SAFEGUARDING OUR YOUTH:

Violence Prevention For Our Nation's Children

Forum Proceedings
July 20-21, 1993

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SAFEGUARDING OUR YOUTH: *Violence Prevention For Our Nation's Children*

Forum Proceedings

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NATIONAL SCHOOL SAFETY CENTER

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Dear Forum Attendee:

Thank you for making *Safeguarding Our Youth: Violence Prevention for Our Nation's Children* a success. Your participation and commitment of time at the forum are deeply appreciated. We are pleased to provide you with a copy of the forum proceedings that summarizes the suggestions and input of program participants.

As Attorney General Janet Reno noted: "Each of us can make a positive difference in the lives of our nation's children. Your attendance and participation at the forum have already demonstrated your strong commitment to protecting our youth and making that difference happen in your own community."

Secretary of Education Richard W. Riley urged federal, state and local governments to view school safety as a top priority. He encouraged local communities to develop cooperative relationships among parents, students, school and community leaders.

The National School Safety Center echoes the sentiments of the Attorney General and Secretary of Education. We appreciate you!

Cordially,

Ronald Stephens

RONALD D. STEPHENS
Executive Director

Enclosure

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Opening of Forum

July 20, 1993
8:30–9:00 a.m.

The *Safeguarding Our Youth: Violence Prevention for Our Nation's Children* forum began with the presentation of colors by the Armed Forces Color Guard. Juan Mendez, a youth participant from Allentown, Pennsylvania, led the group in the Pledge of Allegiance.

Opening Remarks

Madeleine Kunin
Deputy Secretary, U.S. Department of Education

Deputy Secretary of Education Kunin welcomed participants to the forum, which was co-hosted by the Department of Education and the Department of Justice in cooperation with the Department of Health and Human Services and the Department of Housing and Urban Development. She emphasized the forum's significance as the first national meeting to address violence prevention and expressed her pleasure at student participation in the forum.

"We, from many walks of life, are brought together under one roof — both you in this building and we as members of federal agencies — because we have witnessed what you have witnessed," Ms. Kunin said. "Violence is a spreading epidemic. It threatens our security, safety, and even our confidence in our ability to protect ourselves and those around us. Increasing acts of violence impede our ability to perform the primal adult role of shielding our children from harm until they are able to fend for themselves."

"We're acting today as comrades-in-arms against violence because we know that no individual — no individual school, no individual organization, and certainly no individual local, state, or federal agency — can solve this problem alone," Ms. Kunin stated. "Only a reinvigorated sense of community can ward off despair and enable us to make a major investment in prevention. Many of you have been working in this field for years. Never before has your expertise, talent, and commitment been called upon before as it has these days."

She added that it can become easy and natural to have a different response to violence — to no longer care when faced with the daily onslaught of deeds of violence in the movies, on television, on the news, and in real life — and stressed that America cannot afford to harden itself against the realities of violence.

Ms. Kunin continued by saying that violence is the most rapidly spreading disease today — not only affecting its victims, but also affecting everyone by weakening the sense that enables people to interact with one another. "With our eyes down in passing, with streets deserted, with doors bolted, and with windows barred, what kind of free and democratic society can this be?" she asked. "To wonder not so much about immorality as amorality, as we look for a

sign of emotion from a generation whose members do not seem to know right from wrong and experience neither regret nor remorse. How do we awaken them to feeling and compassion and to respect of life itself?"

Ms. Kunin also posed the question of where the process of prevention begins: at birth with love and affection for the infant or the toddler, at school by teaching children conflict resolution and making schools safe havens, or in communities by changing the communities in which schools reside.

"How much can we afford to think about the past or the future when we need to take immediate steps to protect our children and one another by hiring more security guards or buying more metal detectors to get rid of guns?" she asked. "How do schools make a choice between libraries and metal detectors? These are the questions that bring us together, and by asking them, we have taken the first step toward finding answers. By turning to one another for knowledge, ideas, and hope, we reassert our sense of control over society which at times seems out of control."

Ms. Kunin stated that students must feel safe to learn, that teachers must feel safe to teach, and that personal safety is an essential prerequisite to learning as well as a sign of a humane and just society.

She then outlined forum goals: to develop a framework for what is known and what is not known about violence and violence prevention; to offer hope by sharing information about violence prevention programs that have been effective; and to form new partnerships within the federal government as well as among public and private agencies, religious and secular organizations, and federal, state, and local agencies. "We want everyone to leave reinvigorated and reinspired to not only return to your communities, but to be our teachers, mentors, and healers in other cities and towns where you are needed." She told participants that the forum was designed not only to enable them to listen to the scheduled speakers, but also to share ideas in small groups and breakout sessions. She suggested that the discussions not on the agenda might in fact be as valuable as any part of the formal program.

Ms. Kunin concluded by discussing the satellite Town Hall Meeting scheduled for that evening, noting that a panel of community leaders, as well as Attorney General Janet Reno, Secretary of Health and Human Services Donna Shalala, Director of the Office of National Drug Control Policy Lee Brown, and Secretary of Education Richard Riley would be available to answer questions. Participants were encouraged to write down questions to be addressed during the Town Hall Meeting.

"Before the end of this conference, we will meet to answer questions and listen to suggestions so we can leave these two days with a sense of mission and purpose," stated Ms. Kunin. "Your ideas are exceedingly important. We don't know all the answers. We know that the answers are complex and the problems are difficult to define and that there's no single solution that fits all situations. But we must begin to find answers and make them

work, if for no other reason than for the sake of our children."

Philip Heymann
Deputy Attorney General, U.S. Department of Justice

Deputy Attorney General Heymann told the audience he was pleased to be representing the Department of Justice at the forum because both he and Attorney General Janet Reno believe that violence that affects youth is the biggest problem in the country today.

"We all know that we are involved in a cycle of violence both as victims and perpetrators," Mr. Heymann said. "From drive-by shootings to child abuse, violence is a fact of life for children in America. Research has confirmed what experience tells us — violence begets violence. Children who endure physical and sexual abuse and youth who live in neighborhoods where shootings and drug trafficking take place every day are at greater risk than are other youth for engaging in delinquent acts and perpetuating the cycle of violence."

He shared the following statistics involving youth as victims and as perpetrators.

- From 1987 to 1991, arrests of juveniles for violent crimes have increased by 50 percent; juvenile arrests for murder have risen an alarming 85 percent; and 3 of every 10 juvenile murder arrests involved a victim under age 18.

- In 1990, one out of every five high school students reported carrying a weapon at least once during the previous month. One in 20 students reported carrying a firearm.

- In recent years, an average of six young people were murdered each day — most of them by a friend or acquaintance.

- Youth are victims of rape, robbery, and assault at an alarming rate, and they are preyed upon by both youth and adults.

- Teens are most likely to be victimized in or around school.

Mr. Heymann said that children are also subject to abuse and maltreatment: 2.7 million children were reported abused or neglected in 1991, and more than 1,100 children died as a result of abuse and neglect in 1990.

He shared the Department of Justice's set of prescriptives for violence:

- Strengthen the family, which bears primary responsibility for instilling moral values.

- Support core social institutions, such as schools, churches, and other community-based organizations, in their efforts to help children develop into productive citizens.

- Intervene immediately when delinquent behavior occurs, and note truancy early. The family and other core social institutions must become involved in preventing first-time offenders from committing more crimes.

- Control violent and habitual delinquents by letting them know that further acts of criminal violence will not be tolerated.

Mr. Heymann stated: "The Attorney General has challenged us to create violence-free zones in our homes, schools, neighborhoods, and communities. She has emphasized the need to create an environment that enables youth to grow into healthy, productive, and self-respecting citizens. She has asked all of us who work with young people to cooperate in developing practical and attainable solutions to the problem of violence and its impact on youth."

Mr. Heymann emphasized that in order to meet this challenge, everyone must work together to develop bold, innovative approaches and create new partnerships. He noted that the forum was an opportunity to take an important step in achieving these goals.

"Just as important as hearing from the forum's scheduled speakers is the opportunity to hear from participants," he said. "We will share our experiences and our ideas in order to identify successful programs and begin the task of creating new approaches to the age-old problem that is simply getting worse very quickly."

"It is my hope that each participant will leave here with renewed energy and new ideas that can be put into action to help our nation's youth," Mr. Heymann concluded. "For many years, we have focused almost exclusively on reacting to violence. Yet the problem continues to grow. We have to look to prevention to deal with violence."

Keynote Address

July 20, 1993
9:10–9:30 a.m.

Richard Riley
Secretary of Education

Good morning and welcome to this historic meeting on violence prevention. This forum is the first time four federal agencies have collaborated to bring people together from all walks of life to discuss how to make schools, families, and communities safe.

We need each of you — educators, police officers, judges, prosecutors, public housing residents, representatives of the media, businesses, foundations, youth-serving organizations, and youth themselves — because carrying weapons, fighting in schools, open gang warfare, and even homicides have, unfortunately, become a regular part of the school day and of

neighborhood life for an increasing number of students. For example:

- Approximately 3 million thefts and violent crimes occur on or near school campuses every year, which equates to nearly 16,000 incidents per school day or 1 incident every 6 seconds.

- Approximately one of every five high school students now carries a firearm, knife, razor, club, or other weapon on a regular basis. Many students carry these weapons to school.

- Approximately 20 percent of all public school teachers reported being verbally abused; 8 percent reported being physically threatened; and 2 percent reported being physically attacked during the previous year.

Violence in schools or among school-aged youth not only destroys our country's most precious natural resource — our youth — but also creates an environment where children cannot learn, teachers cannot teach, and parents are reluctant to send their children to school.

Creating a supportive environment free of drugs and free of violence is both a challenge and a necessity, as well as one of the Department of Education's six national education goals. Raising the graduation rate, improving student achievement in challenging subjects, and ensuring the ability of our students to compete in a world economy are critical to our nation's future. These goals will be nearly impossible to achieve if our schools and neighborhoods are unsafe for our children and youth.

Just consider how difficult it would be for students to learn if one of their classmates were killed in school or on the way to school; if a loved teacher or administrator were killed; or if they knew large numbers of fellow students were carrying weapons, including guns.

These incidents do happen. It happened in Dartmouth, Massachusetts, in April, when three teen-agers armed with a baseball bat, a billy club, and buck knife burst into a high school social studies classroom and fatally stabbed a 16-year-old freshman in front of the rest of the class. It happened in Brooklyn, New York, in November 1992, when the principal of a grade school was caught in crossfire while he searched for a missing pupil and was killed. It happened in Amarillo, Texas, in September 1992, when six students were shot and another one trampled when a 17-year-old student opened fire in a crowded hallway after a pep rally. These incidents happen in urban areas, in suburban areas, and in rural areas. They happen in rich school districts and in poor ones.

Ending this epidemic of violence is not going to be easy. There are no simple solutions to the problem, and there is no one program or policy that can, by itself, work. Solutions to the problem are going to take hard work and a concentrated, coordinated effort by the entire community. Every segment of the community — education, law enforcement, health, housing, businesses, clergy, youth organizations, parents, and youth — has a role to play.

We cannot stand idly by and let violence occur in communities and schools. There are some actions we can take, and I want to give you a few ideas.

Federal, state, and local governments should view school safety as a priority and provide resources to combat the problem. Schools must have the training, the resources, and the technical assistance to combat this problem. On the federal side, the Safe Schools Act has been submitted to Congress for consideration. This marks the first time that federal legislation has been introduced to help schools address this acute problem, and it clearly recognizes the link between crime and violence and obstacles to learning.

The bill would authorize $175 million in the first 2 years, with 95 percent of the money going where it is needed most urgently — to local educational agencies with the most serious crime, violence, and discipline problems.

Local educational agencies could receive grants of up to $3 million per year. For example, schools could use their funds to plan long-term strategies, conduct community education programs, coordinate school-based activities designed to promote safety, and develop violence prevention activities such as conflict resolution and peer mediation.

Several states and cities have established school safety as a priority and have developed resources for their local schools. For example, California has developed a planning guide that provides schools with a clear process to bring their communities together to make their schools safer and more effective. Texas has established a statewide school safety resource center that provides training, technical assistance, and materials to schools in a variety of violence prevention areas. Trenton, New Jersey, is one of 20 cities that have established or are in the process of establishing "safe havens" in schools where children and their families can go after school hours to engage in educational, recreational, cultural, and health-related activities.

Schools and communities need a better understanding of the extent and nature of school crime and its effects on learning. We cannot develop programs that serve the needs of children until we have a clear idea of the problems they face. Yet, educators are reluctant to maintain data for fear that a high incidence of crime and violence will damage their school's reputation.

As part of the reauthorization of the Drug-Free Schools and Communities Act, the Department of Education intends to call for improved assessment of incidents of violence and drug use. Schools will be encouraged to work closely with agencies, such as the Centers for Disease Control and Prevention, in developing surveys that accurately measure what is happening in their classrooms. A local system called Project SMART (School Management and Resource Teams) is used in Anaheim, California, and Norfolk, Virginia. These school systems have computerized data collection systems. Administrators can determine at the push of a button the number and location of policy violations, offenses, and crimes committed in each school and take immediate action to combat the problem.

Schools need to develop and consistently enforce policies that realistically relate to what is happening in schools and communities today with regard to violence and crime. Schools across the country have learned that to ensure that their students work and learn in a violence-free environment, clear and consistent policies which state that violence and weapon carrying will not be tolerated need to be in place and need to be enforced in an equitable manner. It has been clearly demonstrated that schools that have and enforce these types of policies have fewer problems with violence and weapon carrying.

I encourage all of you when you go back home to review the policies of your schools regarding weapons and violence, suggesting that before finalizing policies, you examine how other schools and communities are dealing with the problem.

Schools and communities need to get students and parents more involved in the process of making schools safe, disciplined, and drug free. An example of a school that used parents successfully to end fighting is George Washington Prep in Inglewood, California. When George McKenna was principal (he is now superintendent), he inherited a school where there was open gang warfare. He brought in parents, had them monitor the halls, sit in classrooms, and talk to the students. He had them take an interest in the students and show them that they cared and that fighting and disruptive behavior would not be tolerated. George Washington Prep, like countless other schools, found that there was a direct correlation between parental involvement and a decrease in violence and crime.

Students, too, need to get involved in helping to make their schools safe. At Sidney Lanier Middle School in Houston, Texas, about 20 students recommended by teachers are trained as conflict managers each summer. During the school year when a minor problem arises, the names of those in dispute are given to a school counselor who then assigns a student mediator to work those peers during the day. Counselors at the school have found that conflicts have decreased and students have been given greater ownership of what happens in the schools.

Schools and communities need to develop programs that do not rely solely on security measures such as metal detectors and security personnel. Comprehensive programs that address a host of "risk factors" that our students come to school with are needed, and we need to provide them with the skills necessary to deal with conflict in a nonviolent manner.

Programs incorporating conflict resolution and peer mediation and curriculum programs like STAR (Straight Talk About Risks), where children are taught the realities and consequences of gunplay, might be made part of a school's violence prevention efforts. The Resolving Conflict Creatively Program in New York City incorporates the knowledge and skills of conflict resolution, an appreciation for diversity, and attitudes for countering bias into every aspect of campus life. Evaluations have shown that the program has reduced fighting and verbal abuse.

Schools and communities need to develop cooperative relationships with all segments

of the community. Schools cannot effectively address problems of violence alone. They need the help and support of the entire community — families, youth, businesses, law enforcement, public health agencies, and organizations that serve youth. There is a role for every segment of the community and to be successful in ending violence, all groups must be involved in the protection of our students.

There are several programs represented here today that take the community approach to eliminating drug abuse and violence, and I encourage you to talk to representatives of these programs. One of the programs, San Antonio Fighting Back, will be featured in a session tomorrow and the program's director, Beverly Watts Davis, will also be at our Town Hall Meeting. Another program that employs a community approach to solving violence problems is the Weed and Seed program in Richmond, Virginia, and Denver, Colorado.

The task before us over the next two days is daunting, but we cannot be intimidated by our task. We must boldly pursue all possible measures to make our schools, families, and communities safe. Together we can create an environment that makes it possible for our children and youth to grow and learn to their fullest potential. We look forward to your suggestions and to working closely with you to shape policies and programs that support the growth of healthier, safer, and better-educated students — because our very future depends on it.

Youth Violence as a Public Health Problem: Where We Are Now and Where We Need To Go

July 20, 1993
9:30–10:15 a.m.

Dr. Mark L. Rosenberg
Acting Associate Director, National Center for Injury Prevention and Control
Centers for Disease Control and Prevention

"Violence is an epidemic in the United States today," Dr. Rosenberg began. "It is a public health problem because of the magnitude of the injuries it causes, the disabilities it causes, and the impact on the quality of life it has on all of us. But, violence is not a fact of life. It is a problem to be solved."

Dr. Rosenberg discussed the number of deaths classified as injuries every year:

- Approximately 50,000 deaths from motor vehicle accidents.
- Approximately 50,000 deaths from other types of unintentional injury such as poisoning, falls, fires and burns, and drowning.
- Approximately 52,000 deaths from violence or intentional injury.

Injury, Dr. Rosenberg declared, is the leading cause of death in this country for people between ages 1 and 44, causing more deaths than all diseases combined. Moreover, the problem is worse among African-American males, 42 percent of whom die from homicide. And, the cost for the nation is huge: $158 billion in 1985, $180 billion in 1988, and $1.3 trillion in 1990.

CDC categorizes violence, or intentional injury, in two ways: First, *self-directed violence*, which includes suicide and suicide attempts; and second, *interpersonal violence*, which includes assault, sexual assault (rape), spousal violence, child abuse, child sexual abuse, elder abuse, and homicide.

By analyzing thousands of cases of homicide, assault, and suicide, CDC scientists have been able to identify patterns. According to Dr. Rosenberg, homicide usually:

- Occurs among acquaintances.
- Involves members of the same race.
- Involves males.
- Starts from an argument.
- Is not related to another ongoing felony such as robbery.
- Involves alcohol.
- Involves a firearm.

In addition, the average age of the perpetrator has been declining, as has the average age of the victim. And, although the incidence of assault has not increased, Dr. Rosenberg reported, the outcome now tends to be fatal.

The pattern for suicide has also changed drastically in the past 40 years. Previously, suicide victims tended to be older, white, depressed males. Now, suicide has reached epidemic proportions among young people, most of whom are impulsive rather than depressed.

Unfortunately, the problem seems to be growing. Dr. Rosenberg cited a 1990 survey conducted by CDC showing that 4 percent of youngsters reported carrying a gun in the previous 30 days. A 1993 Louis Harris poll showed that 15 percent of schoolchildren had carried a gun in the previous 30 days, and 4 percent of them had carried the gun to school. Another 60 percent reported they could get a handgun if they wanted one; 15 percent reported that they had shot at someone.

The mid-1980s saw a change in the way CDC studied the problem of violence through a shift from politics and philosophy to science. CDC now quantitates risks and emphasizes the scientific method by:

- Defining the problem. Scientists collect data on thousands of cases, analyze the data epidemiologically, and identify patterns.

- Identifying causes and risk factors.

- Devising interventions based on patterns and causes. Investigators evaluate interventions to see which are effective.

- Establishing intervention programs based on what has proven to be effective.

CDC looks at the risks of firearms not only in the hands of criminals, but also in the hands of all members of society. For example, having a firearm in the home dramatically increases the risk for death by injury:

- Suicide is five times more likely in homes with a firearm.

- Homicide is 12 times more likely in homes with a firearm.

- Death by suicide, unintentional homicide, or criminal homicide is three times more likely in homes with a firearm.

Dr. Rosenberg likened the firearm situation to that of motor vehicle crashes 20 years ago. Calling it the "unsung miracle of public health," he noted that changes in government regulation have saved 243,000 lives by making both cars and highways safer. Among the innovations introduced were seat belts, air bags, steering wheels that protect instead of impale, vehicle front-ends that crush and absorb impact, divided highways, and rigorous highway testing for drunken or impaired drivers.

Similarly, there are many techniques that can be used to prevent firearm injuries without banning the weapon itself, Dr. Rosenberg explained. One strategy is to decrease people's inclination to fight, through courses in conflict resolution. A second strategy is to change the availability of firearms. For example, laws can be passed that affect:

- Who can own a gun (for example, by restricting possession to police officers).

- The ways in which guns can be stored or carried.

- The lethality of firearms (for example, by prohibiting certain types of automatic weapons and ammunition, by requiring indicators that show whether a gun is loaded, or by mandating trigger locks so young children can't pull a trigger).

- The number of guns in circulation.

Dr. Rosenberg then outlined 10 basic principles that he advised participants to incorporate into their violence protection programs:

- Emphasize primary prevention. Primary prevention aims to prevent acts of violence

from ever occurring by targeting a broad audience, including victims, perpetrators, and other members of society.

- Expect complex problems to require complex solutions and look for synergy. The causes of violence are multiple, with psychological, environmental, and economic factors all playing a strong role. In addition, large-scale social factors, such as poverty, lack of opportunity for education and jobs, use of alcohol and other drugs, and availability of guns, also contribute to violence. Finding a solution will require the involvement of education, public health, criminal justice, and other disciplines. Synergy means coordinating the approach among different agencies and disciplines.

- Intervene early by focusing on children and on those who influence children. Interventions aimed at young children can have benefits that last for a lifetime. Although it takes a long time to see the impact of these types of interventions, they are very worthwhile in the long run.

- Work with the community. The success of a program is likely to depend more on community involvement and participation than on the nature of the program itself. "Even the best vaccine will not work if people don't take it," Dr. Rosenberg explained. "New partnerships need to be developed at the community level involving the schools, police, and health, labor, housing, and employment departments."

- Recognize that safe schools and safe communities go together. Safe schools do not exist in unsafe communities, and children who fear for their lives going to and from school are inclined to carry guns. The biggest threat to effective education is an armed student body.

- Evaluate programs scientifically. Use rigorous behavioral and epidemiologic research methods to find out what works. Start with relatively small programs that can be studied to find out which interventions make a difference.

- Address the question of how to prevent firearm injuries. The risks of firearm injury have been documented scientifically, and firearm injury prevention, like motor vehicle death prevention, will probably require a combination of interventions.

- Address the connection between alcohol and other drugs to violence. More attention needs to be given both to the role of drugs, especially alcohol, as a causal factor of violence and to effective ways of restricting young people's access to alcohol.

- Use all of the strengths of the criminal justice community. For example, there is much to be gained from enforcing laws already on the books, expanding community policing efforts, and training and educating incarcerated youth. However, all young people must have job opportunities if their lives are to change.

- Speak from and to the heart. Do not allow the American public to think that violence is suffered only by criminals, drug addicts, delinquents, and others on the fringes of society. Instead, develop a clear vision, and give people hope. Dr. Rosenberg quoted Bill Foege, former director of CDC: "We need to see the faces. They are the faces of our children, our friends, our brothers, our sisters, our parents."

