H.R. 3 and S. 10 which increase prosecutions of juveniles as adults, expand access to juvenile records, and erode the "core requirements" (a.k.a. "fundamental protections") -- especially the requirement of separation of delinquents from adults in state custody. The groups' opposition is apparently persuading some Senate Democrats, who are content to seek prevention funds through the appropriation process and abandon S. 10. The progressive groups are asking us to at least threaten to veto the bill.

We have rejected this approach, choosing instead to try to modify or eliminate the most objectionable parts of S. 10., while retaining the crime-fighting provisions we believe it already contains. Our view has been that the bill's reforms to the federal juvenile system, including increased prosecutorial discretion and greater protections for victims and witnesses, are very important. Many of its amendments to federal criminal law that will make it easier for prosecutors to combat gangs, guns, and drugs came straight out of the Administration's bill. Consequently, the Administration has been working to effect critical changes to S. 10, primarily dedicated prevention funds, preservation of the core mandates, judicial safeguards for juveniles in the federal system, and far greater flexibility for states in the administration of their own juvenile justice systems.

As the attached memo from the Attorney General indicates, the Department of Justice would like any juvenile justice legislation to contain the following three provisions: statutory authorization of at least \$95 million for prevention programs administered by the Department of Justice; statutory authorization of at least \$100 million for state and local prosecutors and courts; and preservation of the four "fundamental protections" addressing the incarceration of juveniles. While the White House shares these concerns about S. 10, we have not been vocal in our demands for their inclusion in any final bill. And in regards to the prevention funding, there are many different vehicles for such funding -- while the Attorney General's goal is prevention money administered by the Department of Justice, our attempts to secure such funding have not been successful in past appropriation processes. In fact, the White House has been content in the past to secure either block grant funding to the states or funding in other streams, such as the Department of Education.

Precisely because the groups feel that we are not realistically likely to improve the legislation, they are mobilizing forces to oppose it. Indeed, the opposition of groups from all sides of the political spectrum has meant that until recently, there was very little pressure to move the bill. Only after the Jonesboro incident have some Senate Republican leaders started to clamor for a floor vote. However, many believe the bill is still in trouble and may not move onto the floor until the summer.

PROGRESSIVE GROUPS' CONCERNS

While the groups have raised many issues in regards to S. 10, the following are of greatest concern to them:

1. Erosion of federal protections for juvenile delinquents in state custody (especially housing juveniles with adults)
2. Prosecuting juveniles as adults
3. Increased mandatory minimums
4. Expanded access to juvenile records

1. Erosion of Federal Protections for Juveniles in State Custody (especially housing juveniles with adults)

The groups are very upset that S.10 might permit the housing of juvenile delinquents with adults in state custody. They fear a return to the levels of abuse and suicide that prompted the separation requirements in the first place. Current law requires states to satisfy the following conditions, popularly understood as the core requirements or fundamental protections, in order to obtain the formula grant money administered by the Office of Juvenile Justice Delinquency Programs: 1) separation of juveniles from adults by sight and sound separation in all institutions while in state custody; 2) removal of juveniles from adult jails and lock-ups; 3) deinstitutionalization of status offenders; and 4) disproportionate minority confinement. S. 10 would greatly weaken the separation requirement, eliminate the removal requirement, provide large exceptions to the requirement to deinstitutionalize status offenders, and virtually eliminate the requirement to avoid disproportionate minority confinement. We share the groups' vehement objection to these provisions in S.10 which essentially gut these requirements.

2. Prosecuting Juveniles as Adults

The groups are distressed that the new bills expand the list of offenses for which a juvenile may be tried as an adult in the federal system, and give U.S. Attorneys the discretion to charge juveniles as adults. They think these changes give prosecutors too much power and unnecessarily "federalize" juvenile crime. The Administration's bill also proposed expanding the list of offenses for which a juvenile could be tried as an adult in the federal system, and gave U.S. Attorneys the discretion to charge juveniles as adults -- although we provided for judicial review of this decision in all but the most serious cases. The Administration's position is that increased prosecutorial discretion is critical because the current process for determining whether a juvenile may be tried as an adult is often highly unpredictable and fraught with delay.