Dr. Rosenberg reiterated his belief that there are ways to stop the plague of violence. "We can take charge of our classrooms, our families, and our communities," he said. "We must use the media and our educational resources proactively to communicate our most important messages clearly and convincingly. Understanding both science and the community, and communicating with respect and creativity will, I am convinced, result in solutions much better than any one of us could have arrived at alone."

Luncheon Speaker

July 20, 1993
12:00–1:45 p.m.

Dr. Cornel West
Professor of Religion, Director of the Afro-American Studies Department
Princeton University in New Jersey

I am honored to be here today to talk with you about the violence that threatens us on every level, but that especially threatens our young people. It affects not just their life chances, but also their conception of who they are.

I want to begin by discussing the historical dimension of violence and why it seems so pervasive in our civilization. We are the most violent nation in modern times. Why is that so? We weren't born that way. It must have something to do with the way in which we as a culture and as a society emerged.

One hundred years ago, at the Chicago Exposition, the great Frederick Jackson Turner presented a paper called "The Significance of the Frontier on American History." His essay had a tremendous impact on the way in which Americans understood their past. To try to understand this deep abiding myth that served as one of the pillars of our collective understanding of who and what we are as a people, I examine this frontier. What is it about — this thin line between metropolis and wilderness? This thin line between civilization and savagery?

Sixty-seven years later, in 1960, the young and vivacious John F. Kennedy stepped to a podium in Los Angeles to project a new vision for the United States. And what did he talk about? The New Frontier. He tried to squeeze out the negative associations we now make of the frontier with the subordination of indigenous peoples with violent conquests.

But the idea that we can morally regenerate ourselves by means of violence persisted, going hand-in-hand with older myths about Daniel Boone, who was memorialized by James Fenimore Cooper in *The Last of the Mohicans*. Remember the character Hawkeye? He is a fundamental element in understanding who and what we are.

How do we understand this dominant myth and attempt to reshape it in such a way that we do not appeal to violence in our everyday lives, let alone in our understanding of ourselves as a nation? I just read a fascinating book by Richard Slotkin called *Gunfighter Nation: The Myth of the Frontier in Twentieth Century America*. Slotkin tries to understand this myth of the frontier and the degree to which it continues to percolate through our mass culture, through film and movies. Of course, I don't have time now to link Hawkeye and Rambo, but I can assure you there are continuities.

A number of rap musicians come to Princeton, and it's fascinating to see so many of the young rappers cast themselves as gangster-heroes. They think they're un-American, anti-American, but I tell them they're casting themselves in a long tradition because both the gangster-hero and the outlaw-hero are as American as cherry pie. Violence is more than kicks, it's a sense of trying to keep oneself vital, vibrant, and hoping for some kind of redemption. In fact, the frontier myth is fundamentally about a particular understanding of redemption through violence, through conquest.

But it's not simply the frontier myth. We know that violence in our history is quite voluminous. Commonplace. Frequent. No country in the modern world has had as many riots as we have had. For example, we have had bread riots, election riots, political riots, anti-abolitionist riots, anti-Irish riots, anti-Italian riots, and of course, race riots.

I'm not just talking about Los Angeles in 1992. The largest riot this country has ever seen happened in New York in 1863. More than 1,000 people were killed. Makes Los Angeles look like a cocktail party. Tulsa riot, 1921. Chicago, 1991. The zoot-suit riots, Los Angeles, 1943. Harlem, 1943. Anti-Chinese riots, late 19th century. Commonplace. Deeply American.

And look at our labor history, the bloodiest labor history of modern nations. Railroad strikes in 1876 and 1877 shut down the entire railroad system, except in New England and the South. More than 100 people were dead within a week. Homestead, 1892. Pullman, 1894. Steel strike, 1919. On and on and on.

Then we have that most peculiar of American institutions called lynching. Every two and a half days for over 25 years some black man, child, or woman swung from a tree like some fruit that Southern trees bear. Vigilante activity, usually orchestrated from above, involved citizens outside of law enforcement. They enforced their own concept of the law, dragging out people in jail and those on their way to jail to administer their own kind of justice.

But let's recall that when we talk about violence, especially among young people, all of us were born into circumstances not of our own choosing. We are inhabitants of this precious

but precarious experiment in democracy called America, but we have a violent backdrop that we need to look in the face — not to be paralyzed, but to acknowledge the fact that our children inhabit a culture in which they are bombarded with the legacy of the frontier myth. A legacy of family violence that is class-based, ethnic-based, homophobic-based, and gender-based.

How do we account for this violent context in which we all find ourselves? There must be some reason for it. The late, great Richard Hofstadter took a stab at it in his book *American Higher Education: A Documentary History*. I think Southerners, particularly black Southerners, have a much more intimate relationship with violence than other Americans. Until a few years ago they lived with an institution of terrorism, plus they experienced something that very few Americans acknowledge — defeat. How un-American — which also gives you a sense of our history. Having to face that tragic fact in many ways helps Southerners, especially black Southerners, to deal with the issue of violence more easily than those who hold the delusion that Americans are the best-regulated persons on the globe. How do we account for this?

Let's look at the present as history in light of these particular factors. I know oftentimes public analysts don't want to talk about history. They want to get to the problem, to what can be done, to the details of the program. And, I say very humbly that all public policy is predicated on priorities, and priorities are based on vision, and visions are founded on a sense of the past and on the relation of the past to the present. So analysis of the past is an important part of the framework in which to hammer out public policy.

When we look at the present as history, what do we see? We see that we are living in one of the most frightening moments in the history of this country, precisely because of the unprecedented lethal linkage of economic decline, cultural decay, and political malaise. The last 15 years saw economic decline. Yes, 2 million jobs were created, but they were part-time and offered no benefits. Difficult to attract people on the margins of our economy. But it's strange to see economic recovery going hand in hand with a decline in the well-being of the majority of American people. A decline in real wages. You all know about deindustrialization — about the decline in industrial jobs, about the increase in service-sector jobs, about high school graduates pushing those not graduating from high school out of the labor market. More and more people on the edges, on the periphery of our economy.

The massive redistribution of wealth from working and lower middle-class people to upper-class people is not just Reaganomics. The trend actually began in 1978 in the Carter administration with passage of the most regressive tax bill since the 1920s. And we've all got to take credit to some degree because as citizens we participate in and have some culpability for decisions made by those citizens who happen to be ruling at the time.

But it's the economic devastation of deindustrialization, of regressive taxation, of redistribution of wealth and income upward, going hand in hand with cultural decay — this is what is most deeply felt. Our nurturing system for children has eroded so much that more and more

are unable to gain meaning and value and a sense of decency and dignity, let alone engage in a quest for excellence. The nurturing system for children has eroded so much that more and more find themselves caught up in the dominant forces of our society, which are market forces. Forces of consumption that promote an addiction to stimulation to make us, especially young people, feel that the good life is to be found in self-indulgent hedonism, in instant gratification, in gaining access to power and property and pleasure by any means, including violent means. It is called "getting over," and it is a spiritual crisis of deep proportions. Why? Because nonmarket values are pushed more and more to the edges. Love. Care. Concern. Tenderness. Kindness. Gentleness.

This world is about getting over. It's about pleasure, status, careerism, privatism, hedonism, and narcissism. And if you can't get on board, then you go fatalistic. And the major means of going fatalistic is drug addiction. Now, keep in mind that drug addiction is on a continuum with other kinds of addictions because in a market culture we all have our own kind of addictions. My addiction is buying books.

When we feel down and out, what do we do? We engage in buying and selling, in consumption. Or we turn on the television and engage in a spectacle of passivity. There is no escape from the market culture, but what do you do when you are young and on the margins of the economy? When you are black or brown, which means you are bombarded with often degrading ideals of beauty from Madison Avenue? Ideals of beautiful men and women with certain kinds of noses, lips, and hips. You go fatalistic. You become addicted to something like drugs or alcohol or male conquest over women's bodies. How American. Young men — ages 13 and 14 — with hormones raging out of control, coincide with these cultural forces. Television. Film. Video. Music. What an impoverished conception of being alive that affects each and every one of us, but that is disproportionately devastating to young people.

Can you imagine what it's like to be 13 years old and to have already adopted that kind of cynicism and fatalism and pessimism? That's what we're up against. And what is the result? The gangster mentality. "Get over by any means. My life has little worth. I won't live very long. Your life has little worth. Your property has little worth."

Those of us who are deeply dedicated to regenerating possibilities for our civilization should keep in mind that democracies are rare and short-lived in human history. Most societies defer to kings, queens, potentates, and prelates. Every democracy we know — even the Athenians' — has been undermined by escalating levels of poverty that produced despair, by escalating levels of paranoia that produced distrust. No longer can we generate the precondition for a vital democracy, which is a vibrant public life. An acknowledgment of the degree to which we are in this together, but there are interrelations and interactions and interdependencies that are inescapable if there is to be any semblance of self-government and self-management, which is at the very center of democratic practices. If you can't forge bonds of trust, distrust increases.

What happens when black jurors won't convict black convicts? When white jurors won't

convict white convicts? You don't have a jury system any more. We haven't reached that point yet, but there are manifestations of it.

So in terms of poverty, how long can we render invisible the social misery of disadvantaged fellow citizens? At least now there is discussion about how difficult it is to deal on the conservative terrain that has been shaped in the last 15 years. How difficult it is to get that slow, Titanic-like public bureaucracy moving in a progressive direction.

When I talk about political malaise, what I mean is regenerating a trust in the capacity of public institutions to make a positive difference. Unfortunately, the cynicism and the fatalism I talked about in young people holds for fellow citizens — and not just in terms of government but public life as well. We don't want to confuse government with public life, which occurs anywhere citizens come together to engage in public conversation. Government is simply one sphere of public life, a set of institutions that can be used for the common good and public interest. But once we reach the conclusion that government is the sole manifestation of public life, then we're in trouble. Government is important, it's a precondition for dealing with many of these issues, but we've got to talk about regenerating public life in terms of reconstructing communities. Usually governments don't come alive until public life outside of government has come alive.

How do we go about reconstructing communities? How do we deal with shattered families and shattered neighborhoods? How do we deal with decrepit schools? Maybe there are experimental ways to do this that government has not been open to because it has been locked into old paradigms.

When I talk about leadership, I'm talking not simply about the leadership of elected officials or of public bureaucrats, but grass-roots leadership, regional public leadership, national public leadership — not against government, but with government. And if we're lucky, with those enlightened elements of business — be they small, middle-size, or big — because there will be no fundamental reconstructing of our communities without that kind of partnership.

I read a fascinating book by Elliott Currie called *Reckoning: Drugs, the Cities, and the American Future*. Although Currie is not a pessimist, he does raise the possibility that this might be our last chance, that we're dealing with issues that have been festering for generations. I've called it "reaching a point of nihilism in our chocolate cities" because of the meaninglessness, hopelessness, futurelessness, and lovelessness that have taken on a life of their own, that saturate whole communities and subcultures. How do we turn that around if we don't talk explicitly about those nonmarket values that I mentioned before? About the love, care, and concern that helped each and every one of us to believe enough in ourselves to think that we can make a difference in life. That equipped us with an armor that's requisite for every human being who has to deal with the terrors and traumas of being human. To look death and disease and despair in the face and keep moving.

Young people who do not have that cultural armor or affectionate tie or support network —

which are being eroded in our market culture — turn to aggressive, destructive, and self-destructive modes. As I travel the country and look at what we're up against, sometimes I wonder whether in fact we can turn around this escalating violence. A new poll by Louis Harris reported that 9 percent of sixth- to 12th-graders had shot at someone; 11 percent said that they themselves had been shot; 40 percent said that they knew someone who had been killed or injured by a gun; and 15 percent said they had carried a gun within 30 days of the survey. It's scary, this gun culture.

The fear that a standing army is a danger to freedom and the belief that an armed populace is a necessary precondition for freedom are deeply embedded within the United States' collective self-definition. The principles of the Second Amendment, which was much more about an organized militia than it was an armed populace, are deeply embedded.

So what do we do? We do precisely what we're doing today. First, we have to convince one another that there is still hope. We have to engage in public conversation to mutually empower one another because faith and hope are very important when we're up against overwhelming odds. Second, we have to be open about shedding the tears, because the tears are worth shedding. There are too many folks who are being lost, and none of us can save all persons. Our small victories are very important. Third, we have to look the tragic facts of the past and the present in the face. We have to hammer out not first the public policy, but the broader vision, based on history, and the priorities that flow from that vision. Then we can engage the analysts. Then we can work out the details of the policies in light of our new priorities, in light of the larger vision, which is based on the history that we know to be part and parcel of who we are as a people.

It's a major challenge, but we have no alternative but to fight. In an essay on democracy, Learned Hand, a jurist on the 2nd Court of Appeals in New York, raised the question: How is it that this chaotic experiment called America, with its deep flaws — its white supremacy, male supremacy, class subordination, homophobia, and ecological abuse — remains afloat? He saw the imagination, talent, humor, sacrifice, and courage of the American people and said, 'It is always dawn, the day does in fact break forever.'

And, above the eastern horizon at this very moment the sun is about the people. And that's what I want to convey to you today — that even given the darkness of our times, you keep your head to the sky and your eyes on the prize and your hand at the plow and together we will turn around this deadly assault on our children, this deadly assault on ourselves, this fundamental threat to the grand experiment called America.

What's Working and What's Not Working in Safeguarding Our Children and Preventing Violence

July 20, 1993
1:45–2:45 p.m.

Program of Research on the Causes and Correlates of Delinquency: The Rochester Youth Development Study
Dr. Terence P. Thornberry
Professor, School of Criminal Justice
State University of New York at Albany

Dr. Thornberry presented the results of an ongoing study on juvenile delinquency and violent behavior that has been under way since 1986. He then discussed the major policy implications to be drawn from the results of the study.

He noted that three research projects compose the Program of Research on the Causes and Correlates of Delinquency: the Denver Youth Survey, directed by Dr. David Huizinga; the Pittsburgh Youth Study, directed by Dr. Rolf Loeber; and the Rochester Youth Development Study, directed by Dr. Thornberry. The objective of the program was to identify the major risk factors and causes of serious violent delinquency. The strategy has been to follow the same youths over their life courses to gain insight into the developmental pathways that lead to serious, violent offending.

Dr. Thornberry described the data collection process, which began in 1988. Some 4,500 inner-city students in the first through eighth grades have been involved since the beginning of the study. Interviews with both the youths and their primary caretakers (usually the young peoples' mothers) have been conducted once a year at one site and twice a year at two sites. In addition, extensive archival data from the police, courts, schools, and other social service agencies have been collected, making this the largest, most comprehensive investigation of delinquency ever conducted. He noted that more details about the study and an overview of the initial findings are available from the Office of Juvenile Justice and Delinquency Prevention in a publication called *Urban Delinquency and Substance Abuse.*

Dr. Thornberry pointed out that violence among teen-agers is so prevalent that it is almost normative in our society:

- By the 10th and 11th grades, when the subjects were between 16 and 17 years of age, 58 percent, or nearly six in 10 youngsters, reported some involvement in violent behavior.

- Not all youth were equally involved in violence. Some only experimented with violence, while others became chronically and persistently involved.

- A wide disparity was found between the number of violent acts committed by chronic violent offenders (15 percent of his sample) versus nonchronic violent offenders (85 percent of his sample).

- Chronic violent offenders reported committing 75 percent of all violent offenses, while nonchronic violent offenders reported committing 25 percent of all violent offenses.

"Clearly, the violent crime problem that we confront in America today is not evenly distributed, either throughout the social system or the offender population," Dr. Thornberry noted. "Instead, criminal acts are concentrated to a very high degree among a certain small, select group of offenders."

"This simple dichotomy poses an interesting policy issue," he continued. "If we want to be successful in reducing the overall level of violence in America, we have to reach that small group of chronic violent offenders, because if we don't, I suspect that we will not make any real dent in the level of violence in our society." Dr. Thornberry explained that if the violent behavior of nonchronic offenders — the easiest group to reach — were reduced by 100 percent, only 25 percent of the violent crime problem in the United States would be addressed. The other 75 percent of violent crimes would still be occurring. He concluded that "we must identify chronic violent offenders and respond to their needs if we are to be successful."

Dr. Thornberry then discussed two important points about youth offenders. First, chronic violent offenders have extraordinarily high rates of all forms of delinquency. For example, they commit property crimes, public disorder offenses, status offenses, and drug offenses, and they engage in alcohol and drug use. They also have high rates of other problem behaviors — for example, they drop out of school, join delinquent gangs, own and use guns, engage in sexual relations, become teen parents, achieve independence early from their families, and so forth. "These characteristics suggest that these individuals confront multiple problems and that we need to do something about those problems in a comprehensive fashion," he concluded.

Second, chronic violent offenders have multiple risk factors in their backgrounds that lead to violence. "Violence does not drop out of the sky at age 15," he said. "It is part of a long developmental process that begins in early childhood and culminates during the teen-age years."

Dr. Thornberry noted that prior research indicated the importance of families, schools, neighborhoods, and individual differences in the lives of young people, but it appears that peer and friendship networks exert much more influence on the behavior of youngsters.

"Youths who have delinquent friends have much higher rates of involvement in serious delinquency than youths who do not," Dr. Thornberry reported. "It is also the case that youths who come from families in which there are parent problem behaviors such as drug use and criminality also have high rates of serious delinquency themselves. However, the impact on

delinquency of having parents with high levels of problem behavior is much less dramatic than is the impact of having delinquent peers."

Dr. Thornberry then described the combined effect of these two variables on delinquency. He explained, "The rate of delinquency climbs higher when a young person has delinquent friends, and it also climbs when the young person's parents exhibit problem behavior. But the rate of delinquency is highest (10.7 serious delinquent acts) when both of these risk factors are present in the environment."

He explored the issue of risk factors further by focusing on family-based risk factors and their consequences for adolescent behavior:

- Youngsters who grew up in violent families were themselves more likely to exhibit violence, suggesting that a cycle of violence exists.

- Data from child protective service agencies showed that 70 percent of the children who were abused or maltreated, up through age 11, reported committing violent crimes during the teen-age years, compared with 53 percent of children who were not abused and reported committing violent behavior.

- Seventy percent of the children from households in which there was spousal violence were themselves violent, while 49 percent from households in which there was no spousal violence were themselves violent.

- Children from households that scored high on the scale "Family Climate of Hostility" were more likely to be violent than those children with a low score.

"Abused children are at much higher risk of later involvement in violence," Dr. Thornberry concluded. "But, what happens if these risk factors appear in combination?" The results of their combined analysis of these three variables — child maltreatment, spousal violence, and family conflict or violence — were rather dramatic:

- Thirty-eight percent of children who grew up in homes in which none of these three forms of family violence were exhibited reported committing violent offenses.

- Sixty percent of the children from families in which any one of these forms of violence was present reported committing violent crimes.

- Seventy-three percent of children from families in which any two forms of family violence were present reported committing violent crimes.

- Seventy-eight percent of children from families in which all three forms of family violence were present reported committing violent crimes.

In other words, growing up in families with multiple forms of violence doubled the risk of a young adolescent's involvment in violent crime. "This is an issue we have just begun to explore," Dr. Thornberry said, "and it seems like a fruitful line of research to continue because the combination of factors appears to have a great impact on later behavior."

Dr. Thornberry then discussed protective factors — that is, those factors that reduce the consequences of growing up in a negative family environment. "Although many youths may be at risk for delinquency and violence, not all high-risk youths become delinquent," he reiterated. "In fact, many of them are resilient, escaping or avoiding delinquency even though they have many risk factors in their background."

He identified nine family-based risk factors — such as unemployment among heads of household, low parental education, more than five family moves before the child was 12, and official records of abuse and maltreatment that helped to identify youth who were at high risk of serious delinquency. His definition of high risk was a child who experienced five or more of these factors. These risk factors were found to be significant.

- Of children who did not experience any of these family-based risk factors, only 11 percent reported being involved in serious delinquency.

- Of the youths who experienced one to four risk features, 22 percent reported involvement in serious delinquency.

- Of the youths who experienced four or more of these risk features, 36 percent reported committing serious delinquent acts.

"In other words," he said, "if five risk factors were present, the chances of youth involvement in serious delinquency tripled from 11 percent to 36 percent." Consequently, this was the group classified as high risk.

Dr. Thornberry said that not all high-risk youth were delinquent. He wanted to identify protective factors that distinguished between resilient youth — those who avoided serious delinquency — and nonresilient youth — those who engaged in serious delinquent acts. He examined 18 protective factors, 12 of which turned out to be significant. Dr. Thornberry found a large cluster of protective factors in education. For example, children who performed well in school, were committed to school, were attached to teachers, and hoped and expected to attend college were much more likely to be resilient and to avoid involvement in delinquency. "Clearly, the school has a major role to play in trying to protect youth from adverse or early family factors," he concluded.

He also found protective factors within the family — parental supervision and parent-child attachment — and among peers. For example, teens whose friends held "conventional" values and were involved in "conventional" activities were themselves much less likely to be involved in delinquency.

Dr. Thornberry's research showed that high-risk children — those with five or more family-based risk factors — whose environment was enriched with the 12 protective factors were more likely to be resilient. Among the high-risk youth:

- Of those having zero to five protective factors present, only 22 percent were considered resilient, with 78 percent of them reporting being involved in serious delinquency.

- Of those having more than nine protective factors present, 82 percent of the children were considered resilient, with only 18 percent reporting involvement in serious delinquency.

"We think this is very good news," Dr. Thornberry observed, "because it suggests that difficult early environments can be counteracted by pro-social activities and pro-social settings."

However, the bad news was that two years later the level of resilience had flattened out. "When protective factors were in place, there was a tremendous reduction in violence and delinquency," he stated, "but when they were no longer in place, their protective impact tended to fade."

Dr. Thornberry concluded by discussing three important policy implications that can be drawn from the program's research. First, prevention programs need to start early in the life course, during elementary school if not before. "It is important to interrupt the developmental pathways that lead to violent behavior as early as possible — before violence becomes part of the person's behavioral repertoire," he declared. "Evidence is mounting that waiting until the teen-age years is too late because programs have far too much to overcome at that age to be successful."

Second, intervention programs, especially those for chronic violent offenders, need to be comprehensive in their treatment of risk factors, co-occurring problem behaviors, and protective factors.

- Programs need to provide services that deal simultaneously with the multiple risk factors faced by chronic violent offenders and the coordination of the delivery of services so that the interaction among risk factors is explicitly taken into account.

- Treatment programs should not be narrowly based, for example, focusing on violence in one treatment program and drug use in another. Because serious offenders are apt to be involved in multiple forms of problem behavior, assessments for multiple problem behaviors need to be addressed and programs need to be provided that meet those needs.

- Prevention and treatment programs should add as many protective factors to the youth's environment as possible, because even high-risk youngsters who have multiple protective factors in their lives are quite resilient to delinquency.

Third, prevention and treatment programs should be in place for years, not months. "Most programs last for six or nine months," he noted, "and then youths are turned back to their families and neighborhoods. Unfortunately, programs of short duration cannot reverse the devastating consequences of multiple risk factors and co-occurring problem behaviors."

"Youth violence is a persistent and lasting problem," Dr. Thornberry concluded, "and if we are reduce it, we have to be prepared to provide long-term supportive services. There is ample evidence that when protective factors are in place and when well-organized treatment services are provided, behavior improves, but when they are removed, behavior deteriorates. Therefore, we need to extend the length and comprehensiveness of our intervention efforts, for by doing so, we may succeed in our efforts to reduce youth violence."

What's Working and What's Not Working in Safeguarding Our Children and Preventing Violence

July 20, 1993
1:45–2:45 p.m.

Howard University Prevention Project

Dr. Hope Hill
Clinical Psychologist and Professor of Psychology
Howard University, Washington, D.C.

Dr. Hill opened her session with a moment of silence in respect for those children who have been victims of violence and asked the audience to meditate briefly on the profound impact of violence on the quality of life for all children.

She prefaced her remarks by explaining how the terms of primary, secondary, and tertiary applied to prevention:

- Primary prevention is a reduction in the rate of the onset of violent and aggressive behavior.

- Secondary prevention is a reduction in severity after aggressive and violent acts have appeared.

- Tertiary prevention is the treatment of maladaptive behavior and the prevention of further violence among youth who have committed serious acts of aggression and violence.

Dr. Hill also explained the relationship between micro- and macro-level intervention efforts. "Most of the interventions that you will hear about are more micro-interventions. They focus

on children, families, and schools. However, it is critical to recognize the macro-influence of the social context."

"The development of violent and aggressive behaviors and the path they take have only now begun to be charted," she continued. Dr. Hill described the critical events and influences — including child-rearing practices, peer bonding, and positive bonding to social institutions — that are known to alter the course of aggressive behavior. However, she warned, "without equal attention to those macro-level forces of society that set the foundation for violence — racism, sexism, discrimination, unemployment, lack of access to resources, and poverty — advances in prevention and treatment will remain only theoretical. Individual acts of aggression or violent behavior do not occur in a vacuum."

She noted some key components in the prevention of aggressive and violent behavior:

- Developmentally appropriate interventions that begin no later than preschool and extend through high school.

- Interventions that are multifaceted, that focus on critical developmental areas such as the cognitive, emotional, social, affectual, and academic.

- Programs that integrate every aspect of the child's ecology — for example, the family, school, peer network, and community.

- Programs that are culturally relevant and that build on cultural values and norms.

A multifaceted program might focus on successful accomplishment of one key developmental task, Dr. Hill explained. For example, an intervention might promote the acquisition and solidification of identity in adolescents. She pointed out that many youngsters do not understand their cultural background or history, and preliminary research suggests that children, especially children of color, have benefited from proactive socialization to the values and norms of the culture. This type of intervention can in fact be a significant protective factor in the future.

Dr. Hill described a component of intervention that does not receive much attention: developing access to the economic resources of society. "We have reams of data documenting the effectiveness of interpersonal cognitive problem solving," she said, "but very little data on the importance of building access to legitimate ways to earn money and developing a skill base of competence at a very young age. As youngsters go through the developmental process, they must be able to identify and demonstrate their competence and see clear-cut pathways for them to use that competence after they complete school. Economic pathways for disenfranchised youngsters are as critical a developmental intervention as cognitive training and problem solving. This type of intervention should build competence, status, and respect."

She noted that short-term programs that focus on only one aspect of prevention are not ef-

fective. "It's not sufficient to introduce an 18-week program of conflict resolution in the sixth grade and expect to see long-lasting results," Dr. Hill observed. "Instead, interventions need to effect change in multiple areas of the social context."

Dr. Hill discussed the importance of having "an identifiable ethos, ideology, and culture." She lamented that too many young people do not feel a connection with their past or their present, but expressed hope because several programs around the country have begun to infuse culture, to use rights of passage, and to expose young people to an ethos or spiritual base that guides development. She believes that socialization should be bicultural and that native culture — be it African-American, Asian, Latino, or Native American — should be strengthened. Bicultural socialization "is absolutely critical in establishing a protective mechanism, a protective shield that these young people must use as they traverse the developmental spectrum," Dr. Hill concluded.

She briefly discussed how these various elements were integrated into her own intervention program, the Howard University Violence Prevention Program. The children in the Howard University project are between the ages of 8 and 11, live in violent neighborhoods, and have been exposed to chronic and acute instances of community violence. She emphasized the importance of developing communication skills among young people, so they can express their needs and get those needs met, and of strengthening identity through cultural awareness.

Another key element of Dr. Hill's intervention strategy is helping parents cope with disciplinary issues, promote pro-social behavior, clarify their attitudes toward violence, and regain their sense of power as problem solvers in attacking the problem of violence in their communities. "We know from the research on children of war that children look first to their parents to figure out how to handle stressful conditions," she said. "Parent empowerment allows parents to model effective problem solving solutions in the environment."

Dr. Hill said intervention studies suggest that teachers and schools can be trained to ally themselves with parents. The Howard University project consults with teachers to help them promote pro-social behavior among their students — the same children who are in the after-school program and whose parents are in the parenting network.

"One of the critical omissions in our field has been neglect of the community as a critical component in violence prevention," Dr. Hill commented. To provide children with the "safety net" they need, she recommended that police be trained in the mores of the community, that youth be encouraged to undertake community projects, and that safe havens be found for young children.

Dr. Hill challenged participants to question their programs. How does this program fit with other programs in the community? Is this a singular intervention, or will it link up with an early childhood program, a tutoring program, or a mental health program? Have I planned this program with the same love, energy, and commitment I would if it were for my own children?

"Our task today," she concluded, "is to reduce and eventually eliminate the pictures of violence that pervade our newspapers and instead to create powerful, developmental pathways for youth who have been historically locked out, to create a future for youngsters who question whether they will live to be 15 years old, and to return childhood to children. In short, our task is to safeguard the welfare of our children, to give them the opportunity to become productive citizens. ... To do this, we must take what scientific knowledge, common sense, and political power we have and create a safety net that promotes development among all children and protects them from the risk factors in our environment."

Goals 2000 Satellite Town Hall Meeting

July 20, 1993
7:30–9:30 p.m.

U.S. Secretary of Education Richard Riley and Deputy Secretary of Education Madeleine Kunin hosted the Goals 2000 Satellite Town Hall Meeting. The meeting, held at the U.S. Chamber of Commerce in Washington, D.C., was open to all forum participants.

Each month, the Department of Education broadcasts an interactive video teleconference for communities working toward the six National Education Goals. This meeting focused on how communities can reach National Education Goal No. 6: "By the year 2000, every school in America will be safe, disciplined, and drug free." The meeting particularly focused on strategies for keeping schools safe and disciplined.

This month's Town Meeting, moderated by Ms. Kunin, featured Attorney General Janet Reno, Secretary of Health and Human Services Donna Shalala, Director of the Office of National Drug Control Policy Lee Brown, and Secretary Riley. In addition to the Cabinet members, other panel experts in school safety and youth violence prevention included Peter Blauvelt, Director of Security for the Prince George's County (Maryland) Public Schools and head of both the National Association of School Safety and Law Enforcement Officers and the National Alliance for Safe Schools; Beverly Watts Davis, Executive Director of San Antonio Fighting Back, San Antonio's comprehensive, communitywide substance abuse and violence prevention program; and Edith Langford, Director of Richmond, Virginia's Weed and Seed project, a federally funded program using a community-based approach to combating violent crime, drug abuse, and gang activity in high-crime neighborhoods.

"There's violence throughout society," said Dr. Shalala. "If we're really going to have an impact on the schools, we're going to have to deal with all the other environmental issues too. ...Violence simply can't be seen as trying to make schools safe. ...We have to try to make the streets safe as well."

"We're not talking just about a criminal justice problem, but a public health problem," added Mr. Brown. "In essence, if we're going to make a difference, we have to involve the entire

community in a focused effort."

Attorney General Reno called for early intervention as a means of ensuring that children have the chance to develop into responsible citizens. "As communities focus on what can be done, I think that we've got to develop the continuum from the beginning ... to make sure that parents are old enough, wise enough, and financially able to take care of their children ... [and that the kids] are given appropriate intervention along the way," she said. "When the county commissioner tells you that it's going to cost too much, tell him that for each dollar of prenatal care, you can save $3 of hospital care that would have arisen because of a lack of [early intervention]."

The message of community responsibility was echoed by many panelists. Ms. Davis described how San Antonio Fighting Back works through three neighborhood resource centers in east San Antonio to provide training, support, and technical assistance for various community activities. "Our whole vision is to provide multiple strategies simultaneously. ...We focus on the individual and the community at the same time so that there is not any one of those factors that becomes a risk factor as opposed to a protective factor," she said.

Mr. Blauvelt, a former police officer, talked about his successes in reducing violence in the 173 schools in his district. One of the most promising efforts has been the creation of "safe teams" consisting of staff, teachers, students, parents, and law enforcement officers who advise on school security policy and gather information on safety. Mr. Blauvelt's methods also include student involvement: student patrols for the campus and bus routes, students as mediators, and students as role models.

"We've got to personalize what it means for a child to be frightened in school," said Mr. Blauvelt. "Too often, we begin to glaze over when the statistics come out. ...If we don't personalize it, if we don't understand that it's kids' lives, I think there's an opportunity to ignore the major issues."

Ms. Langford strongly agreed that strategies for preventing youth violence need to involve the entire community. "I try to enter a community as a 'student'; the residents of the community are the 'experts.' They know what the issues are, and they know what the solutions are. ... If I take that stance — identify the helpers and the resources in the community — then I can begin to assist them in solving their problems."

Ms. Langford talked about her experience administering Richmond's Weed and Seed program, which seeks to use a coordinated law enforcement effort to "weed out" violent crime and drug trafficking in targeted areas and then to "seed" neighborhoods with educational and other programs to help the community address economic and social problems. Services include school-based drug programs, tutoring, dropout prevention programs, job training, drug treatment, Head Start, and others.

The Richmond Weed and Seed project has established safe havens at public buildings in two

inner-city locations that provide law-abiding citizens — including students and the elderly — with a place for safe educational and recreational activities. Sites are open on weekends and after school.

Secretary Riley explained that proposed legislation would provide additional support for schools and communities that are working to combat youth violence. He said that two-thirds of the funds in the Safe Schools Act of 1993 would be used for "prevention, such as conflict resolution and peer mediation" and for "some of the schools with the worst violence to have the opportunity to receive some real help."

Keeping our schools safe is a community responsibility, not just a problem for school officials, concluded the members of the panel in the Goals 2000 Satellite Town Meeting.

Opening of Forum

July 21, 1993
8:00–8:45 a.m.

Violence in the Media and Its Impact

Paul Simon
Senator, Illinois

It is a pleasure to be here, and let me say that I am impressed with the team that Mr. Heymann is putting together at the Department of Justice. Let me also acknowledge the presence of Governor Kunin, the Deputy Secretary at the Department of Education, whom I have worked with and have always been uniformly impressed with her work.

Let me begin by sketching a few broad strokes, because obviously television violence is not the only cause of violence in society. You show me an area with high unemployment, and I'll show you an area of high crime. Show me an area with poor-quality schools, and I'll show you an area of high crime. It is obviously linked to social problems. It is also linked to drugs, and on this issue, I am pleased with the shift of emphasis. Up to this point, we have spent up to 75 percent of our federal anti-drug money on the get-tough law enforcement side, and clearly that is part of it. However, there has to be an emphasis on education and treatment. These aren't dramatic, but they work over the long term.

How many of you have quit smoking over the past 10 years? Look how many people we have right here in this room who have quit smoking. Education works, and it can work in the area of drugs.

We also know what doesn't work. That is spending billions and billions of dollars on more prisons. In 1970, 134 per 100,000 people were in prison. Today, it is 455 per 100,000. We

have more in absolute numbers and more in percentage of population than any country that keeps these statistics. South Africa has 311 per 100,000 people; Canada has 109. Clearly, we know what does not work. Spending billions on prisons rather than looking for constructive alternatives for people is not the answer.

Another area that has to be faced is the area of weapons. Last year in Chicago, 927 people were killed by firearms. Toronto, which has a similar population, had 17 people killed by firearms. Approximately four and a half times more people were killed by firearms in Chicago than in all of Canada.

Clearly, we have to do better, and this includes a waiting period for issuing firearms. Illinois has a waiting period. Last year, 2,092 convicted felons were denied the right to buy a handgun in Illinois. In addition, 367 people wanted by law enforcement tried to buy a handgun and were arrested by the police. ... Criminals are not always the smartest people in the world.

No one can convince me that we are better off without the waiting period. The difficulty with the law is that if people get turned down in Illinois, they can go to a neighboring state and buy a gun. We have to change the law.

Secondly, there are guns we simply should outlaw. I live in deep southern Illinois — hunting country. I often see more deer there than people. I see hunters all the time, but I've never seen a hunter with an Uzi before. We just do not need these weapons. We need to get rid of the whole proliferation of gun dealers. There are more gun dealers than service stations in our country. It costs more to belong to the National Rifle Association than to become a gun dealer. All gun dealers have to do is fill out a simple form and pay $10 a year. Gun dealers also have special protection. The Department of Justice can come in and inspect your books if you sell alcohol or furniture. However, if you are a gun dealer, the law states that your books can be inspected only once a year unless there is a court order.

Finally, we have to pay attention to violence on television. It is not *the* cause of violence, but it is a *significant* cause. The reality is that this is a problem we have not fixed.

I became involved in the area of media and violence accidently. While I was staying at a hotel, I turned on the television and saw a program with someone being sawed in half by a chainsaw. Now, I knew it wasn't real, but I wondered what happened when 10-year-old children saw this. The next morning, I called my staff and said there has to be research. They called back and said there is research. In fact, there were more than 1,000 studies, 85 of which were very substantial studies.

Next, I called the leaders of the television industry into my office. I told them that I did not want to trample on the First Amendment or involve government censorship, but I did want to deal with the problem. I told them that I wanted them to get together and create standards. The vice president of one of the stations said they had done research on this and that there was no harm. I told him that he reminded me of the tobacco industry executives who

say they have research that says cigarettes do not do harm. The leaders in the media industry then said they cannot develop standards because it would violate antitrust laws. So I introduced a bill to have an exemption in the antitrust laws. The bill finally passed.

Now, we are starting to make progress. First, in December, the four networks (Fox included) came to me with standards, although they were not as specific as British standards. For instance, one standard states there will be no gratuitous violence. What is gratuitous? This is very difficult to know. Second, there are leaders in television today like the president of CBS, who are saying, "We are part of the problem in society." This is a very different attitude.

However, we still have another problem. There is one major children's program that has two versions of its show produced. One is a version with violence to be aired in the United States, and the second is a nonviolent version for other countries.

The presidents and chief executives of the four networks have agreed that all new programs with violence will have parental advisories. This will help somewhat by serving as a warning to parents, but its greatest significance will be that advertisers will not want to advertise on programs with these advisories. So, these advisories will hit networks where it counts — in their pocketbooks.

Other areas of media are also addressing the problem. Cable companies are talking about what to do. The movie industry has been holding a series of meetings with producers and directors. We hope to gradually get some movement there — how much, I do not know.

On August 2, 1993, for the first time a meeting of all the elements of the media industry will be held to discuss one item — violence on television. My hope is that something concrete will come from this meeting.

One of the things we have to realize is that freedom is a great gift, but it can be abused. We want to have answers that do not involve government censorship, but that do involve an improved medium. It has been done in the past. For example, the old movies like "Laura" in which the characters were smoking. Things have changed, and movies and television have improved that area. The old racial stereotypes seen in shows like "Amos and Andy" have disappeared. That has helped our society.

There is no reason the medium of television cannot be used in a positive way. The problem is not violence itself. If you are going to have a movie on the Civil War, there is going to be violence. When the news reports on events such as those in Bosnia, there is going to be violence. The problem is violence for entertainment. Entertainment violence that glamorizes violence and that does not show the pain. Where you do not see the relatives of victims of violence. Where your heroes and heroines always turn out okay and are not killed or hurt in the process. Entertainment violence is what we have to change.

I'd like to now hear from you at this forum. Are there any comments or questions?

Participant: I agree that media violence is an issue, but I also believe we have to look at year-round schools and expanding hours for parks and recreation.

Senator Simon: No question. I don't know if you were here for the beginning of my remarks. Media is one part of the problem. It is a significant part of violence. We have to be working with the total picture, which includes the issues that you mentioned.

Participant: As a news representative, I would like to ask if there is any attention being given to the news media? I want to focus on news at the local level where there is such an obsession with reporting every missing child, every murder, and every kidnapping, instead of mixing in some positiveness. The news often gives a very distorted view of urban life. A lot of the kids I work with watch local news as opposed to national news. Obviously, on a national level, there has to be reporting of events such as in Bosnia, but it is a different issue at the local level.

Senator Simon: There has been some discussion of these issues. Through entertainment and news, we get a distorted view. For example, we think that the great threat to us in terms of violence is from a stranger. In fact, statistics show that it is from a family member or acquaintance. When watching news on television, we think that the single woman has the greatest threat to violence, when in fact it is the married woman. One other distortion of urban life is teen-agers. The public gets a very wrong image.

I think television can play a much more constructive role. And, this is where you come in. I don't know your situation or your local station. But, you know people who run television stations and people who work there. We can build grass-roots sentiments that say we can do better. We have to diminish violence on television. We imitate what we see. If they glorify a bar of soap, we go out and buy that soap. If they glorify an automobile, we go out and buy that automobile. And, if they glorify violence, we imitate the violence. While this is true to all of us to some degree, it is especially true of children. I have a 3-year-old granddaughter and she imitates what she sees on television all the time — and it's not only the good things. It's the things that aren't good. We need your help.

Youth Panel

July 21, 1993
8:45–10:00 a.m.

Introductory Remarks

Dr. Franklin Smith
Superintendent, Washington, D.C., Public Schools

Dr. Smith said it was a pleasure for him to be at the forum, especially in light of the complex issues currently facing schools today — a time when educational budgets are dwindling, when more demands are being placed on educators in terms of student achievement, and more money continues to be spent for safety and security within the schools.

"It is impossible for our students to achieve the goals that have been set for them when they do not feel safe," he stated. "And, it is impossible for teachers to teach in an environment where they do not feel safe. Many of our youngsters see schools as probably their only safe haven; however, they still fear what happens between their homes and their schools and even within their schools."

Dr. Smith said that he was pleased that the forum included students, because he could not think of a better way to get input into real problems by talking directly to young people. He speculated that students from the District of Columbia would say, "He doesn't talk to us as much as he should." Dr. Smith acknowledged that they were probably right — that he does not talk to students as much as he would like — but he explained that he often speaks with a particular group of students. Called the Upper and Lower House of Students, the group involves student council members who meet with Dr. Smith to provide him with student input.

While this group is not a cure-all, it is interesting and useful he stated. For example, when discussing metal detectors, many parents and adults were somewhat opposed to the idea, believing it would make schools into prisons. Surprisingly, these security measures had little resistance from the students, who felt that more security was needed. The students perceived the security not as a cure, but as something that would prevent weapons from entering the schools.

Dr. Smith asserted that what students are asking for is more programs that include peer mediation and conflict resolution. "This makes a lot of sense to me," he said. "If we can get our students to solve their differences by talking to each other, then I believe that a lot of the problems we experience in our schools with weapons and other violent acts could be deterred. Our students know more about what their peers are doing or thinking about doing than we will ever find out."

Students have also talked to him about the need for before- and after-school recreation ac-

tivities. He said that these programs are needed because young people do not have anything to do in their communities except go out into the streets. Students have also talked to city leaders, including the mayor, about increasing the number and types of recreation programs. Dr. Smith remarked that although the adults tend to have some degree of reluctance about establishing and implementing these programs, young people are saying that they can govern themselves and that they want to be given a chance. As a result of student involvement, there is now movement in the direction recommended by the young people.

Continuing, Dr. Smith stated no one argues that high goals have to be set for young people. "Obviously, we are not achieving the degree of success that we should in education," he said. "However, most of us recognize that there is the additional aspect of safety and security that we never had to deal with before. Think back to the problems that we experienced in education some 20 years ago — disciplinary problems such as chewing gum, talking out loud, and throwing paper. Now think about what we are dealing with today — problems of elementary students bringing guns to school to protect themselves."

Dr. Smith referred to television and the media, commenting about one night when he was changing channels and saw sex or violence on at least seven or eight channels. He said that young people watch and emulate that kind of behavior.

"We talk about what we call pharmaceutical distributors. You know, the ones that are illegal on the corners out there," Dr. Smith said. "Think about how they lure our students to be a part of their behavior. Those of us adults who are so busy with our schedules, we tend to just ignore our young people. Even within our own homes, we do not devote the time we should to our children because of other responsibilities. These children get lonely, and they walk out on the streets where there is a man standing on the corner who spends more time with them, who pleases them more, and who will give them nice gifts. And, what eventually happens? Those adults lure our students, and then we wonder why so many of our youngsters are going astray. It is because someone who is on the negative side of the ledger has figured out how to captivate the attention of the young people; pay attention to them. That is what I think we have to do as a group, and I'm sure that you will hear this from some of our young people."

Dr. Smith anticipated hearing from the youth panel, noting that if the panel was as lively as other youth panels he had witnessed, it should be a "real treat and very informative." He thanked officials for the opportunity to be at the forum and welcomed forum participants to Washington, concluding, "If we can't solve the whole crime and violence issue, I think there is little hope for achieving the goals we have set, especially in the urban centers in the education arena."

Youth Panel

July 21, 1993
8:45 to 10:00 a.m.

Susan Kidd, Moderator
News Anchor
WRC–TV, Washington, D.C.

Ms. Kidd greeted the participants and panel, noting that television had taken quite a few hits during Senator Simon's and Dr. Smith's remarks and adding that she believed many of the comments were well-deserved. She stated that as a mother of three children, she deals with the problems found on television by simply shutting it off every now and then. Ms. Kidd emphasized to participants that, when a decision is made to shut off the television, it is important to write or call the station and tell them why it was shut off. She guaranteed that input from the consumer would make a difference and encouraged that kind of action.

"There are people working on the inside," Ms. Kidd stated. "I can't speak for the entertainment industry, but there are people working on the inside of the news industry. People trying to change or bring some balance to what is shown. But we need pressure from you."

She then focused the discussion on the youth panel, noting that the panel's members represented the entire country, from Washington, D.C., to Texas to San Francisco. All of the young people had stories that needed to be heard.

The following is an edited transcript of the panel's discussion.

Frankie Rios
Kips Bay Boys & Girls Club, the Bronx, New York

Ms. Kidd: We will begin with Frankie, who is from the Bronx. Tell us about some of your personal experiences.