The groups are even more upset that the new bills would require, as a condition of receipt of new federal juvenile justice money, that States prosecute more juveniles as adults. S. 10 makes it a condition that juveniles 14 and older may be prosecuted under State law as adults for an act that would be a serious violent felony if committed by an adult. H.R. 3's condition is even stricter: States must provide that juveniles 15 or older charged with serious violent crimes can be tried as adults either as a matter of law or prosecutorial discretion.

3. Mandatory Minimum Sentences:

The groups oppose mandatory minimums in general, and are particularly upset that: 1) more juveniles will be subject to existing ones if tried as adults, and 2) S.10 increases certain existing mandatory minimums as well as creates several entirely new ones.

The Administration's bill proposed only one new mandatory minimum: 3 years for the transfer of a handgun to a juvenile knowing it will be used to commit a crime of violence. The Administration's bill also raised existing mandatory minimums (from 1 to 3 years) for the most egregious forms of drug trafficking: selling drugs to children, using children to sell drugs, and selling drugs near schools. While S. 10 includes versions of both of those provisions, it also includes several new mandates, such as 5 years for a "pattern" of criminal gang activity, and 25 years for a second offense under the new "pattern of gang activity" statute. We have stated from the outset our concerns about these attempts to crack down on gangs.

4. Expanding Access to Juvenile Records

The groups are angry that the new bills drastically increase access to juvenile records, especially state records. They argue, correctly, that most juvenile offenders never return to the justice system, and youthful indiscretion should not follow them forever. Specifically, many of them see this as one more unnecessary obstacle many young black men will face in trying to seek employment.

The Administration's legislation proposes incentive grants to help states modernize their juvenile record keeping systems. However, S. 10 and H.R. 3 go much further, imposing a requirement on States to fingerprint and photograph juveniles, keep most juvenile records in a manner equivalent to adult records, send juvenile records to the FBI and, under the Senate bill, dramatically expand access to those records by schools, courts, and law enforcement of any jurisdiction. The Administration is strenuously opposing this condition because it is extraordinarily intrusive and expensive; it is one area on which S. 10's lead authors, Hatch and DeWine, have signaled flexibility.

THE WHITE HOUSE
Office of the Press Secretary
(Kampala, Uganda)

For Immediate Release

March 25, 1998

**REMARKS BY THE PRESIDENT
UPON DEPARTURE**

Entebbe Airport
Entebbe, Uganda

11:05 AM (L)

THE PRESIDENT: Just before I left the hotel this morning, I talked to the Governor of Arkansas and extended my personal condolences and sorrow about the terrible incident in Jonesboro yesterday. I attempted to call the mayor, who is an old friend of mine, but I haven't reached him yet.

I just want to say again how profoundly sad I am and how disturbed I am. I've been thinking about this for the last several hours. This is the third incident in the last few months involving young children and violence in schools, and I'm going to ask the Attorney General to find whatever experts there are in our country on this and try to analyze this terrible tragedy to see whether there are any common elements in this incident and the other two, and whether it indicates any further action on our part.

Today the people in my home state and a town I know very well are grieving. They're suffering losses. And we should focus on that. But I do think in the weeks to come we have to analyze these incidents and see whether or not we can learn anything that will tell us what we can do to prevent further ones.

Q Do you have any thoughts about how to stop this? I mean, if you've been thinking about it, anything come to mind, sir?

THE PRESIDENT: I don't want to say too much until we have a chance to analyze them. I don't want the American people to jump to any conclusions, but when three horrible tragedies like this involving young people who take other people's lives and then in the process destroy their own, we have to see if there are some common elements. And we'll look and do our best to do the right thing.

Q Do you suspect that there are some common elements, sir?

THE PRESIDENT: Well, the circumstances certainly seem to have a lot in common. What we need to know is what's behind the circumstances. As I said, I think that the American people today should send their thoughts, their prayers, their hopes to the people in Jonesboro. But in the weeks ahead we need to look into this very closely and see what, if anything, we can find. And then if we do find some patterns, we ought to take whatever action seems appropriate.

Q Your trip to Rwanda, could you give us just a little advance word of what you hope to accomplish there, sir?

THE PRESIDENT: Obviously, I hope that my trip there will help to avoid further killing along the ethnic lines, and bring the attention of the world to this in a way that will have an impact on ethnic conflicts in other parts of the world. And then I'm going to come back here to the regional meeting that President Museveni has agreed to host, and I hope we'll come out with a statement there that will allow us to make further progress.

Thank you.

END11:08 AM (L)

THE WHITE HOUSE

**Office of the Press Secretary
(Cape Town, South Africa)**

**Embargoed For Release
Until 10:06 A.M. EST
Saturday, March 28, 1998**

**RADIO ADDRESS OF THE PRESIDENT
TO THE NATION**

Cape Town, South Africa

THE PRESIDENT: Good morning.. In the storefronts and shop windows of Jonesboro, Arkansas, there are signs that read, "Our hearts are with West Side Middle School." Even though Hillary and I are far away from our home state, our hearts, too, are with West Side, and with the grieving families whose loved ones were killed or injured in that tragic incident just four days ago.

This is the third time in recent months that a quiet town, and our nation, have been shaken by the awful specter of the families of Jonesboro and all America in mourning this terrible loss of young like -- life so full of promise and hope so cruelly cut short.

We mourn the loss of Natalie Brooke, of Paige Ann Herring, of Stephanie Johnson, of Brittany Varner, and of a heroic teacher, Shannon Wright, who sacrificed her own life to save a child. These five names will be etched in our memories forever, and linked forever with the names of Nicole Hadley, Jessica James, and Casey Steger, of Paducah, Kentucky; and Lydia Kaye Dew and Christian Menefee of Pearl, Mississippi. Our thoughts and our prayers are with all their families today.

We do not understand what drives children, whether in small towns or big cities, to pick up guns and take the lives of others. We may never make sense of the senseless, but we have to try. We have seen a community come together in grief and compassion for one another, and in the determination that terrible acts like these must no longer threaten our nation's children.

Parents across America should welcome the news reported just this month by Attorney General Reno and Education Secretary Riley that the vast majority of our schools are safe and free of violent crime. We've worked hard to make our schools places of learning, not fear; places where children can worry about math and science, not guns, drugs, and gangs. But when a terrible tragedy like this occurs, it reminds us there is work yet to be done.

I have directed Attorney General Reno to bring together experts on school violence to analyze these incidents to determine what they have in common and whether there

are further steps we can take to reduce the likelihood of something so terrible reoccurring.

Already we've seen the remarkable difference community policing has made in our nation's streets. Now we have to apply that same energy and resolve to our schools to make the safer places for children to learn, play, and grow. At school there must be full compliance with our policy of zero tolerance toward guns, and at home there should be no easy access to weapons that kill.

Protecting our children from school violence is more than a matter of law or policy, at heart, it is a matter of basic values, of conscience and community. We must teach our children to respect others. We must instill in them a deep, abiding sense of right and wrong. And to children who are troubled, angry, or alone, we must extend a hand before they destroy the lives of others and destroy their own in the process.

We have to understand that young children may not fully appreciate the consequences of actions that are destructive, but may be able to be romanticized at a twisted moment. And we have to make sure that they don't fall into that trap.

Three towns: Jonesboro, Pearl, Paducah -- too many precious lives lost. The white ribbons that flutter today in my home state of Arkansas are a poignant and powerful challenge to all of us -- a challenge to come together for the sake of our children and for the future of our nation.

Thanks for listening.