Frankie: On October 10, 1991, my sister was kidnaped. About a week later they found her dead on the highway. That is the part of violence that I have experienced — not only me, but also my family and the Boys & Girls Club of which she was a member. She was 10; I was 19.

Ms. Kidd: How did you cope with that?

Frankie: I got a lot of help from the Kips Bay Boys Club. They gave me some reassurance. They were there for me. I had someone to talk to.

Ms. Kidd: Your parents had to deal with it at the same time?

Frankie: I had to be there for them. I had to kind of take charge of what they needed to do but couldn't do. I got a lot of help from the police department, from family members, and from the Boys Club. If it wasn't for the Boys Club, I don't know how I would have handled the situation. They're like my second parents.

Jose Mendoza
Cities in Schools/Burger King Academy
Spring Branch Senior High School, Houston, Texas

Ms. Kidd: Jose, who is 18, has seen violence from another end. Jose told me that he is a former gang member. Can you tell us a little bit about that?

Jose: When I came to the United States from Mexico, I got involved in gangs — an activity that I thought impressed me. I was once involved in dealing drugs. I lost friends. I learned to live in the streets, because my parents were not always there for me. I guess I had a second home in the streets and that was what attracted me to gangs.

Ms. Kidd: What made you lose that infatuation with the gangs?

Jose: When I saw some of my friends get killed and the pain of their moms and dads, it just snapped in my head. You know, it could be you next, and your mom might feel like that someday. I had to find a way to get out of that lifestyle.

Ms. Kidd: Was it hard for you to make a break from it?

Jose: Yes, it was, because I thought I was alone. I didn't think I had any help. So, I basically tried to get out by myself. I tried to do everything by myself. So it was real hard to get out.

Ms. Kidd: Was there anyone to help you? Was there any place you could go? Were there other people maybe feeling the same way?

Jose: I think there were. Probably other gang members that wanted to get out, but maybe they were afraid to get out. I think there were a lot of people who could have helped me. Now I realize that. There were teachers and counselors who I'm sure would have been glad to help me get out, if I would have just asked.

Donald Marks
Super Leaders Program, Washington, D.C.

Ms. Kidd: We have a native Washingtonian, Donald Marks, who had personal losses because of violence. Tell us something about those losses.

Donald: Recently, my uncle was shot in the head by a 14-year-old boy. He died March 12th. The night he died, I caught the guy that shot him, and I turned him in to the police. The wit-

nesses that saw the murder have since changed their stories because the boy's friends threatened them. A couple of days later, one of my friends from the neighborhood tried to give me a gun, telling me that the boy's friends were after me and that I would have to prepare myself — you know, "Get them before they get you." But I told my friend that I was against violence and that I wouldn't perpetuate it at all. Not taking that gun from a friend was the hardest thing.

It seems like society is pushing young people to go with the flow. Everything we see on television is about reaction. It is not about thinking about doing the right thing; it's about responding to the effects. If someone causes pain, you just respond.

Even the music we listen to is doing this. I listened to Dr. Dre's tape, and the more I listened to it, the more I wanted to pick up a gun and go get the guy that shot my uncle, so I had to throw that tape away.

The night my uncle was shot, I went to his room where he had a lockbox with a gun in it. As I was trying to get the box open, I called out to God and said, "God, if there's a gun in this box, I'm going to kill that boy. But if it's not here, I wash my hands of it." When I opened that box and there wasn't a gun in it, I said, "I don't want that boy killed. I would prefer him to go to jail than to be killed, because I will not perpetrate violence."

Ms. Kidd: You lost several friends?

Donald: I've lost 40 friends in the last seven years. I've seen one of my friends get shot in the head, in the neck, and in the chest. I saw him call out for his mother, and I saw his chest swell up so big. I saw everybody standing around crying. It's sad.

One of my friends was shot in a car as he was taking his girlfriend home. A white van pulled up on the side of his truck and shot him six times in the chest. His girlfriend was pregnant, and she got shot in the back. She is paralyzed for the rest of her life.

Most of the stuff that these young people are doing is directly from the movies. Before the movie "Colors" came out, I had never heard about an incident where someone got shot in a funeral home. About a year after the movie came out, someone drove past a funeral home and shot into it. It has happened two times in the District since then. Somebody even fired into a church on Georgia Avenue during a service one Sunday. The people doing this are getting these ideas from the movies.

Patrick Mark
Community Partnership Grant, San Francisco, California

Ms. Kidd: Patrick has something to tell us this morning about his personal experiences with violence.

Patrick: I have a friend; he was a good person. He was struggling through life because his family never gave him the things and support he needed. He has struggled for so long that he is getting weak. He said, "Why am I being so good when I can benefit from the violence? I can get more things joining a gang than by being afraid of them."

We use to walk several blocks just to avoid gangs and their hangouts. Now, he has hooked up with the gangs. He doesn't care about what he does to society or how he is corrupting it. He just wants the money, because he thinks that is what you need to succeed.

Ms. Kidd: Patrick, you said his family was unable to provide the things for him that he needed. Are you talking about the things he wanted like clothes and a car, or are you talking about love, support, and guidance?

Patrick: All of that. All he wanted sometimes was a good haircut, but he couldn't even get that. He had to wait until they got extra money. He would take clothes from me or his other brothers, but he didn't want that. He wanted to be decent, just like other kids in school. It hurts so much to know that he's out there now, with the other gangsters. He spent so much time talking about this guy got shot or that guy got shot, then finally saying when someone he knew got shot, "Oh my God, this really happens, he got shot." My response to him was "No shit, it does happen!" It is time to do something about it. It is affecting everybody. I just lost a brother. You know, one of the good people.

Shamikiya Gray
Super Leaders Program, Washington, D.C.

Ms. Kidd: Shamikiya has experienced some difficulty in feeling comfortable going to school. Tell us about that.

Shamikiya: Well, when you go to school, you don't expect to be shot or to be afraid to be killed. You should feel safe in school. I don't see any reason why somebody would want to bring a gun to school. You know, shoot the gun and bullets flying around and hitting people randomly for no reason. I lost an uncle that way. Four boys were sitting on a fence while my uncle was pumping gas, and they shot him in his chest for no reason. Just because they had nothing else to do.

Ms. Kidd: How did your family try to deal with that?

Shamikiya: It was hard for all of us, because we didn't understand why they took an uncle from me and a brother from my mom.

Ms. Kidd: What has happened since then? Has there been a trial? Have any of these people been punished?

Shamikiya: No. They can't find them.

Ms. Kidd: Do you think you have any answers to the questions you had when it happened?

Shamikiya: Well, I do know this — that whoever did it will have to live with the guilt of knowing that they killed a member of someone's family.

Mia Robinson
Super Leaders Program, Washington, D.C.

Ms. Kidd: Mia is our youngest panelist today. She is involved with a group of young people trying to do something about violence. Tell us about the group that you are involved with, Mia.

Nina: Super Leaders is a group that helps build self-esteem for young people like me and teen-agers. I've been in this group for more than two years, and we have accomplished some goals. We've been working with another youth organization called the Police Chief's Task Force To End Violence. We have summits on teen violence; there are some shocking stories that teen-agers tell.

Ms. Kidd: Do you guys think that these kinds of organizations make a difference?

Donald: Definitely. Just being there for me if I need them helps.

Ms. Kidd: Adults or other young people?

Donald: Adults and young people.

Ms. Kidd: Patrick said we are doing too much talking. Patrick, what should we be doing?

Patrick: We should be understanding the problem. We should be concentrating on the causes and not the effects. Because if we concentrate on the causes and stop the causes, then the effects will stop.

Ms. Kidd: So we should start at the front end and stop worrying about the back end. We hear a lot about prevention. What do we need to do? What did you guys need for help when you wanted to get out of the gang? What would have made that decision easier for you?

Patrick: I think it's about knowing where to go for help, because I'm sure that almost anybody would take a little time to help. It is not knowing that there is help out there; it just kind of scares you inside. You know, like I'm alone, and I'm by myself. I think that is the main reason — not knowing that there are places that can help you. There are people who can help you and people that care. You just have to look for them. But I think they are a lot easier to find when another youngster says, "You're not alone. I know where to go, I know who can help." That's the problem officials have. The only commercial I see on television geared toward getting help is the Boys & Girls Club. I don't know why other officials or

programs can't get the benefits of doing the same exact things. The Boys & Girls Clubs aren't the only programs out there.

Ms. Kidd: Television stations put public service announcements on at 3 a.m., that's part of the reason and part of the problem.

Patrick: That's the mistake the government has made. Talking about kids doing violent stuff and not showing them where they can go for help. I think they should advertise the programs more.

Ms. Kidd: You need to know where you can go. Donald is involved in a couple of programs here in Washington, D.C., that attempt to deal with the problems. Would you tell us about them, Donald?

Donald: I'm an alumnus of the Super Leaders Program, which trains young people to be counselors. We help our peers deal and cope with violence or any other personal problems that they may have. The other organization, which really stems from Super Leaders, is the Police Chief's Youth Task Force To End Violence. Right now, I'm the chairperson for the organization. We've been going around to the community to clean up projects in the neighborhood, talk to little kids, and provide entertainment programs. Another thing that we did in Super Leaders is help this girl who had a fire. All the students chipped in and helped her. We gave her clothes and helped her buy furniture. That is something young people need to do.

Ms. Kidd: Young people need to feel useful?

Donald: Yes.

Ms. Kidd: I think adults would say to you that it's easy to figure out what's wrong. Where do we need to start to change it?

Patrick: We need to start with ourselves. We need to give everybody an equal chance to succeed. That's where we have to start.

Shamikiya: I don't understand why these programs are set up for a year, and then when those who set them up think that all the violence has come to an end, it starts right back up again. Why can't we have long-term programs? I mean, it's like they put it in and then they snatch it right back, and we are right back where we began. And, I want to know that if the violence does stop, is the government still going to care about today's youth?

Ms. Kidd: Are you saying that you only get attention when something is wrong and that you don't get attention when something is right?

Shamikiya: Yes. There are children that are in-between, like me. I'm an average student in school. I don't cause trouble. There are a lot of us who are in-between, and all the programs

are for kids who are in trouble. I can understand that, but what about the ones who are in the middle?

Ms. Kidd: We talk a lot about the problems on television. I think everybody probably does know or should know that violence, drug abuse, alcoholism, and other problems are not limited to the poor. What about what you see at home? There's been talk about emulating television. But, aren't a lot of young people emulating what they see at home and outside their doors? How do we begin to help families?

Jose: I think that's the main point. A lot of people think that the violence starts outside, when they leave home. But, if kids are at home with parents that don't want to deal with their kids' problems or are too busy with their own jobs, then kids are going to think that their parents don't care. So who else is going to care? They are going to go to their friends who are going to tell them to do this or that because they care. They have no choice. If they don't think that officials are sincere or that their parents care, and if they don't have a Boys Club or some kind of program they can be a part of, then they have no choice but to be a part of that other society.

Ms. Kidd: Evidently Patrick's friend felt that he had no choice. Do you think he had a choice?

Patrick: He had a choice to be freaked out about joining a gang or to be in it so he wouldn't have to be scared of it. Those were his choices.

Ms. Kidd: Why haven't you taken that same route? Isn't it the same choice that you have? Confess, if you have. I want to know, is that the only choice that you have?

Patrick: I'm not in the gang, but I'm willing to do what I have to do to survive.

Jose: When I was in a gang, a lot of the gang members were there because they felt it was their family. They would say that their parents were their legal family, but they're not there for them. It's, "You watch my back, and I'll watch yours, because we're family now."

Ms. Kidd: I'm curious about the choices that you have made and the choices that you see other people make. Is it that they didn't have a family that cared? Or, is it that their families weren't reacting the way they wanted them to react? Their families weren't saying what they wanted them to say?

Patrick: I think there are some parents that don't have time to be watching their kids — even for four or five hours. Where I live, it's mostly everybody works day and night. I rarely see my dad. My mom comes home. She's too tired to deal with us and goes straight to bed. It's not that they don't have a family; it's that they don't have time to be a family. So, to be a part of something, the kids go and join something that they know is going to be there for them whenever they need it.

Frankie: Parents can make a choice. If they are too involved with their careers or have no time to spend with their kids, then they can always put their kids into a program. They don't have to wait until the program comes to them.

Ms. Kidd: Jose, when Patrick was talking about his friend not having any choices, what were you thinking when he said that?

Jose: I thought about the same thing. When I was getting involved with gangs, I had to do that because there was nothing else for me to do. I guess it's just a mental thing — you think there is nowhere else to go. You see all those kids running around and having everything — the cars, the money, the girls, and more. You want to be part of that. You have a lot of choices.

Ms. Kidd: That has more impact than the dead kids, kids in wheelchairs, or funerals of your friends?

Jose: Everyone thinks it can't happen to me — I'm superman or whatever. But, once it happens to you, it's not a movie or lyrics on a tape anymore. It's real life, and you have to deal with it. It grabs you, it slaps you around, and says wake up.

Ms. Kidd: Where should we begin?

Shamikiya: I think it needs to start in the community, because that is where it all begins. When you're young and you see your peers doing stuff, like running around or drinking beer, you want to be just like them. Don't you think that I'm going to do what they are doing?

Ms. Kidd: I don't know. My mother used to say, "If everybody jumps off a bridge, are you going to jump off one too?" I think all young people want to be like the group. And, if we had the answer as to what makes young people not follow, I guess we would all be geniuses. There's a young man in the audience who has something to add to all of this.

Orlando McGruder (Center City Community Corporation, Washington, D.C.): I've had that same type of experiences as the kids on panel. I've experienced even more stuff. Once you live in Washington D.C., you really see how it is — the good way and the bad way. Most of the stuff, believe it or not, happens in the richest areas — because people are always outside in the really low neighborhoods. It's a community thing. We can't do it by ourselves. It has to be all of us together. Look at us, we're dropping like flies.

Ms. Kidd: Do you feel that you get support from the adults to fight the problems that you face?

Orlando: It's like you said, it goes on for a year, then gets cut.

Ms. Kidd: What about the adults, not those involved with programs, but those who live in

your community?

Orlando: When they do try to help, police get involved. If we are trying to do something constructive, the police come over and say, "You can't do that." Police are also part of the violence.

There is a van that I have, because I thought the wrong way was real good. I was selling drugs. I had so much money that I could get anything I wanted. I wanted those things until I got in trouble with the law, then I just stopped. I hear people talk about the same old thing. We have organizations all over the nation, as you can see, and it seems that nothing is working.

Ms. Kidd: We also are interested in other people's questions and the issues they would like to pose to these young people.

Monique Taylor (Boys & Girls Club of Delaware, Wilmington, Delaware): Over the years, Wilmington has not been that bad. However, two days before my birthday, one of my male friends got shot in the head. It happened right around the corner from my house. I see all these people or these adults that are sitting here. Why aren't there more of our nation's children in here? Instead of the adults sitting here dictating to us or bragging about the programs they run, why can't we tell you guys the programs that we want to see run for us? In the breakout sessions, I felt left out. I'm telling the adults how I feel, but then they change it around to what they want me to say. Do you hear what I am saying? They rearrange it and talk over my head. I couldn't understand a thing they were talking about. Why is it that there were 21 grownups in the breakout session and only one teen-ager? How are we going to find a solution with only one teen-ager?

Ms. Kidd: Most of you don't think that adults listen to you?

Monique: Not really.

Youth Participant: It's not that they don't listen. It's that they don't understand.

Orlando: The communication gap is not only between young and old people, but between women and men, whites and blacks, Asians — whatever. We are divided to the point where we can't talk to the people in the northeast side or the northwest side of town. We have to find a way to close the communication gap.

Ms. Kidd: Patrick had a very interesting statement that he wanted to read.

Patrick (reading a statement that he wrote): One way that the United States achieves its power is similar to the way that Chinatown chooses power. For example, the United States has a lot of power all over the world because it is well-equipped with technology and weaponry. Therefore, it is in a good position to intimidate the rest of the world. In Chinatown, it

is the same situation. If you have weapons and a keen sense of others' vulnerabilities, you will be able to intimidate them. The violence problems have been around for so very long because we have adapted to violence. Many people have been around violence for so long, they feel it is a faster way to get money and power. The minorities have figured out the violence from the white people or the government, such as police, bosses, managers, and the U.S. military. Many people in the United States need to unlearn violence. The people need to figure out a different method to achieve what they want. However, if you teach how to unlearn violence, you should not start in the ghettos. Violence there might be the most noticeable, but that isn't where it starts. The ghettos are just part of the communities, and the communities' actions reflect effects of violence — not its causes. The community does what it has to do to cope with what the government, the police, and the employers have done to them over the past century. In order for everybody to unlearn violence, the government has to figure out alternatives to solving its differences with other countries. The police have to figure out alternatives with the problems of the communities. The bosses should also figure out their alternatives for their employees. Only then people will have a chance to succeed in unlearning their violence. People in the community unlearn violence before people in higher positions unlearn violence. They will only be vulnerable if the country commits violent acts toward them. This is what I mean, when I say you got to stop violence by first understanding the causes and then stopping the causes. Only then can you stop the effects.

I'll give you an example of oppression in this country. I have a friend, he is a working-class, American-born Chinese. He has three brothers. His family doesn't have enough money to give him what he needs. He lives in a one-bedroom apartment, two of his brothers live in the dining room and he lives in the living room with his other brother. He also did well in school and has a paper route. He had a good goal in life, to become a comedian. But, he felt he wasn't going anywhere, and he was making too little money. He lived in constant fear of Chinese violence. He use to walk several blocks just to avoid gang hangouts. Then, this year, he started to harden. I guess in a way he began to think he was being a sucker. He wanted the street violence to work for him. When this started, his mind started to change. He stopped caring about the people around him and started wanting to benefit himself only. He forgot his true friends. Just a couple of weeks ago he stole money from me. He's out there now.

To decrease violence, people have to be given an equal chance to succeed in society, regardless of their race, gender, or class. If there are barriers, you are being oppressed and being stopped from your goal. People should not be oppressed. Oppression can only lead to more frustration and violence. An example is my friend. What people in the ghetto have to realize is that we are paying too many consequences for violence. We should not have to live in the ghettos. There shouldn't even be ghettos. We should be realizing our civil rights. We have to get each other to believe in the causes of civil rights and equity. Then we must make a stand. Thank you.

Adult participant: If you could get more school courses, like reading, writing, and math, what courses would be most helpful?

Panel: A violence prevention class. Something that teaches you that guns are killing people and that we need each other to stop violence.

Youth participant: I think that most of the frustration of black people — from the ghettos and the projects and even the black people who don't live in the ghettos or projects — is there because they don't know where we come from. It's not taught in school. My mom tried to teach black history to me, but she only knows so much because she was not taught in school. If I knew where I came from, I would have much more pride in myself. If African-American history and other histories were taught in school, instead of Anglo-Saxon history, I think much of the violence would stop.

Donald: I agree with that. When I graduated from junior high school, I was making straight D's. It wasn't until I took it upon myself to study black history that my grades improved. I graduated from high school with a lot of A's and B's. We need a history course that deals with all of our cultures so we have a better understanding as to who is in this great melting pot.

Youth participant: They might teach some black history, but not all black history. They might tell you it starts with slavery, but that's not where it all began. We don't really know where we come from. It's not our fault.

Ms. Kidd: Don't you have a library card?

Youth participant: They should teach it in school.

Ms. Kidd: Well, they should. But you don't stop learning when you get out of school, do you? I want to point out that there is something you can do to alleviate this.

Orlando: Young people like nice things, and sometimes their parents can't afford those things. Young people want things right away. So, if somebody provides them with the means to get the things, they take it. Like they want $120 tennis shoes because advertisers are gearing their ads to young people. So when a young person says, "Ma, can I have those tennis shoes?" Mom says, "Well, baby, I'm on welfare, we can't afford that."

Ms. Kidd: I can afford to buy my kids any kind of tennis shoes that they want, but I don't do it. If my children ask me for a $120 pair of tennis shoes, I say, "No, because I'm not spending $120 for a pair of tennis shoes that you are only going to wear three months." It has nothing to do with someone being on welfare. You don't need those shoes.

Orlando: This is the problem right here. Communication gap.

Ms. Kidd: Children have always wanted things they can't have. I'm not trying to say that young people have no values, but what is it that makes those young people say, "Well, I got to have it, and I'll do whatever it takes?"

Youth participant: It makes you feel good when you know you can get something. It's not the point of having it; it's knowing that if you want something, you can get it.

Orlando: Young people want things. They don't understand the value of those things. All they see is that a friend has it. One day, my friend came to school with this sweater on. I'm like "Man, where did you get that sweater from?" He said it cost $150. I asked him what he had been doing. He starts telling me he was dealing drugs. I told him that he can't do that. He was having problems in reading, he could hardly read.

Ms. Kidd: Did you go and do what he did?

Orlando: No, I didn't. Because I feel that I'm a stronger person and that I don't have to have it. I can wait for whatever it is I want.

Participant: So are you saying it is in the sacrificing that you built your character?

Youth participant: What I want people to realize is that they do have to make the sacrifice. This is the sacrifice for the government, for the agencies, and for the parents. Now we're asking you as parents and as the government to make or take that extra step to make this work. Are you guys willing? It's going to take sacrifice, so you are going to have to get on the front lines with us and make this thing work.

Ms. Kidd: So what happens when you go back to your friends and you start preaching nonviolence and doing without? What do they say to you?

Youth participant: They'll say, "Why don't you shut up and go in the house."

Donald: When violence was being perpetrated, and I started seeing all these people dying, I sat back, looked at it, and said, "Hold on!" One night a lady downstairs called me and told me to look out the apartment window. I looked out the window, and I saw this guy lying on the ground. He was shot in the head two times and blood was everywhere. That was when I started counting my friends that got killed — I started writing down how they got killed, the day they died, and the time they died. If I knew who did it or the cause of death, I wrote that down. I have a list at home of all my friends that were killed. That list keeps me real. It makes me deal with the issues and try to stop the violence. It keeps me sincere and helps me try to get other people in the same frame of mind. Most people wait until something happens in their family before they try to stop the violence. You can't wait.

Ms. Kidd: So, even if your friends talk about you, and say bad things to you, do you continue to say those things?

Panel: Yes.

Adult participant: What makes you different? Why aren't you violent kids?

Mia: Because if you look around you and you see it on every corner — a crack head or a prostitute — you have to ask yourself if you want to grow up and be like them. That's a reality check. That keeps you alive.

Ms. Kidd: What makes you so different? Why aren't you caught up in some of the same violent things as are other kids? You may not know.

Mia: No, I don't actually know. But what I do know is that when I go to a new school, I try not to associate with the negative types of groups. I just stay to myself. I keep everything to myself, and that's how I make friends. Sometimes, I'm so quiet in school, especially when I transfer to a new school. But, kids make friends with me, while the other group is standing there and saying, "Look at them, they're squares." Those groups just talk about you behind your back.