END

THE WHITE HOUSE

**Office of the Press Secretary
(Gaborone, Botswana)**

For Immediate Release

March 29, 1998

**VIDEOTAPED REMARKS BY THE PRESIDENT
FOR THE MEMORIAL SERVICES IN
JONESBORO, ARKANSAS**

THE PRESIDENT: Hillary and I wish we could be with you all as you remember and give thanks for the lives of Natalie Brooks, Paige Ann Herring, Stephanie Johnson, Brittany Varner, and Shannon Wright.

Our prayers have been with their families and with all of you over these past few days. Every one of them made Jonesboro a better place. Every one of them had much to live for and much still to give. For now, you must all be thankful for the cherished memories you have.

Like all of you, I do not understand what dark force could have driven young people to do this terrible thing. As President, I have seen many children killed by political fanatics, but in some ways, this is even harder to grasp. For now, all we can do is to pray for peace and healing for their families and for Jonesboro. And, indeed, we should pray for the families of the two young suspects, for their suffering, too, must be grievous.

Saint Paul reminds us that we all see things in this life through a dark glass, that we only partly understand what is happening to us. But one day, face to face with God, we will see all things, even as He sees us.

For four fine young girls and an outstanding teacher, that day has come. May God bless them, their families, and all of you.

END

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

March 19, 1998

REMARKS BY THE PRESIDENT
AT SCHOOL SAFETY EVENT

The Grand Foyer

2:09 P.M. EST

THE PRESIDENT: Thank you very much, Superintendent Berg; Madam Attorney General; Senator Robb, thank you so much for your efforts. Congressman Castle, thank you. Mayor Donnelly, welcome and I want to say a special word of welcome to all of the students. I'm glad you're here today and I thank you for the example you're setting for students throughout our country.

I also want to commend the students who were the winners of the state math and science award earlier this month. This school is proving that by taking the right kind of action -- working with law enforcement, enforcing zero tolerance for guns and drugs, involving parents, establishing discipline and order as primary goals. We can keep our schools safe and give our children the chance to reach their highest potential.

Now, in less than 650 days, all of us will enter a new century and a new millennium. At a time when we're doing everything we can to prepare our children for the opportunities of that new century, at a time when we know that the body of knowledge that human beings have is doubling every five years and, therefore, education will be more important than ever before, we cannot let violence, guns, drugs stand between our children and the education they need.

For more than five years, we've worked now to make our schools places of learning, not fear. We have worked to strengthen and expand the Safe and Drug-Free Schools Program, to enforce zero tolerance for guns in schools, to encourage communities to crack down

on truancies, to support those who wish to adopt school uniform policies. Wearing uniforms instead of gang colors in many places is helping to keep our children safe.

It was just a little over two years ago that I went to Long Beach, California, the first large school district to adopt a school uniform policy. Since then, Secretary Riley and the Department of Education have worked to help those schools that wanted to do that. Yesterday, the New York City School Board announced that it would adopt a school uniform policy in all its elementary schools. I applaud them for taking this important step, and I predict it will have very beneficial consequences.

Our budget makes an unprecedented commitment as we are moving into balance for the first time in 30 years to invest for our future, by raising standards and improving education for all our children, and to make our schools safer. We know schools with the biggest discipline problems also have the highest rates of violence. Very often, there are simply too many students and too few classrooms with not enough teachers. Our budget, as Senator Robb said, will help that, will help to reduce class sizes to an average of 18 students per class in the 1st, 2nd and 3rd grades, with 100,000 more teachers and funds to build or rehabilitate 5,000 schools.

Perhaps even more important in the short run on the violence issue -- and I was glad to hear Mr. Berg talk about this -- it will quadruple federal support for after-school programs to keep children in school in wholesome, positive environments. We know that most children who get in trouble do so between the time school lets out and their folks get home from work. So I applaud you for what you're doing and I hope now if this budget passes there will be many, many more schools, until every school in America will offer this kind of community support to our young people and their families. (Applause.)

The fundamental issue here is that we do not need to and we must not ever have to make a choice between safety and high standards, between crime-free schools and modern classrooms. We must do both. I regret that the present budget, reported out by the Majority in Congress, does not embody that kind of commitment to education in our future, does not embody the recommendations I made in the State of the Union Address.

Today, I ask the Republican leadership to join with the leaders of the other party to get with the Democrats and to work with

the White House so that we can once again, as we have in the past, pass a bipartisan budget that puts education beyond politics and says yes to safer schools, yes to new teachers and smaller classes, yes to modernizing our schools, yes to investing in high standards. We need to have a budget that says yes to our children's future.

The Nationwide Report on School Safety that is being released today by the Attorney General and the Secretary of Education shows clearly that the majority of our schools are safe, free of violent crime. That is good news. It also shows, however, that too many of our children face a far more frightening reality every time they walk through the schoolhouse door. In 1996 alone there were more than 10,000 physical attacks or fights with weapons in schools; 7,000 robberies; 4,000 rapes and sexual assaults. The threat of such violence hangs over children's heads and closes their minds to learning. When children have to worry more about guns and drugs than math and science, when teachers are more concerned with maintaining discipline than achieving excellence, when parents would rather keep their children at home than risk their safety at school, then we know we must do more; and if there is even one school in America where that is the case, we must all be committed to change it. We already know the difference community policing makes.

Since we began to help our local communities to put 100,000 more community police officers on our streets, crime has dropped to record lows all over our country. Indeed, in the nation overall, crime is at a 24-year low. I thank Senator Robb for his sponsorship for the \$17.5 million in the balanced budget bill which is now being awarded today in grants to communities, parents and law enforcement groups to put these community policing strategies to work in our schools, to stop violence before it starts.

The more we know about school violence, the more we can do to ensure our children's safety. Last December, I asked the Attorney General and Secretary Riley to develop an annual report on school safety. Today, I'm pleased to accept their framework for these reports. From now on at the beginning of every school year, parents and principals, lawmakers and law enforcement will have a valuable tool that tracks school violence, gives examples of school programs that are working, and suggests actions parents can take to make their children's lives safer at school.

We know one of the best ways to reduce violence is to involve the young people themselves. In the last several years, AmeriCorps volunteers particularly have helped hundreds of students

to resolve their conflicts peacefully. This adds to AmeriCorps' remarkable record of helping improve our schools and communities through volunteer service.

Parenthetically, I want to say that today we had an announcement up on the Hill with the First Lady participating that we are sending legislation to Congress to extend our national service program into the 21st Century; I hope Congress will support AmeriCorps as it has in the past. (Applause.)

Let me say, finally, as Mr. Berg said so eloquently, we know that all of our schools need parents to play the primary role in their children's safety, both in the school and in the home, and when necessary, in the neighborhood.

Today, I ask all our parents who are concerned about this to become involved in your communities and your children's schools; to join a community policing partnership. Senator Robb got the budget, we're releasing the funds, we can talk about what works; but in the end, real live American citizens are going to have to show up in every school in this country to make this work.

You know, if you look at these young people here today, if you think about the remarkable achievements of this fine school we honor, if you imagine the interesting, fascinating lives they can have, and you remember that, as they have good lives it will make all the rest of our lives better, it is clear that we all have a responsibility to ensure that their educations will be safe. We can do this and America's future in the 21st Century depends upon it.

Thank you very much. (Applause.)

END

2:18 P.M. EST

FACT SHEET: Making Our Schools and Communities Safer

Strengthening and Expanding the Safe and Drug-Free Schools and Communities Act. In 1994, President Clinton and the Congress expanded the Drug-Free Schools Act into the Safe and Drug-Free Schools Act, making violence prevention a key part of this program. The Safe and Drug-Free Schools Program provides support for violence and drug prevention programs to 97% of the nation's school districts. Schools use these funds to keep violence, drugs and alcohol away from students and out of schools. The President's FY99 budget expands the Safe and Drug-Free Schools program by \$50 million to fund 1,300 Drug and Violence Prevention Coordinators to help junior high and middle schools across the country develop and implement effective strategies to keep our kids safe and away from drugs.