Ms. Kidd: My mother used to say, "If you lie down with the dogs, you get up with the fleas." What makes you different?

Panelist: I see the consequences that can happen. I deal with the other groups. I go out on a Saturday night, but when the violence starts, I leave. I have common sense to know what not to do and what to do. My friend, my ex-boyfriend, just got out of jail. He's back in. I did all that I could, and I tried to keep him busy. He writes me a letter every week. When he gets out, I will find something for him to do. I'm the type of person that likes to help people. If they don't want help, then I turn my back and go to somebody else.

Ms. Kidd: Where did that common sense come from?

Panelist: My mother.

Frankie: There are three things that make me different and stay away from violence. The Boys Club, because I had a choice; my school, not everybody has this opportunity, but it has made me different; and my parents, who sat me down and taught me right from wrong and gave me the opportunity to choose what I wanted to do.

Ms. Kidd: What was it about school that you think made a difference?

Frankie: My school was like the Boys Club. They were there for me. If I would cut class or skip school, they would call my mother that morning and come look for me. That made a big difference. It was the beginning of my senior year when my sister was kidnaped and murdered. It's because of my school and the Boys Club that I graduated — with honors — that year. Now, I'm in college. Without them, I don't think I would have made it through high school.

Donald: I would like to answer the question about why I'm different. It was the teachers I had in school. Certain teachers were really hard on me and were my mentors. They gave me

what I really needed to survive.

Adult participant: About three years ago, when 75 heads of state from all over the world came together at the United Nations to affirm the rights of children, children in Brooklyn decided to also get together. They were Italian, Korean, Jewish — all the communities of Brooklyn. They got together for the first time. They started by saying they didn't like each other and that they didn't trust each other. Much of what they said, the youth here have said. They said that much of what they needed was a high school for peace and justice. Three years later, this September, we're opening an academy for peace and justice. So, it's not just about having a library card. It's about reclaiming your library and about creating a school environment that is relevant to your survival and society's survival. It's about focusing on the ability of young people and their resources to make changes for their own survival.

Ms. Kidd: Do you feel that you have the kind of outlet you need when you want to get together as young people?

Panel: No.

Adult participant: Some of the young people involved in gangs are beginning to forsake their parents and guardians when it comes to gang activities or anything related. What I mean is that when guardians discipline the young people, then the gangs come after the parents. Have you seen this in your area? What can we do as a community?

Panel member: I think that workers in these programs and in the community need to go out into the community, instead of staying in their offices and writing all the time. If they go out in the community, it will be much better. I mean, you have to know the community before you can work with the kids in that community.

Panel member: One incident that happened when I was still in a gang was when a friend's dad would not let him go out with us. So my friend took out a gun and pointed it at his dad's head. When you see that, you wonder. I don't think I could have the courage to put a gun to my father's head. Violence prevention has to start at home, with discipline. Who's in charge? There has to be a message to the kids who feel that if their parents touch them, then the kids can take their parents to court and call it child abuse or make up a case. I think kids are abusing that and not using it wisely. That has to stop.

Adult participant: I have listened to everything that the students have said. I commend the educators and teachers who are here and involved in the program. I have been to the communities of South Carolina and I have seen people abusing children, children abusing children. It hurts me. I spent five years in prison for something that these young people are trying to get away from. It seems that parents no longer have the right to discipline the children, teachers no longer have the right to discipline the children. Teachers have to get on their knees or hide to keep their job. It's killing this country. It's killing our children. We can't supply all the enforcement and metal detectors needed. I've seen guns thrown over fences at

schools, and I've seen so many things going on in my community that I finally said I'm not going to take it anymore.

The law says that if you sell drugs within 500 feet of a school, you go to prison for five years. We don't practice what we preach. I say that if I catch a guy selling drugs around my kids, he is going to jail. I'm going to stand up in court and say that I was there, I was a witness, and this guy doesn't need to be in our community.

Ms, Kidd: Maybe we all need to take a more personal stand in our community.

Frankie: Someone had mentioned drugs. We didn't ask for the drugs and we didn't ask for the guns. The government knows where the guns and drugs are coming from. We have no choice but to accept the drugs and guns and to try to deal with it. The government knows where they are coming from, and it's their job to stop the drugs and the guns. If they don't stop them, then we're going to take care of it ourselves.

Orlando: Another way to help stop violence is to have more discussions like this. Kids listen to kids more than kids listen to grownups.

Ms. Kidd: We have to close this now. I want to thank these young people. With all the things that are going wrong, with all the anxieties you deal with, and with all the difficulties you face, I want you to know that there are adults who are very much cheered by our future because there are bright young people like you who care about our future. We want to thank you. We want to say no matter what your friends or peers say to you, hold on. Hold on for us and your children.

Building Effective Violence Prevention Strategies

July 21, 1993
10:15–11:15 a.m.

Communities That Care: A Three-Step Violence Prevention Model

Dr. J. David Hawkins
Professor of Social Work and Director of Social Development Research Group, University of Washington, Seattle, Washington

"Several years ago, when I worked as a probation officer, I began to feel like I was running an ambulance service at the bottom of a cliff. No sooner could I get two or three young people moving in the right direction than the judge would refer seven or eight more to me." So began Dr. Hawkins, who opened his session by telling how he became interested in the field of prevention. "Isn't there something we could have done to have prevented young people from getting to this point in the first place?" he asked.

"Today we have a problem that has to be solved in every community in this country," Dr. Hawkins commented. He warned, "Above all, do no harm. In the early 1970s, well-intentioned people wanted to prevent substance abuse. They took information on drugs and pictures into the schools and showed them to young people. 'Do you know what these things are? Do you know what they can do to you?' " But the result was the opposite of what was intended — drug use increased among children exposed to the prevention program.

He pointed to cardiovascular disease prevention as the model to follow. "What is so impressive is that cardiovascular disease researchers turned their research into prevention practice, and they did so by educating us about risk factors and empowering communities to begin risk-reduction strategies in the home, school, and workplace. If we are serious about preventing youth violence in this country, we have to use the same risk-focused approach to prevention."

Dr. Hawkins briefly reviewed some of the risk factors known to increase the likelihood that young people will become involved in violence:

- Poverty.
- Availability of handguns and automatic weapons.
- Community norms favorable to violence.
- Community disorganization.
- Low neighborhood attachment.
- Family history of violence or substance abuse.
- Child abuse.
- Unclear parental expectations, inconsistent discipline, and inadequate monitoring of children's activities.
- Lack of control over impulses.
- Poor academic performance in school.
- Alcohol and other drug use.

He also made some generalizations about these risk factors, based on the research.

- Risks exist in multiple domains — the individual, family, school, peer group, and community — and different risk factors exert greater influence at different points of development.

- The same risk factors predispose young people to a constellation of health and behavior problems, including substance abuse, teen pregnancy, truancy, and violence.

- Risk factors are consistent in their effects across race, class, and culture.

- The earlier young people begin to exhibit problem behaviors, the greater the risk that they will become serious chronic delinquents and substance-abusing or alcoholic individuals.

"All of this means that if we want to prevent the problem before it happens, we're going to have to either eliminate those risk factors, reduce those risk factors, or somehow buffer the effect of exposure to those risk factors by enhancing or increasing protective or resiliency factors," Dr. Hawkins asserted.

In a study of sixth-graders in Seattle, Dr. Hawkins found that 20 percent of the boys had already been involved in violent behavior — for example, hitting a teacher or using a knife or gun against another person. "We need to intervene early before behavior stabilizes," he cautioned. "If early initiation of aggressive or violent behavior is in fact a risk factor for continued serious involvement, then we've got to start before kids begin and that means starting at birth and continuing through the early childhood and elementary years."

But before prevention programs are developed, Dr. Hawkins urged his listeners to ask themselves, "What known risk factors am I addressing in this prevention program?" "Otherwise," he said, "we run the risk of falling into the activity trap — of doing things we think would be a good idea, like they did in the early days of drug abuse prevention. But that will not significantly change the risk status of the young people we are trying to reach." In addition, Dr. Hawkins advised participants to figure out *how* their programs will change the risk factors. "There's a fellow in Seattle," he observed, "who found out that 90 percent of accidents occur within three miles of the home, so he moved! He understood the risk factor, but he didn't have a plausible way of changing it."

Instead, Dr. Hawkins suggested that programs increase the number of protective factors for young people — and do so at the appropriate developmental stage. "If academic difficulties in the third and fourth grades are contributing to violence at age 15," he said, "we can't wait until the high school years to create alternative schools." He also recommended that participants work in communities "where young people are exposed to multiple risk factors because those are the young people who are at greatest risk. What we often do is go where it's easy to do the program."

Research has identified some of the factors that allow children exposed to even the highest levels of risk to survive and become productive citizens. For example, a resilient temperament has been shown to be important. Perhaps more important is the sense of bonding that develops between a young person and his or her community. Bonding was defined as:

- A feeling of emotional closeness and attachment.
- Commitment to the same types of activities and lifestyles as other members of the group (such as commitment to education and career development).
- Shared values with the group.

"Bonding is the key to the future," Dr. Hawkins stated. "We're not in a war against violence, we're in a war for bonding of young people to the part of their communities that advocates

norms against violence."

"We know what conditions lead young people to become bonded to social units like the family, school, and community, and that's what we have to be working on — promoting the conditions that lead young people to bond to the social groups that promote nonviolent norms in our communities." He urged participants to make sure that three conditions are present for all young people:

- Opportunities for active involvement in the social unit, which means letting young people make a contribution in the home, in the school, and in the community. "If my home is a place where my kids get food, clothing, and a place to sleep, I'm not creating an opportunity for active involvement in my family. If our neighborhoods are places where young people are not allowed to design and develop recreational programs, we aren't creating opportunities for active involvement. If our teachers only call on the three kids in the front who raise their hands, we aren't creating opportunities for involvement in the classroom."

- Age-appropriate skill development, so that young people are successful in the opportunities provided for them. Unfortunately, opportunities feel like a burden when young people do not have the developmental skills to meet the challenge before them. "We know what these skills are — skills for social interaction; cognitive skills for reading, writing, and math; and skills for decision-making, problem-solving, and resisting social influences. We need to make sure that kids develop these skills as they grow up in our communities."

- A consistent system of recognition and reinforcement for skillful performance. For example, Dr. Hawkins observed that "the media can't just celebrate the violence. The media need to celebrate the good things that young people are doing. Several local newspapers in Washington list the good things that young people in that community did that week. That's recognition for skillful performance, and what it leads to is bonding to the community, school, and family."

"Unfortunately," Dr. Hawkins warned, "gangs understand this better than you and I. 'You want to make $10? Take this packet across the street.' That's an opportunity for active involvement. The skills involved are simple enough that I can easily succeed. When I get back, I get recognition and reinforcement for a skillful performance. In that way, young people bond to gangs in ways they are not bonding to their communities."

Dr. Hawkins described Communities That Care, a three-step model for involving communities in reducing risk and enhancing protective factors. The first step is to introduce the program to key leaders of the community and identify ways they can become involved. Leaders are critical to the success of the program because they control the resources. The leaders are asked to appoint a community prevention team or coalition that represents everyone in the community — including parents, schools, neighborhood associations, and other community

groups. The prevention team then becomes "the action engine" for that community.

Every community has differences of opinion about prevention, violence, and substance abuse. "In some communities people feel hopeless, and it's hard to initiate prevention," Dr. Hawkins observed. "In some communities drugs play an important economic role, and we've got to talk about how we're going to counter the attitude that there are more pressing issues than youth problems, that economic problems have to be solved first."

The second step is to do a risk and resource assessment. People at the local level are trained to collect data from the police department, the schools, the health department, the census bureau, and other agencies and develop a profile of the community as an environment for young people. What types of risks are young people exposed to? What risk factors need to be reduced, and what protective factors need to be enhanced? "That profile allows us to get out of the activity trap," Dr. Hawkins remarked. "We've got to focus on outcomes, on identifying the risks as well as the gaps in services that need to be addressed."

The third step is to develop program strategies to address the community's particular set of risks. These strategies should involve interventions in every area of life — prenatal and infancy programs, early childhood programs, parent effectiveness training, teacher effectiveness training, setting clear school and community policies on violent behavior, mobilizing the media to work for risk reduction and the enhancement of protective factors. Dr. Hawkins indicated that "there is a host of promising programs that research has shown can reduce risk and enhance protective factors. What is needed in each community will differ, but if we know what risk factors are most prevalent in each community, we can focus on them."

Dr. Hawkins concluded with a warning about grant-funded programs, which all too often disappear with the funding. "If we're going to be successful," he asserted, "we've got to combine our knowledge base with community ownership of the prevention effort."

Building Effective Violence Prevention Strategies

July 21, 1993
10:15–11:15 a.m.

San Antonio Fighting Back

Beverly Watts Davis
Executive Director, San Antonio Fighting Back

Ms. Davis discussed some of the lessons she has learned in her work with Fighting Back, a comprehensive drug prevention program in San Antonio, Texas. Above all, she emphasized the role of the community in implementing violence, substance abuse, and crime prevention strategies and the connection among all three. "People support what they help create," she

explained, "and for that reason it is crucial that people own the problem. Only when members of the community feel responsible for the problem will they truly become part of the solution."

"When you initiate a communitywide effort, you are going to have to deal with personal agendas, turf issues, and personality conflicts," Ms. Davis began. "Once I worked with a person who was still angry because another member of my planning group had pulled her hair 20 years before. I had to help them get past that barrier, and you will, too, because oftentimes those are the things that separate the people in our communities." She added that it's not known why people do not talk to or connect with one another, but encouraged community organizers to re-establish trust among the people with whom they work.

Ms. Davis continued, saying that when organizers step into a community, they must first become a student of that community. "Often the communities that are at highest risk are the ones that have already been studied, restudied, examined, re-examined, evaluated, assessed, reassessed, and assessed of the assessment," she explained. "Recognize that you are just one more group that's come together to talk about what you want to 'do to' this community."

"I want you to remove the words 'do to' from your vocabulary," she asserted. "From now on you need to 'do with' the community, and that means that you need to listen. But more than that, you need to share your pot of money with them, because whoever holds the purse strings holds the control."

It's also important that organizers send a message of competence to the community. "Too often," she explained, "the message given is, 'This is our program, and this is what we're going to do. We don't think you're capable of doing it for yourself.' Every time a scientist is brought in from outside the community without the involvement of a grass-roots person, a message is sent to that community that it is not capable. When we introduce a communitywide prevention effort, the first thing we need to prevent is the arrogance with which we treat these communities."

At San Antonio Fighting Back, Ms. Davis tries to ensure that all of their activities and approaches are "relevant, appropriate, and culturally sensitive." She advised organizers to go beyond what is printed in the newspaper. For example, "In our community, people were afraid, and the No. 1 desire was for more police," she reported. "Yet, every article in the newspaper talked about how strained police-community relations had become and implied that everybody hated police. But knowing what the people in the community needed and wanted allowed us to be very creative in the activities we implemented."

San Antonio Fighting Back developed a community policing effort, which included foot and bike patrols, plus something they called a "buddy system." The foot patrols coupled police officers with teen and neighborhood leaders, who walked the streets house by house, block by block, informing people who they were and what number to call if they needed anything.

Ms. Davis said that the patrols proved to be very effective in building trust in the community and establishing an informant network for the police. For example, community residents helped police close down a convenience store that had been operating as an open-air drug market for 10 years. Conversely, police admitted that the experience gave them a different vision of the community. "They saw that our people are no different than anyone else," She observed. "They just wanted a safe neighborhood that was not surrounded by violence."

Ms. Davis advised forum participants who develop youth activities to empower youth by allowing them to design and conduct their own programs. "For example, in San Antonio, we asked young people what they thought should be done to prevent violence and gang activity during the summer," she said. "They responded by developing a concept called 'dive-in movies.' Now, I didn't know what dive-in movies were or how this activity would prevent violence, so they had to explain it to me."

A swimming pool in a San Antonio community was also a hangout, so the kids wanted to show videos there, Ms. Davis explained. They planned to charge 25 cents for admission, plus own and operate all the concessions. They also planned to ask the Police Athletic League to donate inner tubes, which the kids would sit in all night as they watched videos.

Ms. Davis said it was the kids who explained to adults the beauty of their program. First, if someone were carrying a weapon, it could be seen through tight, wet swim trunks, and that person could be asked to leave the pool. Second, if someone were carrying drugs, they would be destroyed when exposed to water. Third, the pool was very open, so the kids could tell immediately if someone were doing something suspicious. Fourth, the kids knew how difficult it would be to stage a fight in the water.

Another program that San Antonio Fighting Back helps to sponsor is a midnight basketball league that was suggested by gang members who knew that the highest time for crime and violence was between 10 p.m. and 1 a.m. Ms. Davis said that to deal with these problem hours, they developed an activity — midnight basketball games — in conjunction with a professional basketball team. The results? "During that time the calls for service to local law enforcement decreased by 54 percent," Ms. Davis reported. "Then openness of our funding process, which is open to anybody — including kids — allows us to sponsor such activities, which really work. It also reinforces the importance of community leadership."

Ms. Davis reported that every community has both formal and informal leaders. The formal leaders are elected officials — the mayors, county commissioners, and so forth. But it's the informal leaders — the neighborhood watch or head of the PTA, for example — who truly make things happen. "When I need something circulated in my community," Ms. Davis noted, "I call four women, who happen to be the best network I have. And those women are as much leaders in that community as the mayor."

"When anyone says that San Antonio Fighting Back is doing a great job," Ms. Davis added, "I answer, 'It's not Fighting Back that's doing a great job, it's the people in the community

that Fighting Back serves who are doing a great job.' Recognize how important it is to share your vision, because people support what they help create."

Ms. Davis advised organizers not to hold community meetings only in the afternoon but also in the evening and not to serve just cookies and punch. "If you are going to hold an evening meeting, make sure you provide two things: real food and child care." "I think San Antonio has one of the highest teen pregnancy rates in the nation, and we know that our young parents are not going to participate in community events unless we can provide for them," she explained. "It is important to meet people's needs instead of asking them to choose between dinner, child care, and community participation."

Finally, Ms. Davis discussed how community organizations can maintain momentum. "First," she said, "we at Fighting Back have a saying, 'If they walk through the door, they go to work.' It doesn't matter if it's copying, mentoring a young person, or answering the telephone, everyone works. Second, change people's assignments; don't let people stay in their comfort zones. If a volunteer works in the office one week, make sure that person goes out on foot patrol the following week. Third, always continue to recruit and to get as many people involved as possible. New volunteers create a sense of energy, growth, and bonding — a common responsibility for what's going on within that community."

"The seeds of Fighting Back are what we plant," she remarked. "If we do our jobs right, we will only be here a short period of time. Fighting Back is in the community to facilitate, not solve every problem. Because Fighting Back sees the community as the solution, the priority has been to build a constituency that will continue its work."

"It takes a certain kind of person to be in the field we're in," Ms. Davis concluded. "At Fighting Back we try to remember that we are the 'freedom fighters' in this country. We are the ones freeing our youth from violence and substance abuse, and we know how important it is to take the time to be supportive of one another, to pat one another on the back, and to remember that we are all in this together."

Luncheon Speaker

July 21, 1993
12:45–2:00 p.m.

Janet Reno
Attorney General of the United States

I have heard so many good things about this conference. People who think they have heard everything are telling me they've heard something new, something better. I hope with all of my heart that all of us who have been touched by this conference will go back to our communities with a renewed dedication and a confirmed belief that we can now make a differ-

ence with regard to the future of children in America. My wish is that all children in America will have a healthy, safe, positive future, and never have I believed it as much as I do now.

Everywhere I go, people are talking about the need for early intervention and prevention. The feeling I have is universal — it comes from children's advocates, law enforcement, prosecutors, and others both inside and outside Washington, D.C. People are talking about families and about doing what they can to restore them. We have got to go back to our communities, galvanize together, and show people that these programs can work. However, we've got to confront some important issues before we can make a difference.

First, in the past all of us have tended to focus on one narrow point. For example, when I was the state prosecutor in Dade County, suddenly I started looking at where the people I was prosecuting were coming from. I started tracing their paths and seeing how important it was to intervene earlier, before prosecution became necessary.

Second, in too many cases the juvenile justice person isn't talking to the child welfare person, who isn't talking to the pediatrician, who isn't talking to the social worker, who isn't talking to the police officer. As a consequence, efforts get diffused, diluted, and don't work. In other situations groups of people may talk, but an essential person may be left out, so the program still doesn't work.

Third, we've got to have a can-do attitude, to believe that we can make a difference. If a program isn't working, we've got to try it again, to look at the program differently to see if we can make it come together as a better, more complete whole. When we see social workers, police officers, community organizers, and public health nurses working together on a program that is not working, perhaps the problem is in the public housing development. Or perhaps the problem is in the school. Because it's only when we knit the pieces together into a complete whole that we will make a significant difference.

When we return to our communities, we've got to remind ourselves what has been said again and again throughout this conference: "We don't know everything. We've got to ask the people." We've got to ask all of the people, including the very young, because everybody has extraordinary ideas about what works and what doesn't work.

The federal government has got to stop telling citizens what to do. Instead, citizens have got to start suggesting to the federal government how it can spend its dollars more wisely. But the responsibility is extraordinary, because American communities are so diverse, so complex with so many competing interests that to blend them together into a whole that can identify the needs and resources of each community and suggest to the federal government how it can help is very difficult. But this is the challenge we face if we are to make a difference.

This is a time of limited dollars. Clearly, we are going to have to do more with less. But if we start preventing rather than paying for costly crises, if we take the programs of the federal government and blend them together into a comprehensive package that works in partnership

with communities, we can make a difference. If we start looking at families and neighborhoods as a whole and rebuilding them one at a time to become self-sufficient, we can make a difference.

We can do so much if we believe in people. In the last 30 years, there has been a tendency to say, "Government knows better." But this is a government of the people, by the people, and for the people. This is a nation where, in the long run, people will know what is best.

How do we start knitting all of the pieces together? We've got to believe in more than people and their power to overcome, we've also got to believe in people's power to help. Every day when I talked to communities throughout Dade County, I heard people say, "What can I do? What difference can I make?" My favorite story is of an 84-year-old man who volunteered as a teacher's aide for a first-grade teacher. Three hours a day, three mornings a week, kids with learning disabilities and kids in the gifted program alike could not wait for him, because he opened new horizons for them. Now I find the same thing happening across the nation. It doesn't matter how old you are. Each one of us can make a difference.

If you are a lawyer, go home to your bar association and begin volunteering for *pro bono* work. Work with local fiscal authorities to see how your city is going to afford court-ordered changes in the law. Adopt a block and help that block rebuild itself. Fight the slum landlord. Advocate for a youngster who has no one else to advocate for him. We can do so much if we look at how we can make a difference. And can you imagine what our country would be like if a lawyer and a doctor volunteered to adopt a block, working with a highly respected, community-friendly police officer? This isn't just a dream — it's happening all across America.