Providing After School Opportunities for Up to Half a Million Children a Year. Last year, the President fought for, and won, a \$40 million expansion of the 21st Century Community Learning Centers program. Building on the success of this program, the President's FY99 budget includes a \$200 million major expansion, which will provide safe and educational after school opportunities for up to 500,000 children. This increase will give more school-age children in rural and urban communities across the country positive learning opportunities and keep more kids off the streets in the after school hours when most violent juvenile crime occurs.

Gaining New Tools to Protect Our Youth from Violence and Drugs. Key elements of the President's Anti-Gang Youth Violence Strategy were included in the FY98 Commerce-Justice-State Appropriations Act. These funding measures -- \$489 million for juvenile justice -- will give communities, schools, and families new tools to help keep kids safe from gangs and violence, and away from drugs. Included in this funding is over \$110 million for prosecutors to curb gang violence, as well as funding for violent juvenile court assistance, that can help to fund probations officers -- both important elements of the President's Anti-Gang Youth Violence Strategy.

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.

Supporting Curfews at the Local Level. Because of the success of curfews in helping to fight juvenile crime and keeping children safe, the Clinton Administration has encouraged communities to adopt curfew policies. Studies have shown, including one issued by the Justice Department, that community-supported curfew programs are often successful in combating juvenile crime. For example, New Orleans' curfew program, in combination with summer jobs and recreational programs, resulted in a 27% drop in juvenile crime during curfew hours in 1994, compared to the previous year.

Cracking Down on Truancy. Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime. The President, through the Education Department, issued a guidebook to the 15,000 school districts nationwide outlining the central characteristics of a comprehensive truancy prevention policy and highlighting model initiatives in cities and towns across the country.

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.

Keeping Guns Out of the Hands of Children

Fewer Guns in the Hands of Our Children. President Clinton signed into law a youth handgun ban in his 1994 Crime Bill. The ban makes it a federal offense for an adult to transfer a handgun to a juvenile, or for a juvenile under the age of 18 to knowingly possess a handgun or handgun ammunition.

Enforcing Zero Tolerance for Guns and Other Weapons in Schools. In October 1994, President Clinton signed into law the Gun-Free Schools Act, and issued a Presidential Directive later that month to enforce "zero tolerance" for guns in schools -- if a student brings a gun to school, that student will be expelled for a year. Since the policy's enactment, preliminary estimates show that approximately 6,000 students have been expelled for bringing weapons to schools, and the vast majority of those expulsions involved guns.

Youth Crime Gun Interdiction Initiative. The President launched the Youth Crime Gun Interdiction Initiative (YCGII) in 27 target cities to crack down on illegal gun markets that supply firearms to juveniles and criminals. The YCGII has already traced more than 93,000 guns, providing law enforcement with crucial investigative leads about illegal gun trafficking. The President's FY99 budget includes \$12 million for the Bureau of Alcohol, Tobacco, and Firearms (ATF) to work with local police departments in the 27 target cities to trace all firearms recovered from crime scenes and help determine local gun trafficking patterns. The budget also provides \$16 million to hire 162 new ATF agents, 6 per target city, to investigate and arrest the illegal gun traffickers who are supplying guns to kids and gangs.

Child Safety Locks for Handguns. The President 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 followed the President's lead and have voluntarily agreed to provide child safety locking devices with all their handguns.

Combating Drug and Alcohol Use by Young People

Targeting Young People with a \$195 Million National Anti-Drug Media Campaign. The President is launching a massive national media campaign to motivate America's youth to reject illegal drugs and substance abuse. This unprecedented \$195 million paid media campaign relies on high-impact, anti-drug television and radio advertisements aired during prime-time. The campaign began in January with ads in 12 pilot cities; in June, the campaign will go nationwide.