When I first came to the Department of Justice, it was National Volunteer Week. Suddenly, I had 100 kids at the Department who were mentees of U.S. marshals, DEA agents, and FBI agents. Today there are 80,000 schoolchildren in Washington, D.C. If each federal employee became responsible for tutoring and mentoring a Washington schoolchild who was in need of support and encouragement, think of the difference we could make. We'd probably have 10 federal employees for every schoolchild!

But it won't do any good to tutor that child if that child goes home to misery and want, to lack of supervision, to problems with the landlord. Instead, we've got to look at the picture as a whole. We've got to have a benchmark to figure out what is essential in building a strong future for our children.

We've got to make sure that our parents are old enough, wise enough, and financially able to take care of their children. For this reason, we've got to focus on teen pregnancy and understand its impact. About a year ago, I spoke to an auditorium of high school students in an inner city. A week later I spoke to an auditorium of middle-school students about five blocks away. The students asked me questions about child support, because at that time I collected child support for Dade County: "What happens if he doesn't pay?" "What happens if she

wastes my money?" The real issue, I said, is that you've got to be old enough, wise enough, and financially able enough to take care of your children. And both of those auditoriums spontaneously erupted in loud, cheering, storming applause. Children want strong parents and families, and we've got to help them have that.

We've got to make sure that we understand it's not just a matter of children at risk, in the traditional sense of the term. The child whose father is a doctor and whose mother is a lawyer is also at risk. In this case, both parents have great professional goals and do everything they can for their son, but they don't spend much time with him. Any nation that can send a man to the moon ought to be able to figure out how to be productive and have a strong economy, while at the same time freeing parents to spend more time with their children. I keep suggesting, "Why don't we look at workdays of 8 to 3 so both parents can pick up their children after work and spend quality time with them?" We can accomplish far more in an 8 to 3 workday than we could in an 8 to 5 workday in 1893, when we had gas lights and no computers.

How many of you have been in an office at 3:30 in the afternoon when everything comes to a halt because the phone starts ringing. "May I speak to my mommy? I'm locked out." I am convinced that American parents, given the chance to do their work in 8 to 3, could accomplish just as much and have time to spend with their children. People ask me, "But, Janet, what about the three-hour time difference with California?" I respond, "Let's have two shifts — the nonparents can have the second shift." We could also eliminate rush hour traffic that way!

We have got to make sure that every child in America has prenatal care. Now, I thought people would be surprised to hear the Attorney General talking about that. But more and more people are beginning to understand that even if they don't care about children, prenatal care is still a great investment in terms of saving taxpayers' dollars down the road. And people who do care about children understand that prenatal care is one of the best investments that can be made in our nation's future.

But more importantly, let's look at ages 0 to 3. The juvenile justice system looks at the end of the line. Prosecutors look at the end of the line. The educational system is looking at Head Start through grade 12. There are not that many people looking at ages 0 to 3, because that is the time the family has traditionally been responsible for the child. But with the fabric of family life falling away from children, we have got to strengthen other institutions until we get the family restored around children.

You have got to let people know that 50 percent of all learned human response is learned in the first year of life, that the concepts of reward and punishment and conscience are developed during ages 0 to 3. Now, you can walk through a public housing development and see a child wandering, obviously 2 or 3 years old, with nobody supervising him. And nobody cares. Why isn't this child in child care? Although his mother isn't working, she hasn't abused or neglected him badly enough for him to be declared a dependent of the state and

made eligible for government aid. Penny-wise and pound-foolish again.

It's the same problem with immunizations. We can do so much if we invest in our children, but if that child does not have proper medical care or education, it won't do any good to enroll him in Head Start. After he gets handed over to elementary school, teachers are going to be playing catch-up ball — if they ever can catch up. Far better that we do it right at the beginning, that we have parent-teacher programs like the ones I've heard of recently in which people who are skilled in parenting visit the homes of children at risk. I'm reminded of a story I heard in Florida. A public health nurse reported, "Thirty years ago I'd knock on the door of a new mother and drink a cup of coffee with her at her breakfast table. We'd talk about formula, nutrition, and child care. Now I'm afraid to go."

There are so many people behind the doors of America who want to come out, who want to believe, who want to think that life can be different. Some people in this room have helped others come out from behind their doors with the help of a team composed of a highly respected, community-friendly police officer, a social worker, a public health nurse, and a community organizer. Recently I went to a development in which such a team was forming. People looked at me blankly — when they dared to look out at all. And then they started coming out. Although I made no promises, except that I would do my best, they began to believe that people cared and would make a difference. We've got to get people out from behind their doors. We've got to sit at their coffee tables and talk about raising children and inspire them to make a difference.

We've got to free our teachers so they have time to teach. More than any other institution, the American public school system has been asked to absorb the social burdens of society, while at the same time schools face the most unprecedented educational challenge in the history of the human race. Flight, man to the moon, lasers, computers, telephones, television — schools have been struggling to keep up with the most extraordinary burst of knowledge in all of human history. Let us support teachers by providing full-service schools that make use of experts who support the family network.

Let me underscore something you have heard throughout this conference: We can make a difference by incorporating conflict-resolution programs in our schools. But let us remember that violence starts at home. Children who watch their mothers being whacked across the face come to accept violence as a way of life.

Let's tell our emergency room physicians and general practitioners that when that mother comes in to get her face sewed up, don't just put in the stitches, refer her for counseling. Let's intervene in the cycle of violence. Let's do something because the results are clear: Violence is handed down from generation to generation. Unless we stop violence in the home, we're never going to stop it in the streets.

Let's start sending clear messages to the television networks. Let's tell advertisers that we're not going to buy their products if they continue to support violence on television. But rather

than being obstructionist, let's be positive. Let's say, "Work with us to design innovative and creative programs that persuade children to get guns out of the streets and out of the schools." Let's go to the youth of America and ask them how to design such programs. Let's use television to send the message that problems need to be understood and dealt with, not "solved" or "glorified" with further violence.

I used to say that raising children was the single most difficult thing to do. Eight years ago I inherited 15-year-old twins, and it has been one of the most extraordinary and rewarding experiences of my life. But after talking to children and young people for the last 15 years and knowing what they have to face on our streets today, I think being a child in America is the most difficult thing to do.

The children of America are our heroes and heroines. I just came from a juvenile facility in Nashville, Tennessee, where young men who had been serious offenders were going to college, looking to a future where they could make a difference. Our children can overcome. They can survive. But we've got to talk with them, lay down limits for them, let them know what behavior can and cannot be tolerated. But most of all, we've got to respect our children.

Again and again and again, children and youth have told me, "If only that police officer would talk to us, talk to us with respect. When we do something wrong, we expect to be punished, but we don't expect to be put down or hassled. We want to be treated as young adults, as young people who have a sense of esteem."

I think we all need courses in how to talk with children. Although some teachers are born to teach, others need to be taught when to give a kid a pat on the back and when to tell him, "No, you've crossed the line." It's an extraordinary balance, and one of the greatest, most rewarding challenges is when you learn to do it the right way.

And let us develop programs for both after school and evenings. If we took all the resources that we spent putting people in jail and detention facilities and used them instead to develop afternoon and evening programs and counseling programs with 24-hour hot lines and drop-in services, we could make such a difference in the lives of our young people.

And we've still got children in this country who can't get drug treatment. Yet if a person kills three people while driving drunk, his injuries can be treated at a county hospital at taxpayers' expense. This nation can no longer tolerate letting people wait for drug treatment.

Let us make sense of our juvenile justice system. It makes no sense to prosecute someone for a serious crime, dump him into a detention facility for six months, and then send him back to the streets without any kind of help or support. Guess what that person's going to be doing again in no time flat. But we can make a significant difference if we develop programs with judges who care and give them the resources to follow those children, to challenge them to improve their reading and deal with their drug problems. We can make a significant differ-

ence if we develop job training and placement programs, if we develop alternate housing sites that will enable young people to return to a drug-free, violence-free atmosphere after they have completed their residential program.

Our children, our youth, are just plain wonderful, and given half a fighting chance, they will grow up to be great contributors to our American dream.

Boys & Girls Clubs of America

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Boys & Girls Clubs of America is a national, nonprofit youth organization providing support services to 1,460 Boys & Girls Clubs; 220 of these are in public housing. Leaders of the program estimate that by 1994 some 2 million boys and girls will be served by 1,600 facilities in 49 States, Puerto Rico, and the Virgin Islands.

Organized in 1906 and chartered by Congress in 1956, Boys & Girls Clubs of America traces its origin to 1860. The Club is still relevant to the needs of modern youth and continues to grow. Since 1987, 586 new clubs have been opened, and the total number of youth served has grown by 565,000 to a total of 1,850,000.

Each club operates a professionally staffed, fully equipped facility with daily programs that promote the health, social, educational, and vocational development of boys and girls aged 6 to 18. More than 80 percent of all club members come from families with annual household incomes under $20,000, and nearly 50 percent of them are from single-parent households. The majority are from urban areas, and more than half are minority children.

Through referrals from schools, courts, law enforcement, and community youth-service agencies, delinquent youth — or youth judged to be at risk of becoming delinquent — are identified and recruited into club programs and activities. The club's Targeted Outreach has developed a special gang intervention and prevention component that targets 7- to 16-year-old children.

Club-sponsored SMART Moves is a primary prevention program that addresses the related problems of drug use, alcohol use, and premature sexual activity. Based on proven prevention techniques, the program uses a team approach involving club staff, parents, and community representatives. Emphasizing a clear and consistent "Say No" message, the prevention team engages young people in discussion and role-playing, develops assertiveness and deci-

sion-making skills, and encourages members to practice their resistance and refusal skills and analyze the influence of peers and the media in their lives.

The organization's most recent survey showed that:

- Children who are club members have a much better chance of completing high school and college than others from similar circumstances.

- Two out of three club alumni pursue careers as professionals, managers, proprietors, or skilled workers, and they earn an annual income almost 39 percent higher than the national average.

- Nine out of 10 alumni believe that their club experience gave them skills for leadership, helped them get along with others, and influenced their success in later life.

Club alumni include such diverse individuals as President Bill Clinton, actor Denzel Washington, former HUD Secretary Jack Kemp, singer Smokey Robinson, Toronto Blue Jay Dave Stewart, former Chicago Bull Michael Jordan, the National Football League's O.J. Simpson, U.S. Senate Majority Leader George Mitchell, television personality Ray Combs, Phillips Petroleum CEO Pete Silas, actor Danny Devito, and more than 3 million other living Americans.

Educators for Social Responsibility

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Educators for Social Responsibility initiated the Resolving Conflict Creatively Program (RCCP) in 1985 in a Brooklyn community school district. Today it is offered in more than 120 schools in 14 school districts. More than 1,200 teachers and administrators and 30,000 students participated in the 1991–92 school year. In 1987, a student mediation component was added to the program. Currently, RCCP coordinates 10 mediation programs.

The program's goals are to:

- Develop young people's skills in nonviolent alternatives for dealing with conflict.

- Increase students' understanding and appreciation of both their own culture and those that are different.

- Demonstrate the powerful role that children can play in creating a more peaceful world.

Although the RCCP model is useful in crisis situations, the purpose is primarily preventive. It is holistic in nature.

To lay the groundwork for the program, RCCP instructors first meet with their school district superintendent and other relevant individuals. Then presentations are given to principals. Finally, the people and schools are selected and visited.

The curriculum consists of a 20- to 24-hour training course for teachers in creative conflict resolution and intergroup relations. The key to the program is six to 10 classroom visits by consultants and monthly two-hour follow-up sessions at each individual school.

For the RCCP mediation component, school staff receive a general orientation before mediators are selected and trained. Follow-up support is provided.

Other components involve parents and principals. Parents, who are paid to participate in the training, often train other parents and present RCCP at PTA meetings. Principals must participate in the program and in the ongoing training.

An independent evaluation of RCCP conducted in 1990 found that 71 percent of students who had undergone the training said that they used less physical violence, and 80 to 90 percent of teachers who had been trained said that their conflict resolution skills had improved.

Trainers report that children naturally make good mediators; that teen-agers' personal space is crucial to them; and that much of today's violence stems from racial and ethnic bias, which reinforces the importance of student appreciation of diversity.

Keys to Excellence, Inc.

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Since 1980, thousands of teen-agers and adults from the United States, Canada, and Australia have created positive changes in their lives through Keys to Excellence, Inc., programs. Working with the belief that self-concept is at the core of human behavior and motivation, Keys to Excellence, Inc., has developed Keys to Innervision (KIV), an interactive instructional tool that teaches young people and adult clients and staff in correctional institutions

and school systems how to restructure cognitive processes to enable constructive changes in behavior.

Built on 20 years of research, KIV was first implemented in 1990. The curriculum includes two video series, one for adults and one for adolescents, that explain how to change the behaviors, attitudes, and personal beliefs that perpetuate the cycle of drug abuse, violence, incarceration, and personal failure. The curriculum promotes the belief that change is not only possible but accessible to all and gives participants hope that they can create alternatives to the violence, criminal behavior, and drug abuse they once used to manage their lives. Practice and mutual support reinforce the ideas and concepts presented and give participants a sense of personal power. The curriculum also offers a parenting component called Possibility Parenting, enabling agencies to provide multiple services.

Keys to Excellence, Inc., trains its clients' staff to deliver the easy-to-follow curriculum. Staff, clients, and members of participants' families are taught to use KIV tools and processes to solve everyday problems, enhance communication, and refine decision making. The KIV curriculum is used in juvenile justice systems throughout Arizona, Arkansas, Louisiana, New Jersey, Texas, Utah, Virginia, South Carolina, Georgia, and Kentucky.

Results of the program show that violence in institutions is reduced, academic performance increases as students monitor their own behavior, staff turnover and use of sick leave are reduced, and staff training rises to a new standard of participation, enthusiasm, and subsequent program implementation.

National Association for Mediation in Education

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The National Association for Mediation in Education (NAME) is an umbrella organization that supports other groups' efforts in conflict resolution. Since 1984, when NAME was founded, the organization has grown from a small network into the primary national and international clearinghouse for information, resources, technical assistance, and training in the field of conflict resolution in education. The goal is not to eliminate conflict, but rather to deal with it creatively and constructively.

More than 5,000 conflict resolution programs have been launched in schools in the United States, and NAME counts members in Canada, South Africa, New Zealand, Australia, Colombia, England, Germany, Ireland, Poland, Spain, and the Virgin Islands. The major objec-

tives of conflict resolution programs are to:

- Increase students' self-esteem.
- Improve students' communication and analytical skills.
- Promote an appreciation of diversity.
- Prevent escalation of disciplinary problems.
- Improve communication among students, faculty members, and administrators.
- Increase the willingness and ability of staff, students, and parents to resolve conflicts.
- Develop cooperative relationships between school personnel and parents in resolving students' school problems.

Good communication skills are a key component of these types of programs. After a program is introduced, maintenance is critical. The program is not meant to be a quick fix, but rather to develop skills for life.

Educators face two challenges: to involve everyone in bringing about systematic change in the school environment and to learn how to facilitate normal resistance to change. This involves looking at the issues of power and privilege.

Research has shown that conflict resolution programs decrease violence and fighting, reduce name-calling and put downs, decrease the number of suspensions, increase self-esteem and self-respect among peer mediators, enable teachers to deal more effectively with conflicts, and improve the school climate. Given an understanding of how to work with peers, the "creative negative" child becomes a positive leader. As school staff and parents develop conflict resolution skills, they all work together to create a common language which can contribute to violence prevention throughout the school community.

Office of Violence Prevention

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The Office of Violence Prevention is predicated on the belief that standard public health

strategies based on primary, secondary, and tertiary prevention will make an important contribution to violence prevention. Working in partnership with professionals in criminal justice, education, social services, and other fields, this office may be the only one in the nation that is part of a state department of public health.

To ensure cooperation and reduce overlap, the Office of Violence Prevention interacts with the following violence prevention initiatives of the Massachusetts Department of Public Health:

- Adolescent Violence Prevention Project.
- Women's Health Unit.
- Elder Health Unit.
- Bureau of Substance Abuse Services.
- Bureau of Health Statistics Research and Evaluation.
- School Health Unit.
- Minority Health Unit.
- Bureau of Health Systems.
- Injury Prevention Control Program.
- HIV/AIDS Bureau.
- Immigrant and Refugee Health Program.
- Division of Perinatal and Child Health.

Since its founding in 1991, the Office of Violence Prevention has sponsored several major initiatives:

- Senior Crime and Violence Prevention Outreach Project — Produced a 15-minute training video available to senior citizen organizations, crime prevention agencies, and interested citizens.

- Conference on Sexual Assault and Adolescents — Invited representatives from school-based health centers, adolescent health programs, pregnant and parenting teen programs, adolescent substance abuse programs, and sexually transmitted disease clinics.

- A Guide for Health Care Providers — Developed to assist health care providers identify, treat, and refer cases of suspected or documented domestic violence. Designed for hospital staff, public health clinic personnel, and other health care providers. The program was cosponsored by the Office of Violence Prevention and the Massachusetts Coalition of Battered Women's Service Groups.

- Violence Prevention Curriculum — Included a curriculum for elementary school children utilizing an innovative biofeedback game to teach self-control.

- Peer Leadership Training — Sponsored five teams of three peer leaders and three advisers to attend the Massachusetts Peer Institute for one week. Twenty-seven peer leaders

from the Urban Neighborhood Intervention for Youth project have participated.

- De-escalation of Violence in the Emergency Department — Sponsored a two-day workshop to help emergency room nurses and security personnel deal with potentially violent situations involving patients who may be verbally or physically abusive.

- Violence Prevention Awareness Week 1993 — Publicized violence prevention events and activities throughout the state during the first week of June.

- Child Abuse Prevention Parenting Curriculum — Included parenting curriculum and manual for use in the Department of Public Health's Family Home Visiting programs.

- Risk Assessment for Child Abuse and Neglect — Conducted a survey by searching professional literature and interviewing professionals in the field.

- Battered Treatment Training — Funded training to 17 batterer treatment programs certified by the Department of Public Health. Repeat batterers in Massachusetts were identified by working with the schools, courts, police, public safety agencies, and the criminal justice system.

- Violence Prevention Program Guidelines — Offered recommendations for developing and implementing violence prevention programs.

- Metro Boston Violence Prevention Program Resource Directory — Funded production of a directory of resources for professionals and citizens working in the violence prevention field.

The office's most recent project, "Words, Not Weapons," is a campaign urging students not to take weapons to high school and to utilize alternative methods to violence such as conflict resolution and mediation training. The campaigns assembled focus groups to discuss what would make the campaign work. The focus groups' members included students from schools throughout the state who were identified through the Peer Leadership Program. In addition, the schools will work with the Department of Public Health, Office of Violence Prevention, and members of the community to make the campaign effective. The "Words, Not Weapons" pilot project is planned for 24 schools throughout the commonwealth, with a goal of placing the program in every school within the next two years.

Institute for Juvenile Research

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The Institute for Juvenile Research is an academic service center in child psychiatry that focuses primarily on the anti-social and disruptive behavior of inner-city children. The Institute has been part of the University of Illinois at Chicago for three years; previously it was a research arm of the state for 50 years.

The Institute trains clinicians, works with families in inner cities and other urban areas, and conducts research on anti-social behavior, aggression, and other family problems. One of the major programs conducted by the Institute is a comprehensive review of programs aimed at preventing or curtailing adolescent violence. The study is sponsored by the Study for the Prevention of Violence at the University of Colorado.

Violence is a continuum, and approaches to intervention need to consider the full range of violent acts that occur in our society:

- Violent situations in which anyone might be provoked to violence — This type of violence could not be predicted by individual characteristics, so the appropriate intervention strategy may be a cooling-off period or crisis intervention.

- Relationship violence, which grows out of a relationship between acquaintances or friends — Except among adolescents, relationship violence tends to be the pattern for most lethal and nonlethal acts of violence among all groups in the country. For adolescents, however, relationship violence tends to occur among acquaintances, not close friends. The appropriate intervention strategy may include family therapy, with a focus on communication skills, emotional expression, and family organization. In addition, a media campaign to shift the societal acceptance of violence in relationships is needed.

- Predatory violence, which is intentional criminal acts that may be committed as part of another felony such as robbery or illegal drug dealing — This type of violence may require a more comprehensive, multifaceted intervention because it is usually committed by developing criminals, repeat offenders, or career criminals.

- Psychopathological violence, which is caused by individual psychoses — Such acts are associated with people who have suffered severe abuse or brain damage. Although the percentage of adolescents who commit this type of violence is very small, they represent a particularly serious form of violence. Appropriate intervention strategies may in-

clude segregation, pharmacology, and individual care.

Unfortunately, of the hundreds of programs reviewed by the Institute, few have been properly evaluated.

Research shows family therapy to be the most effective intervention method. The most promising approaches include:

- Training parents to manage personal behavior by enforcing consistent rules with consistent discipline, establishing clear role responsibilities, increasing monitoring of children's activities, and using less negative reinforcement. Changing the way families interact has been found to decrease anti-social behavior among children by making them less coercive, increasing their acceptance among peers at school, and preventing involvement with delinquent peers.

- Training families to better manage life problems such as school performance, legal problems, unemployment, and other external sources of stress.

Research indicates there are differences among ethnic groups in how beliefs and values about anti-social behavior relate to risk for violence, but that there are no differences in parent management factors.

Interventions showing some effectiveness include:

- Cognitive behavior programs and social skills training — These programs may work if they are part of a larger program that develops problem-solving skills and practical survival skills and if they continue for at least one year.

- Programs that produce opportunity for legitimate access to roles and rewards valued by society, especially if the program is highly structured.

- Pharmacotherapy — It is unclear, however, whether any medicine affects violence because no clinical trial has reported a significant outcome.

- Programs that attempt to address society's larger issues such as racism, economic discrimination, and political oppression — These program may be effective, however, they have not been carefully evaluated.

Some programs have been found to be ineffective, and these results need to be shared with the professional community as well. Areas not particularly successful in violence treatment include:

- Analytic psychotherapy and supportive psychotherapy — More than ineffective, these therapies may have a negative effect on anti-social and violent behavior.

- Behavior modification programs — Although these programs can produce behavioral change among children in institutions, they only work when other parts of the child's ecosystem — i.e., the family, school, community recreation programs, and so forth — also use the same program.

- Intensive case work — This mix of counseling, social work, and advocacy with a small case load does not work, primarily because it is seen as prescriptive. However, there is some evidence that intensive case work may be effective when it is part of a highly structured program.

- Peer group norms — Trying to change a delinquent's values to be pro-social through group work seems to *increase* delinquency.

Project BREGA

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Project BREGA prevents youth between the ages of 8 and 16 from becoming involved in criminal gang activities. BREGA, a Spanish slang word meaning "to deal with or handle," is an acronym for the Betterment of Resources and Effort for Gang Alternatives. Funded under the federal government's Gang Prevention Program, Project BREGA began three years ago in Ponce, Puerto Rico, a city with a population of 250,000 that has been traditionally associated with high rates of gang activity.

Before Project BREGA, the only intervention was the arrest of gang leaders. However, when gangs reorganized in prison, many officials concluded that to stop the violence, a true community-based intervention program had to be started within Ponce.

BREGA is trying to change three primary conditions:

- The involvement of youth, many of whom do not even use drugs, in drug trafficking. Young people have been recruited to help imprisoned gang leaders.

- A growing homicide rate. From January through July 1993, San Juan recorded 509 homicides, making it the murder capital of the world.

- Rising levels of poverty, drug use, alcohol consumption, child abuse, and AIDS. Most violent crime is committed by youth under age 26.

To confront these social issues, Project BREGA employs a number of intervention strategies, including family counseling using compadres, a Spanish term meaning "godparents." Compadres are families with positive values who have no involvement in crime and therefore can serve as positive role models for at-risk families. Compadres families work with high-risk families, who suffer from many problems, including unemployment, drug and alcohol abuse, violence, and social isolation.

The compadres strategy matches the profile of a target family to a mentor family. Mentor families participate in the program by visiting their high-risk family once a week, attending one meeting per week with a supervisor, maintaining records of the project and related activities, and reporting service referrals and activities of other agencies assigned on the family's behalf.

The program works because it provides positive role models for parents and children, it creates an empowered cadre of peer counselors who remain in the community, and it is cost effective. BREGA also works because help is an accepted part of Hispanic culture. (This type of relationship also works well in Asian culture communities.) The average length of the families' relationship is one and a half years.

Other components of Project BREGA's strategy include:

- A parenting school, run by the Department of Social Services, which offers compadres and others training in control, discipline, expression of affection, and sex education.
- Conferences where former gang members offer testimony to current residents of communities.
- Peer mentoring among various age groups within the families.
- Placement of first-time offenders in Project BREGA.
- A classroom Drug Abuse Resistance Education program begun by police for fifth- and sixth-graders.
- Dropout prevention tutoring for children with academic problems.
- A community theater program that invites role playing of family and personal problems and encourages positive use of time.
- The Salsa Ballet Troupe, a cultural arts program operated by the city government.
- A Youth-of-the-Month Program, run by the Manufacturers Association of Puerto Rico, that offers small prizes to youths who exhibit positive behavior.

BREGA offers programs part-time, full-time, during extended hours, and on weekends. Community-oriented and family-centered, BREGA is also professionally supervised. It is run by a consortium of 11 private and public agencies. To ensure cooperation, heads of these groups meet every two months, middle managers meet once a month, and direct service providers meet frequently in the community.

Social Development Department

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In 1988 a task force in New Haven, Connecticut, found many local children to be at risk of abusing alcohol and other drugs, becoming pregnant, acquiring a sexually transmitted disease, skipping school, dropping out, and engaging in acts of delinquency. Composed of representatives from the school and the community, the task force recommended an innovative, comprehensive program aimed not just at children with problems, but at every child in kindergarten through high school in the district.

The goal of the program is to develop students' social competence while preventing health and social problems through a structured approach involving both the school and the community. In every setting, the program strives to connect academic and social competence with interpersonal and school success and to be perceived not as an anti-violence or anti-drug strategy but as a children's agenda and a comprehensive, positive youth development strategy. To coordinate the program, the school district created the Department of Social Development. Funding sources include Chapter I and federal and state anti-drug funds.

To promote successful bonding to family, school, and community, New Haven schools now require social development instruction — called Life Skills classes — in grades K–12. These classes teach developmentally appropriate skills, attitudes, and content while focusing on some of the most pressing real-life problems all children face. For example, early middle-school children learn to make decisions by thinking of a red light as a signal for managing stress, a yellow light as a signal for thinking things through and considering the consequences of an action, and a green light as a signal for taking action.

Teachers of all grades and subjects are trained to model problem-solving skills and pro-social values within their classrooms. Children with special needs who are mainstreamed for any other school program are also mainstreamed for Life Skills classes. Youngsters with targeted needs are referred to appropriate providers; teachers of Life Skills classes are trained in re-

ferral skills. Parents are given the right to take their children out of the Life Skills classes, although they rarely exercise it.

Parents, teachers, administrators, and community leaders are called upon to help formulate all social development programs and to guide and support their effective implementation. Each school's School Planning and Management Team (SPMT) and Mental Health Team (MHT) represent the staff and community in decision making and planning. Citywide organizations like Fighting Back provide a vehicle for communitywide input and collaboration.

To reinforce problem solving and other strategies that promote social competence, students are encouraged to participate in extracurricular activities. Programs include extended day academies; leadership programs; parent training classes and field trips; community service projects; and mentoring programs involving school staff, older students, and community volunteers.

Feedback on the program is provided through consumer satisfaction surveys, measures of behavioral problems and adjustments, school performance data, and focus groups. One positive result has been an increased level of tolerance for frustration and a reduction in shy, anxious, and acting-out behavior among children in grades K–2. Significant reduction in suspension rates have been found, and students, teachers, administrators, and parents routinely rate social development programs as important and valuable. A major analysis of the data is under way. In keeping with the program's goal of empowerment, all evaluation will be done in collaboration with students, parents, and community representatives in order to further improve the program.

Trenton Safe Havens Program

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Weed and Seed is a pilot program aimed at reducing illegal crimes and drugs and revitalizing communities through alternatives and opportunities for education, recreation, cultural, social, and economic programs. This approach unites community organizations, social service providers, and the criminal justice system in partnership with people in the community to remove crime and violence and rebuild social institutions and family life.

Through the Department of Recreation, Natural Resources, and Culture, the Trenton Weed and Seed program operates four Safe Haven sites. A Safe Haven is a school where safe programs and activities are provided to children and young adults. The goal is to create a part-

nership between community residents and the institutions that surround them, including the police, county prosecutor, city attorney, court, mayor, and social service agencies.

Safe Haven sites also serve as meeting places for the community as a whole. Efforts are made to involve local residents, organizations, and businesses as well. The sites revitalize communities by offering educational, recreational, cultural, social, and economic alternatives to crime and drugs.

Volunteers play a vital part in the daily activities of the Safe Havens. Each Safe Haven site forms an advisory board that consists of parents, civic, church, business, and other interested community leaders. The advisory boards assist in the development of programs, serve as consultants to site coordinators and staff, and help in planning, implementing, and evaluating programs, as well as assessing community needs.

Currently, the U.S. Department of Justice has designated 21 Safe Haven cities across the country. The four Trenton Safe Haven sites are open every day after school, in the evenings, and on Saturdays.

Safe Havens allow children and young adults to discover new activities and hobbies that will enrich and expand their lives and build self-confidence. Typical offerings include basketball, arts and crafts, dance, and swimming. In addition, Safe Haven staff arrange special events such as contests, sporting events, and cleanup projects. A uniformed police officer on site instills respect for adult authority and helps young people accept discipline as a fact of life.

Tutoring and homework assistance are given priority. When young people drop in after school, homework is the first order of business, and Safe Haven's structured activities do not begin until after homework assignments have been completed.

The Trenton Safe Havens Program attracts community participation by maintaining an open, drop-in atmosphere. Staff also reach out to members of the community on a one-to-one basis by visiting homes where parent-child relationships are poor and by providing "taxi service" for adults going on job interviews.

Turn Off the Violence

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Turn Off the Violence, a coalition of Minnesota organizations, is an awareness project that encourages public action in addressing all forms of violence. A grass-roots campaign that op-

erates on a limited budget, the group relies on the participation of both individual members and other groups. Because violence affects everyone, the program is inclusive of all groups. However, it is not a censorship program; it does not compile lists of movies or television programs that members believe are violent or offensive.

The organization was formed in 1991 after several highly publicized violent acts in Minnesota convinced people that child abuse and homicide were no longer sporadic problems. At first the group sought to educate people about the impact of long-term, repeated exposure to glamorized entertainment violence, but the initial slogan, "If we could just turn off the violence," generated a wider discussion of media violence. As horrified as people were by real-life violence, they were equally fascinated by depictions of violence on television and in the movie theater.

Operating at first without funds, Rose Griep and other crime prevention specialists began calling community organizations and eventually were able to secure a Turn Off the Violence Day for Minneapolis-St. Paul on October 3, 1991. The group also developed an educator's guide, set up a hot line, and acquired a post office box to gauge the level of interest in the organization. Turn Off the Violence Day has become an annual event, and in just two years, more than 100 organizations and hundreds of individuals have joined Turn Off the Violence.

Although the focus of Turn Off the Violence began with concern over entertainment violence, the organization has expanded its focus to include teaching methods of nonviolent conflict resolution as well. Steps suggested in both brochures and speeches are:

- Focus on the problem, not the person;
- Keep an open mind; listen to what the other person is saying;
- Use humor; postpone decisions; and use other strategies such as getting someone else to listen; and
- Help work out a peaceful resolution.

Among the materials that Turn Off the Violence makes available to children, parents, schools, and youth groups are a family guide that includes suggestions for parents to help ensure that their children are not experiencing violence at school and an alternative guide that lists activities for families and individuals who believe they watch too much violent television. Other materials contain strategies for incorporating nonviolent conflict resolution into educational programs and telephone numbers of local television stations in the Twin Cities area. The group stresses that families start by incorporating one night of nonviolent television or movie viewing into their lives.

One project that has been particularly successful is the Clothesline Project. When a person is killed by a violent act, that person's name is put on a tee-shirt and hung on a clothesline, pro-

viding a significant visual impact.

In schools, the organization routinely holds essay and poster contests. At meetings of the PTA and other groups, Turn Off the Violence staff note that violence is not a youth problem but a family problem. They advise parents to take a hard look at what their children are watching and listening to and suggest activities to break children's dependence on television viewing. The group publicizes its message further by sending out press releases, arranging media interviews, producing public service announcements, writing articles and editorials about the organization as well as violence in general, and providing speakers to local organizations and schools.

Recommendations From the Working Group on Criminal Justice

The working group on criminal justice met in three breakout sessions over two days to consider issues related to the juvenile justice system and violence prevention. Two tracks of the group worked independently to discuss key issues and formulate recommendations and directions for reform.

Key Concepts

1. **There is a lack of communication, understanding, and meaningful relationships between adults and youth.**

- Our society does not truly value children, despite the pretext of loving them.
- Adults are becoming afraid of youth, allowing them to fight out problems among themselves.
- Parents are neglecting their responsibilities to their children.
- Superficial relationships prevent youth from becoming friends with parents, teachers, and community-based professionals.
- Career burnout among youth-serving professionals, caused in part by overwhelming caseloads and societal misconceptions that these professionals are solely responsible for violence prevention, hinders building a relationship.
- There is a lack of "bridge builders," such as mentors and youth advocates, who understand adolescents' sense of isolation, frustration, and distrust.
- Short-term programs disappoint youth and disrupt relationships, leading youth to believe that nobody cares about them.

2. **Education is not providing basic support for youth.**

- Schools are not working with the system.
- Funding disparities between high- and low-income communities lead to vast differences in available resources.
- Teachers have lost control of their classrooms because they are often overburdened with paperwork and disciplinary responsibilities.

3. **Current methods of incarceration, expulsion, and other punishment are not preventing acts of violence.**

- The juvenile justice system has neither urged nor helped children to find alternatives to violence.
- The juvenile justice system has an unfavorable public image due to failure to educate parents and the public about the juvenile justice process and its mission.
- Many youth, such as those who are anti-social rather than criminal, are processed by the juvenile justice system when their behavior could be more effectively addressed by other institutions.

4. **Uneven distribution of wealth and power, as well as racism and sexism, are at the core of the nation's problems.**

- Business and corporate America were not represented at this forum, preventing crucial dialog about how funds are distributed in society.
- The "gangster mentality" of using money, power, and violence to get ahead is learned and practiced at leadership levels of society, sabotaging young people's ability to value anything else or to judge right from wrong.
- Recognizing and rectifying these problems is a moral and political responsibility.

5. **Youth lack responsibility for their own actions and cannot make better decisions themselves.**

- Youths' lack of self-esteem is at the root of violence.
- Youth lack control of their actions, which would enhance the ability of the community and the system to deal appropriately with offenders and return them to the community as productive members.

- Current strategies center on the success of youths participating within a program, neglecting further rehabilitation after the program.

<u>Directions/Recommendations</u>

1. **Conduct an accurate risk and resources assessment, involving children, schools, families, and communities.**

- Recognize that segments within the community perceive facts differently and exhibit different attitudes and capabilities in coping with them.

- Involve all segments of the community to ensure the accuracy and completeness of data.

- Realize that one role of the family is to instill youth morals; start with the family in developing communication networks.

- Define violence, incorporating the different meanings, both physical and psychological, that the concept holds for different people.

2. **Build collaborative relationships among youth-serving agencies.**

- Share information, staff, and training to make the most of limited resources of personnel, time, and money.

- Report which programs are effective and increase communication between federal agencies and other organizations.

- Restructure the distribution and disbursement of funds in agencies, forming collaborations for maximum results before funds are granted.

- Eliminate confidentiality laws that prohibit youth-serving organizations from sharing information.

- Approach each problem youth with a comprehensive program so results will not be fragmented.

3. **Involve parents in prevention strategies.**

- Acknowledge that most parents want to play a role in educating and disciplining their children.

- Incorporate parental participation in court treatment programs.

- Eliminate practices that prevent parents and the community from becoming involved in

school policies.

- Teach parents how to be more responsible and pay more attention to their children.
- Enable parents to learn new skills by allowing them to participate in their children's treatment.

4. Formulate and establish a community mission statement with short- and long-term goals.

- Gear community missions toward youth and family, keeping in mind the African maxim that it takes a whole village to raise a child.
- Incorporate flexible policies and funding that respond to family and community needs.
- Encourage local communities to take charge of youth problems in their own communities.
- Promote interaction between urban and rural communities, recognizing that no urban/rural split exists where youth and violence are concerned.

5. Provide law enforcement officers with more prevention strategies.

- Develop specific training and guidelines regarding how police should deal with youth.
- Increase collaboration among law enforcement, schools, parents, and social service agencies, holding conferences to discuss problem youth.
- Establish management teams at schools or police stations to deal with youth situations.

6. Formulate a corporate policy for businesses to respond to the economic and social problems of the country.

- Reorder fiscal priorities in the United States.
- Demand that the business sector take part in violence prevention discussions and support solutions.

7. Revamp and adequately subsidize schools and education.

- Make schools full-service organizations.
- Modify school administration to reflect prevention priorities.
- Develop curricula that enable youth to acquire the skills needed for decent jobs.

- Promote behavior modification as a first step toward violence prevention in schools.

- Lessen funding disparities among districts, perhaps through replacing the local tax support structure with a federal-level taxation for schools.

- Have faith that schools and communities are agents for reform.

8. Promote constructive adult interaction with youth.

- Remember that juvenile means child, not delinquent, when discussing criminal justice and juvenile justice.

- Listen to youth to learn why they became involved in violent situations.

- Teach youth how to respond to conflict in nonviolent ways through example from mentors, parents, teachers, and neighbors.

- Identify and help abused children before they show signs of becoming potentially violent in society by studying and using the factors that have enabled significant numbers of these children to break through and live happy, crime-free lives.

- Provide opportunities for youth to gain self-esteem through helping others with programs developed from community initiatives or from other organizations.

9. Restructure the juvenile justice system.

- Improve knowledge of the judicial process within communities so citizens can interact effectively with the system.

- Enable the system to intervene more actively between schools and parents to require parental accountability for children's actions.

- Recognize that full-time, competent, and knowledgeable judges can interact with school officials in assisting with problem youth.

- Find an alternative to juvenile jails that focuses on rehabilitation.

- Provide more fiscal support to stabilize the system.

- Create more accountability and structure for youth in the system. Find ways to put these juveniles back in the mainstream.

Recommendations From the Working Group on Housing and Neighborhood Systems

Two tracks of the working group on housing and neighborhood systems met in three breakout sessions over two days to consider violence prevention issues relating to this field. The two tracks worked independently. Several common themes emerged, along with numerous topics unique to each group, as participants sought to identify major issues and suggest directions for constructive change.

Key Concepts

1. **Prevailing approaches toward violence tend to be reactive, allowing problems to become serious before they are addressed.**

- The underlying causes of violent behavior are not sufficiently identified or treated through existing intervention strategies.

- Youngsters lack opportunities to learn problem-solving resources and skills that would enable them to respond in nonviolent ways, and they lack positive role models in their communities.

2. **Strong negative attitudes relating to violence, apathy, racism, distrust, disrespect, denial, selfishness, and hopelessness prevail across American society.**

- Public housing residents may perceive policymakers as distant and disrespectful and society in general as racist and selfish; society may see public housing residents as unwilling or incompetent to improve their own communities.

- Citizens of troubled communities allow their own attitudes and fears to stand in the way of constructive action, which hinders cross-segment understanding and cooperation.

- Exaggeration and overemphasis of violent incidents by media, youngsters, and community members make problems seem unapproachable.

3. **Many rules and regulations work against the system and the best interests of the intended beneficiaries.**

- Public housing tenants must pay 30 percent of their household income as rent, which penalizes the families of working teen-agers whose earnings are assessed as well.

- Stipends for single mothers divide families and reward teen-agers who become pregnant.

- Limits on savings accounts for welfare recipients discourage saving for education and other goals that could help recipients become self-sufficient.

- Inconsistent, self-defeating rules that encourage deception give youth the erroneous signal that one cannot behave legally and survive.

- Many rules are written by policymakers who are out of touch with the problem.

4. Funding sources do not provide sustained support, especially for successful programs; evaluation measures are not adequate to identify effective programs.

- The current categorical structure of funding causes fragmentation and lack of continuity. Organizations must constantly repackage and modify their programs to ensure continuity of services.

5. There is a lack of national advocacy that builds from the grass roots to the federal level, which limits the awareness that resources exist, let alone what resources are available to communities.

<u>Directions/Recommendations</u>

1. Develop proactive, long-term national strategies emphasizing prevention.

- Examine the underlying factors causing violent behavior and take the emphasis away from short-term programs and immediate results.

- Convene a national task force to identify, fund, and evaluate promising strategies.

- Place priority on effective early prevention activities, which contribute more and cost less than later interventions. Educate young children in nonviolent problem-solving skills. Do not, however, overlook youth who need these skills in their present and future roles as parents, community leaders, and role models.

- Help today's parents. Provide workshops on parenting and problem-solving skills and programs to treat substance abuse.

2. Encourage the community to feel ownership by encouraging involvement and by welcoming ideas and strategies from those affected by violence.

- Recruit on a constant basis to keep people involved in neighborhood issues and organizations such as youth programs, patrols, work groups, and advisory boards.

- Establish a clear, solution-oriented strategy to help the community or youth group focus on its problems and begin to solve them. Target an area for improvement, then come up with a plan and implement it.

- Foster a positive environment by recognizing and publicizing all successes.

- Use proactive strategies, such as community patrols, in place of reactive ones, like arrest and prosecution. Minimize the use of hardware, such as metal detectors in schools, because it affects morale.

3. Improve communication and cooperation to link various public and private community institutions (families, schools, community organizations, businesses, police, the judiciary, and other branches of government) into an integrated, noncompetitive network for support and resources.

- Use this team approach to help local networks seek resources, educate the media and others about community occurrences and needs, and share services and facilities for the benefit of all involved.

- Draw upon resources such as the United Way, the Federal Administration of Children and Families, HUD, state funds for children's social services and substance abuse prevention, and private foundations.

4. Redesign funding and evaluation strategies.

- Establish sustained, noncategorical funding for long-term effective programs.

- Build rigorous, research-based evaluation into programs and budgets from the beginning to help identify and replicate successful programs.

- Set national standards for effective practice. However, funding linked to evaluation outcomes can limit momentum, longevity, and ultimately effectiveness. A balance must be established between cost effectiveness and the ability to attempt new strategies. Evaluators must be sensitive and available to local grantees.

5. Address coordination of federal rules to reduce contradictions and promote positive and productive behavior for families.

- Work through the Domestic Policy Group or the Vice President's National Performance Review, Reinventing Government Group.

- Set a ceiling for the 30-percent rent rule, exempting teens' earnings to encourage legitimate, skill-enhancing employment.

- Promote welfare recipients' asset accumulation and remove regulatory discouragements to establishing bank accounts.

- Adopt two-parent household assistance; support family self-sufficiency.

6. Examine the correlation between youth violence and gun control laws, drug laws,

and economic policy.

- Enforce a federal ban on handguns and assault weapons.

- Create more jobs for young Americans by putting the United States first in terms of trade policy and patent law.

- Increase coordination of these issues among federal agencies to achieve coherence of policy and thus a more systematic approach to violence prevention.

7. Work with communities to encourage and develop their involvement in order to maximize local resources.

- Form a "community of communities" by convening the leaders of many neighborhoods to support local efforts and assist in assessing each community's risks and resources.

- Institute long-term, noncategorical funding to help communities balance and diversify resources.

- Encourage the use of school facilities as a community resource: extend school hours to fill critical unsupervised time for children; hold evening and weekend programs to encourage parents' involvement; make the school a neighborhood hub and source of pride.

- Improve the condition of school and community facilities to show youngsters that they merit nice surroundings.

8. Provide and support caring, long-term family and community role models for youth.

- Recruit parents, coaches, teachers, business people, and other community figures to work with youth and help them build self-esteem, future career potential, and constructive social skills.

- Encourage and reward youth for being positive role models for younger children.

9. Make youth development the long-term goal of violence prevention.

- Provide options for achievement, such as jobs, to make programs and education appealing to youth.

- Realize that gangs offer employment, responsibilities, leadership skills, recognition, and a place to go. Youth programs must offer a legitimate alternative.

- Encourage youth to become not only nonviolent, but also people who are a productive

and valued part of society.

Recommendations From the General Working Group

This breakout group included participants from education; medicine; criminal justice; philanthropy; the military; federal, state, and local governments; and other fields. Participants addressed issues of youth violence prevention in diverse and sometimes opposing perspectives.

Key Concepts

1. **Obstacles such as ineffective communication and lack of cooperation impede organizations and individuals in addressing the problems of violence.**

- Competition for resources, adversarial relationships among agencies and organizations, racism, and discrimination are barriers to preventing violence.

2. **Conflicts exist in society about the causes and solutions to youth violence.**

- There is no national consensus about what governmental level (federal, state, or local) should have the primary responsibility for addressing the problem of youth violence.

3. **Current remediation and punishment measures are not effectively preventing violence.**

- Focusing on punishment is a destructive force in itself, and one that is unfair to children who react negatively to a system that they feel has already failed them.