Building and Strengthening 14,000 Community Anti-Drug Coalitions. President Clinton signed into law the bipartisan Drug-Free Communities Program this year, which will provide \$143.5 million over the next five years to help community coalitions rid their streets of drugs.

Zero Alcohol Tolerance Laws for Youth. Calling for action to reduce the deaths and injuries brought about by alcohol use and driving by teens, the President signed a law in November 1995, which required states to have "Zero Alcohol Tolerance" laws for youth by Oct. 1, 1998, or risk losing highway funds. To date, 46 states and the District of Columbia have enacted zero tolerance laws, which prohibit youths under age 21 to drive with any

measurable amount of alcohol in their system. In addition, the President is fighting for safe and sober streets by urging Congress to pass legislation to set a nationwide limit for impaired driving at .08 blood alcohol content for adult drivers.

PRESIDENT CLINTON'S REMARKS AT SCHOOL SAFETY EVENT

Grand Foyer, The White House

March 19, 1998

Today, President Clinton will speak to approximately sixty individuals from the education and law enforcement communities, as well as Members of Congress, on the findings of a new survey on school crime. The President will also announce new federal funds for school safety and receive the framework of a new report on school safety that has been jointly prepared by the Attorney General and the Secretary of Education. The President will announce: (1) the findings of the first-ever national survey of school principals on violence and discipline in U.S. schools; (2) the availability of \$17.5 million in new funding for school safety from the President's COPS program; and (3) recommendations by the Attorney General and Secretary of Education for an Annual Report on School Safety. *(See attached fact sheet)*

The President will be introduced by Herb Berg, Superintendent of Alexandria (VA) Public Schools. He will give an account of the success that T.C. Williams High School has achieved in reducing crime and violence. As a large, urban high school, T.C. Williams is at risk for serious and violent crime problems. However, through effective law enforcement, parent involvement, and prevention programs, its crime and discipline problems have been significantly reduced.

Order of Speakers

Attorney General Janet Reno

Herb Berg, Superintendent of Alexandria Public Schools

President Clinton

TO: The First Lady, Melanne Verveer

FROM: Jen Klein, Neera Tanden

DATE: April 9, 1998

RE: After Jonesboro

In light of the Jonesboro tragedy, national attention has been focused on violence committed by children. This memo outlines possible steps you can take to highlight efforts to deal with causes and consequences of this tragedy and youth violence in general.

In addition to your column for the week of April 6th, there are three forms of action you may take:

1. Participate in Justice Department Expert Panel on School Federal Action: The President recently directed Attorney General Reno to bring together experts on school violence to analyze these incidents to determine what they have in common and whether there are further steps the federal government can take to reduce the likelihood they will recur. This Justice Department expert panel provides an opportunity for you to engage in on-going discussion of the Jonesboro tragedy and help highlight the problem of school violence. The Justice Department is now selecting the panel of experts and hopes to convene the first meeting on April 24th, a day on which your schedule is more flexible.

2. Focus on approaches that work:

A. Educational Efforts: You could focus attention on particular efforts to educate young people about gun violence, such as STAR, an initiative promoted by Handgun Control, Inc. STAR, which stands for Straight Talk About Risks, is a gun violence prevention program for school-aged youth and their families. STAR is a primary prevention program, premised on the belief that all U.S. children and teens are at risk of gun injury or deaths. STAR is designed to help youth develop victim prevention skills and to rehearse behaviors needed to manage problems, such as conflict and peer pressure, non-violently without guns. STAR is currently being used by selected schools in over 70 municipalities nationwide, including the nation's largest school systems: New York City, Los Angeles, Chicago and Dade County. STAR has also been effectively implemented as police-led crime prevention initiatives, and in conjunction with recreation and health education programs. STAR materials include: skill building activities for grade pre-K through 12; awareness materials designed to promote parent and community involvement; video presentations; and in-service training materials among other things.

B. Crime-Prevention Strategies: You could focus attention on community-based crime prevention initiatives that work to reduce violence and tensions at schools and in the community. Such initiatives include strong partnerships between police and youth organizations that reach out to at-risk youth by giving first-time minor offenders recreational and skill-building opportunities.

These local efforts are taking place all over the country as law enforcement increasingly recognizes that prevention strategies work. Some of these initiatives are highlighted in a new report titled Kids, Cops and Communities, which the Justice Department will release in late April.

3. Address Deeper Cultural Challenges: Continue your efforts to confront the elements of national culture that celebrate violence in speeches and other forums. Such an effort can also include specific challenges to gun manufacturers to stop targeting our children. According to articles in the Washington Post and Wall Street Journal, both gun manufacturers and the NRA are targeting children in an effort to make guns more attractive to them. This is part of an overall strategy to ensure demand for guns into the future because the adult gun market is becoming saturated.

Kids, Guns, and School Violence

Implementation of President's Directive: The existing working group on school violence, led by the Associate Attorney General and the Acting Deputy Secretary of Education, will assume responsibility for President Clinton's new directive; namely, convening national experts to analyze the Arkansas tragedy, seeing what it may have in common with other recent school shootings, and determining what we might do to prevent such tragedies from occurring again.

Ongoing Assistance to Schools and Communities

Our efforts to reduce youth gun violence focus on two tracks: 1) reduce children's easy access to guns; and 2) change their casual attitudes toward guns. DOJ initiatives in both areas include:

- *The COPS Program*
 - \$78.5 M to support over 2,000 community police officers in schools
 - \$12M to help communities assess the causes of violence in their own schools and to respond when it happens
 - \$5M to assist districts in implementing particularly promising strategies to reduce school violence
- *Youth Crime Gun Interdiction Initiative (with the Department of Treasury)*
 - Tracks the supply of guns to juveniles and youth gang members.
- *Partnerships to Reduce Juvenile Gun Violence (\$1M)*
 - Pilots concentrated efforts to reduce children's access to guns in 4 cities: Shreveport, Baton Rouge, Oakland, and Syracuse.
- *National School Safety Center (\$625K)*
 - Shares best practices for making schools safer, both through reducing guns and drugs and through teaching alternatives to violence.
- *Hamilton Fish National Institute on School and Community Violence (\$2.1M)*
 - A consortium of 8 universities, the Institute is testing and demonstrating 8 violence reduction strategies in elementary, middle, and high schools.
- *Illinois Institute for Dispute Resolution (\$250K this year, \$650K next year)*
 - Provides schools with on-site training for conflict resolution.
- *Study on the Appropriate Use of Security Technologies in Public Schools (\$202K)*
 - With NIJ funds, Sandia National Labs is creating a manual on security technologies for school administrators and law enforcement to increase security in public schools. Available in late 1998.

In addition, we must find more ways to enhance school security; e.g., draw on lessons from the Energy Department and other federal experts on security to help respond to the needs of schools.

Needed Changes in Federal Law

Amend the Youth Handgun Safety Act

The Administration's Juvenile Justice Bill would raise penalties for juveniles who possess handguns, and for adults who transfer handguns to juveniles knowing (or having reasonable cause to know) they intend to use them in the commission of crimes of violence.

Extend the Brady Law

The bill would also close the loophole in existing law that permits young people who commit serious and violent offenses to purchase handguns as soon as they become adults.

Crack Down on Illegal Gun Markets

The bill would increase penalties for straw purchases, for receipt of guns with obliterated serial numbers, and for gang-related firearms offenses.

Expand Title V (The At-Risk Children's Initiative)

Perhaps most importantly, the bill would provide substantial funding to states and communities to implement *crime prevention* initiatives, such as conflict resolution programs that teach children to address their frustration and conflicts without resorting to violence.

We need to explore every possible legislative option to keep illegal guns out of the hands of children. If we are to stop these tragedies in schools, and to reduce youth crime generally, we must shut down the routes by which children illegally acquire guns.

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