Recommendations/Directions

1. **Develop coalitions and foster a collaborative effort across federal, state, and local levels to deal with violence prevention.**

- Coordinate programs so resources can be used cooperatively rather than competitively.

- Promote an effective communications network that cuts across departmental and agency boundaries to disseminate information on successful programs, coalitions, processes, and training.

- Bring people affected by violence and policymakers together to discuss violence prevention.

2. **Create community councils to empower neighborhoods to effectively participate in violence prevention issues.**

- Develop a process for community elements, including offenders and victims, to work together and establish a common set of priorities.

- Involve all groups working with children. Businesses are a key group in this coalition, because they can involve their employees in discussing the responsibilities of parenting; schools are important as identifiers of abused children.

- Create culturally sensitive strategies and match them to the appropriate communities or populations.

3. Listen to youths and their thoughts on violence prevention.

- Create youth councils in communities to help youths participate.

- Make learning in schools a positive force.

4. Evaluate ongoing programs and new research to ensure that efforts are put toward effective solutions — not toward ineffective solutions.

- Set up a clearinghouse to track the most effective practices and the most promising programs and resources.

- Encourage research that deals with problems at the state and local levels.

- Develop programs with federal guidance that help build capacity and self-sufficiency.

- Emphasize the thoughts and priorities of adolescents by evaluating the social and structural components that contribute to interpersonal violence, family dynamics, risk factors, and protective factors.

5. Concentrate on long-term prevention strategies.

- Get a personal commitment from each person to decrease his or her own bias concerning violence.

- Characterize the issue of violence so that it does not stigmatize certain parts of the population or turn off the larger segments that are needed to help solve these problems.

6. Adjust funding policies and priorities so funds are adequately distributed.

- Use available funds to effectively leverage more investments for violence prevention measures.

- Establish consistent funding principles for sponsoring agencies that take into account the

multiple demands on local organizations.

- Set up education and information models.
- Increase spending on drug abuse treatment and prevention.

7. Support a resource center to train trainers.

- Use as examples the Communities That Care and Fight Back models.

8. Examine the current direction of the punitive system.

- Seek alternatives to incarceration for minor offenders, building punishments around the concepts of development and social justice.
- Treat seriously violent children by evaluating their developmental stages, vulnerabilities, and disabilities. Examine the age at which the criminal justice system treats these children as adults.
- Study repeat offenders by examining factors such as learning and reading problems, medical or physiological conditions, dysfunctional families, and community environment.
- Explore ways to reach and reform adult offenders.

9. Convene more forums (such as this Safeguarding Our Youth forum) periodically for three or four years, with a similar training format so that a cumulative learning process is created.

Recommendations From the Working Group on Media

The working group on media met in three breakout sessions over two days to consider issues related to mass media and our growing culture of violence. Several key concepts emerged to help define the issues involved along with a number of recommendations for new directions.

<u>Key Concepts</u>

1. Mass media, which include more than television, contribute to an increase in violence in our society.

- Cable television, movies, video games, advertising, music, and popular culture all play a role.
- News is different from entertainment. Reports of current events often contain violence

and are gratuitously portrayed; however, this portrayal is more justified for news than it is for entertainment.

- Media are so pervasive in our lives that few people are aware of their impact — positive or negative.

- With regard to television, people have generally bought the myth that media simply provide entertainment, with little significance or few consequences to society.

- Today's youth have not known a time when there was no television, so they are unable to separate themselves from the image culture in which they are growing up.

2. It is important to research the multiple and various effects of violence in the media.

- Most people focus their attention primarily on whether violence portrayed in the media "causes" some people to commit violent acts, but literature suggests there are at least four social effects to be considered:

    1. *Increased aggression and meanness* — A correlation between seeing violence portrayed in the media and acting more violently after it is seen. This may or may not influence a person to commit criminal acts; the effect may also be a bullying attitude, hostility, or mean-spiritedness toward others or society as a whole.

    2. *Victim effect* — An increased fear and concern for self-protection, causing an increased use of locks and security gates and/or fear of going out alone or at night. Due to this fear, people stay home to watch more violent entertainment, thus perpetuating their paranoia. This relates to Gerbner's "mean world syndrome."

    3. *Bystander effect* — An increase in callousness and insensitivity towards others who may already be desensitized to violence. Such insensitivity, in turn, may cause a violent reaction and a decline in the sense of "community."

    4. *Increased appetite for violence* — Media violence can be addictive. The more violence viewers watch, the more "jolts per minute" are needed to keep them involved and watching.

3. The civic community has a lot to learn about how to work with local media and how to use media formats to introduce or reinforce positive social messages.

- A sense of powerlessness about media and technology has prevented community groups from using media to set a social agenda. Rather, media have set the agenda in part by portraying the negative rather than the positive.

4. Not all youth are influenced by the violence portrayed in the media.

- Research indicates that what is offensive or influential to one person may not be so to another, depending on age, gender, ethnicity, or social background.

- Many see poverty, joblessness, drugs, gangs, or parental neglect as more influential than media violence on a lifestyle of violence or crime.

5. Many factors in addition to the media are involved in creating our current culture of violence.

- Other factors include circular poverty, decay of the inner city, breakdown of family life, lack of education and jobs, addiction to drugs, loss of purpose and self-esteem, and, of course, the availability of guns.

- A further influence is an attitude of militarism, domination of the weak, and competition to win at all costs — factors which, when portrayed by the media, appear normative and acceptable to society.

<u>Directions/Recommendations</u>

1. Make society aware that the media are not just mindless entertainment.

- Use the media's influence to convey positive as well as negative behaviors and attitudes — a measure that is particularly favored today by parents of young children.

- Consider the issue of media violence as the first phase of a major cultural debate about life in the 21st century. What kind of people do we want our children to become? What kind of culture will best provide a healthy environment for them to grow up in?

- Examine personal responsibilities for contributing to the increase in media violence — it *does* attract an audience.

- Combine audience education and effective organization techniques to change the direction of media, using long-term vision and multiyear strategies.

- Direct awareness and energy toward positive action rather than extremist reaction.

2. Support a major public movement to challenge the media conglomerates to act as responsible citizens in a society that is increasingly influenced by the media.

- Take lessons from the environmental movement to form a cultural counterpart.

- Develop regulatory standards that are First Amendment-friendly. Few people are comfortable with censorship, yet rising violence is creating a public health crisis that diminishes the unassailability of the First Amendment.

- Hold the media responsible for being educators as well as entertainment providers.

- Focus on solutions that involve a *vision* of what mass media can do rather than on those that micro-manage the media industry. Reclaim the concept of media as a public service rather than just a private investment. Emphasize long-term impact.

- Establish a "Council of Excellence" to reward corporations and advertisers that resist sponsoring violence-related images.

- Allow ways for citizens to express their views, such as toll-free numbers and bilingual access.

- Decide who will set policies in a future that will include 500 cable channels, interactive programming, and "electronic superhighways."

3. Help community groups and agencies become more effective in using communications media and working with local media institutions to create safe, caring communities.

- The community must gain access to the media, work with the local media, and learn how to use media formats to introduce or reinforce positive social messages.

- Local and national media leaders must create win-win situations as a solution to the current culture of violence.

- Encourage effective collaboration by informing community leaders about the organizational structure and business needs of commercial versus public media systems.

- Design activities for the media to complement and extend the impact of interpersonal programs, such as late-night radio music/talk shows to supplement gang intervention or violence reduction programs; videos for parenting education; computer networks; and electronic forums.

4. Make broad-based media literacy education a priority, implemented through an interagency, interdisciplinary approach.

- Improve media literacy education in the United States to a higher level, using Canada and other countries as examples. Incorporate four interrelated aspects:

    1. *Critical thinking* — Uncovering the explicit and implicit meanings of a media message.

    2. *Critical analysis* — Making the connection between media content and its significance to daily life; identifying economic influences as well as political ideologies and

values such as racism and sexism.

3. *Creative production skills* — Producing an expressive media message; creating alternative points of view to mainstream media.

4. *Preparation for citizenship in a media culture* — Understanding the economic and political structures and how mass media work in society; learning to take personal or public action to influence the use or challenge the abuse of media in society, such as writing to the Federal Communications Commission, teaching youth to decode alcohol or tobacco advertising, and organizing a public access cable television show.

- Involve the U.S. Department of Education, the U.S. Department of Health and Human Services, the Federal Communications Commission, the Federal Trade Commission, and others in interagency research and development of specifically targeted, comprehensive media literacy programs.

- Organize media literacy at the community level, involving churches, clubs, social workers, health care professionals, and family and youth service agencies in programs for youth and adults.

Recommendations From the Working Group on Schools and Education Systems

The working group on schools and education systems met in three breakout sessions over two days to consider issues of violence relating to this topic area. Two tracks of the group worked independently to discuss key issues and formulate new strategies for reform.

Key Concepts

1. Violent incidents frequently occur among youth who have never been in trouble.

- Some of these youth are "wanna-be's," while others are simply protecting themselves.

- Teachers have access to juvenile justice system records and thus are aware of problem youth, but are not aware of those nonadjudicated youth.

2. Dangerous issues such as turf battles and weapons are affecting schools.

- When policies forbid staking out and protecting gang turf on school property, violent behavior occurs outside of the school.

- There are no clear methods for dealing with armed students. Some people advocate the use of metal detectors in schools, while others feel they are unreliable because they cannot

detect all weapons and can be bypassed. Furthermore, detectors send a message to youth that school is a fearful environment, and they instill a false sense of security in parents.

- The effectiveness of suspension as a response to violence or as a punishment for carrying weapons is debatable. Some see the practice as a power play by frustrated administrators, and some feel youths view suspension as a reward, allowing them to "stay home and get high all day long." Some feel that administrators have a responsibility to parents and other students to suspend or expel those caught with weapons; others feel that administrators must send a message to offenders.

3. Legal issues affect both the perceived threat of violence and what can be done about the issue.

- Federal legislation on search and seizure requires that a school administrator have more than a hunch about whether a youth is carrying a gun.

- The legality of banning gang colors in schools is questioned.

- There is a lack of balance between children's rights as potentially responsible citizens and our responsibilities as public servants.

4. Parental, school, and community ideologies can prevent action.

- Parental apathy is just as prohibitive as dissent.

- Union contracts and administrative structure are often contested within the school.

5. Funding is a major problem.

- Many schools lack the financial resources for extensive violence prevention plans.

- Most funds, resources, and time go into violence intervention rather than violence prevention.

6. Traditional boundaries prevent agencies from working more closely together.

- Police may be countywide and schools citywide; public welfare deals with different groups, while police deal only with offenders.

- The Federal Family Education Rights and Privacy Act prevents interagency cooperation.

- Teachers are not sure which agency has jurisdiction when a juvenile is apprehended within a school.

7. Current correctional facilities and practices are ineffective.

- Corrections facilities become their own communities, with no follow-up once a youth is released. The incarcerated are robbed of connections and are given no belief that they can succeed.

- Physical violence is rampant among inmates.

- Prisoners convey to those on the outside that there is more to learn on the inside.

Directions/Recommendations

1. Make primary prevention a priority.

- Focus money, time, and energy toward prevention, and understand that if violence is prevented, the need for intervention decreases.

- Address adjudicated youth; also attend to those youth who have not been in trouble but have the potential to become violent.

- Utilize Head Start and other programs for youth.

2. Develop a national prevention program with participation from the local level.

- Realize that leadership must originate from the federal government, but local ownership is the key to success.

- Establish an interdepartmental federal agency to coordinate funding and programs for violence prevention.

- Develop a national youth training initiative to provide socially acceptable ways of dealing with violence.

- Involve local leadership to consider national resources available for community prevention programs.

3. Institute community-based training to help juveniles examine violence and how it affects them.

- Integrate this program into existing school courses and service delivery programs, avoiding the need to submit the new curriculum for a lengthy approval process.

- Deliver training outside the school through family service centers. Use an approach that involves educators and others, but keep the school as the base of the program.

- Develop training plans to train teachers and parents to use the program and be responsible for youth.

- Realize that each community must decide *what* it needs to present before focusing on efficient delivery.

4. Collect more data about violence in schools.

- Mandate school reports of crime data so parents can determine the safety of their children's schools, if resources are properly allocated, and if programs are effectively evaluated.

- Make clear that data collection is part of an overall plan and is not simply being used for identification purposes.

- Ease confidentiality provisions of student records for those working against violence.

- Improve distribution of information to parents.

5. Make changes in school administration, curriculum, and philosophy to facilitate violence prevention.

- Create alternative systems, or "schools within schools," in lieu of suspensions for handling behavioral transgressions; consider, however, that a consistent, comprehensive suspension and expulsion process could moderate impulsive violence.

- Increase resources for truancy, an early indicator of potentially violent behavior.

- Revise curricula to instill a respect for law, but do not place an emphasis on teaching values and morals, which dissipates parental authority.

- Train all educational personnel in conflict mediation and recognition of behavior that indicate potential warnings of violence.

- Encourage students to be responsible for their own actions.

- Involve and empower students' families.

- Create a sense of family and community among students.

- Obtain more funds and use the school as a means of delivering services, such as conflict resolution, peer mediation, community service, after-school activities, and special projects, including art, oral history, and wilderness trips, that are lacking in homes. Extend greater effort toward students who receive the least parenting.

6. **Mandate a "safe schools" plan at local, state, and federal levels.**

- Promote a "safe schools" constitutional amendment by developing a multifaceted policy toward guns, passing stricter gun laws (possibly a complete ban); levying penalties on parents who are the source of weapons; and using integrated approaches to protect students, perhaps employing metal detectors in some situations, but taking into account that they are not a perfect solution.

- Make school safety a priority of all delivery standards; incorporate "childhood impact assessments" into all legislative programs.

7. **Develop a stronger sense of intolerance of violence in the general community.**

- Convene a community group to study risk factors and perform a needs assessment. Design a program from this information to help youth deal with factors such as peer pressure and substance abuse.

- Encourage the medical profession and the clergy to become proactive. Use health centers to screen patients for signs of violence; urge the American Medical Association to develop a protocol on violence prevention; involve clergy to help stem moral decay.

- Restructure corrections facilities and integrate involvement with the community.

- Develop positive bonding opportunities within the community. Consider the importance of bonding for individuals and communities, realizing that youth strongly need to belong to a group such as a family or a gang.

- Reduce civil liability penalties for businesses and others who volunteer in youth anti-violence activities.

8. **Facilitate a better flow of communication among all involved in violence prevention.**

- Use contacts made at this forum for networking to develop programs and funding to continue these efforts.

Recommendations From the Working Group on Youth-Serving Organizations

The working group on youth-serving organizations met in three breakout sessions over two days to consider issues related to our growing culture of violence. Two tracks of the group worked independently to identify key issues and formulate new directions toward resolution of these problems.

Key Concepts

1. **Categorical funding results in short-term programs that do not deal with youth development.**

2. **There are significant differences between intervention and prevention.**

- The system tries to rehabilitate after the fact rather than prevent the occurrence of violence. There is too much focus on problem youth, with youth being viewed as people who need rehabilitating rather than nurturing.

3. **Many people perceive the existence of an infrastructure that profits from the continuing problems of violence, weapons, and drugs.**

- Attractive profits from drug sales and other crimes support legitimate businesses such as car dealers and gun shops.

- Some professional organizations make a living from dysfunction and violence. For instance, the foster care system is perceived as financially motivated, instead of serving an altruistic function.

4. **Boys & Girls Clubs have changed significantly in recent years to tackle the challenges of a more violent society, with nontraditional organizations being created solely to respond to violence that affects youth.**

- New techniques working in various cities include: extended club hours, peer leaders, training in alternatives to violence, mentor programs, outreach for girls, community service, residential retreats, child abuse prevention education and outreach, gang negotiators, and programs for exposure to opportunities in higher education and the job market.

Directions/Recommendations

1. **Institute less categorical, long-term federal funding.**

- Offer broader-approached violence prevention grants with a strategy of addressing youth problems and their communities.

- Acknowledge that different geographic areas will call for different strategies.

2. **Coordinate the many groups involved in violence prevention through the Coordinating Council on Juvenile Justice and Delinquency Prevention.**

- Pool grant-making with agency incentives for collaboration.

- Exchange information among groups, perhaps through a uniform data base on violence prevention and related issues for a national information clearinghouse.

- Encourage alternative funding sources such as trust funds, dedicated state and local taxes, taxes on firearms sales, and waivers to redirect the existing stream of money.

3. Develop partnerships with youth, encouraging their involvement in planning, implementation, and evaluation of violence prevention programs.

- Research youth involvement models, strategies, and opportunities.

- Provide early instruction about choices and alternatives to violent actions.

- Develop a positive youth development strategy that goes beyond crisis intervention and resolution to help children develop life skills.

- Broaden outreach efforts to embrace young people who are not inclined to participate in youth groups because of parental pressure or other reasons.

- Make young people feel welcome, heard, and respected; do not stereotype them or make unfair comparisons.

- Pay attention to and reward the vast majority of youth who are doing well.

- Commit to policies that strengthen families and offer parenting support — assist parents through home visits, family support programs, and cultural sensitivity.

- Improve training of youth-serving professionals through interagency and regional information clearinghouses.

4. Establish an ongoing national violence prevention campaign with participants from this forum to influence each other as well as the federal government to create and mobilize a call for action.

- Use the federal government as a catalyst for finding and evaluating programs around the country that are working.

- Convene a consulting commission within this campaign to develop research, funding, services, and legislation such as the Safe Schools Act, which mandates community-school cooperation.

- Emphasize both proactive strategies and broad-based participation on the consulting commission.

- Study racism and its impact on violence.

5. View the community as a resource and an asset in creating solutions to the problems of violence.

- Generate ideas for programs and employment opportunities from within the community.
- Broaden outreach efforts to attain maximum community involvement and utilization of resources.
- Examine universal causes of frustration in communities, such as the institutionalization of greed as a value and the trivialization of religion.
- Encourage more church involvement in speaking out against violence.
- Make awareness of the community's priorities a precondition for funds being allocated to school districts.
- Encourage community role models.

6. Make systemic change a priority and adopt a strategic perspective.

- Involve members of all racial, ethnic, and age groups, males and females alike, in discussions about resolutions to violence.
- Encourage those involved with youth to develop a systemic approach to each problem by identifying the problem, assessing its characteristics, collecting data, identifying potential solutions, and assessing program alternatives.

Report of the Working Groups

July 21, 1993
2:00–4:00 p.m.

Madeleine Kunin
Deputy Secretary, U.S. Department of Education

Deputy Secretary Kunin informed participants that the breakout sessions panel was an opportunity to take the positive energy, new knowledge, and sensitivity generated at the forum and act as the catalysts and the mediators that are needed in communities. She added that the panel also provided an opportunity for participants to tell those at the federal level how to be more effective and useful partners in violence prevention.

"This is a good time to take our vision and focus it," she said. "That is how I believe we develop the capacity to move forward. We realize that we have started something quite unusual here — the dialog among the federal agencies, the dialog with the community participants, and the dialog with the children, who were so forthright in their stories. This type of dialog does not usually come together at one time and in one place. Maybe this is a microcosm of what could happen in communities."

Panel Discussion

Members of the 10 breakout groups each selected a representative from their group to summarize their discussions. The following is a summarized listing of thoughts and ideas from those presentations. For complete summaries of the breakout groups' sessions, see pages 79 to 101 of this report.

Group A — Housing and Neighborhoods
Jose Morales, Project Director, Chicago Commons, Chicago, Illinois

Mr. Morales said that his group discussed strategies, including coordination, resource development, problem assessment, communitywide approaches, and obstacles to developing programs to address violence. The following are conclusions and suggestions of Group A:

- Communities often move from a position of denial to a position where they quickly implement programs without full knowledge of those programs' effectiveness and without looking into the underlying causes of violence.

- While short-term strategies and programming are needed, there is a compelling need for movement into longer-term strategies that look at what is affecting the community.

- As professionals, it is important to develop skills to help youngsters handle violence within themselves and within their lives.

- The middle school focus, which seems to be prevalent in many areas, is too little, too late. Violence prevention programs should begin earlier; however, in a rush to develop programs of early intervention, older adolescents cannot be overlooked.

- The nonschool hours are critical, because these are the times when children frequently engage in unsupervised pursuits. Therefore, community-based organizations and programs that occupy that time are crucial.

- The school can be converted into an after-school center, into a social service center, and into a place where children can be safe and continue to develop skills together. In communities where this is not possible, this role should be assumed by community agencies.

- Links among the school, the community, the police, and the courts need to be developed and nurtured. Often, professionals in these areas are working with the same young people and do not realize it. Therefore, they do not consult each other for solutions.

- Shrinking financial resources cause those working with youth to become competitors rather than collaborators.

- There is a need for role models who really care about young people. Also, young people are important role models and should be encouraged and rewarded for their positive contributions.

- Gun control is a must at the federal level. Communities cannot discuss and implement violence prevention programs without gun control policies to foster their efforts.

Group C — Youth-Serving Organizations
James Cox, Director of Urban Services, Boys & Girls Clubs of America, New York, New York

Mr. Cox said that members of his group believed short-term programs come and go because funding is so categorical and does not deal with youth development. He added that youth are often treated as people who need fixing rather than nurturing. The group offered the following recommendations:

- Federal funding should be less categorical, and violence prevention grants should take a broader approach.

- Staff of agencies who work with young people need to develop true partnerships with youth. This should be a requirement for funding. Youth should be involved in the planning, implementation, and evaluation of violence prevention programs.

- There is too much focus on problem youth. A vast majority of youth are doing well and should be encouraged and rewarded. There is a need to develop a positive youth development strategy.

Group G — Criminal Justice
Frankie Rios (youth participant), Kips Bay Boys & Girls Club, the Bronx, New York

Mr. Rios said Group G focused on the relationships between family members. The following are points from the group's discussion:

- Young people learn morals from their families. This is why federal and local officials must go to families first to develop better communication. This also applies to schools, courts, police, and other agencies that need to share training information.

- There is a need for a long-term commitment to programs so that the young people who participate are not disappointed.

- Sometimes young people think that if a program ends they will never see the people involved in the program again, leading them to believe people do not care. It is important to establish a relationship before beginning communication so young people can look to professionals as friends and can communicate better.

- It is important to get the community together to see what they want to do with their neighborhoods and their young people. From there, the community can encourage the city council and other neighborhoods can do the same.

- Youth-serving professionals need to get families to work with them in activities and meetings, to promote a better understanding of violence. If young people do not have their families with them, they are not going to want the professionals to be part of their lives either. Young people have to be a part of the situation, so they feel more comfortable and realize adults do care.

Group E — General
Margarita Suarez, President, N.W. Center for Personal and Family Counseling, Issaquah, Washington

Ms. Suarez stated that with 20 people and 20 sets of ideas, her group was definitely an example of getting everyone together and collaborating. She submitted the following ideas on behalf of her group:

- There needs to be effective collaboration in terms of networking, communication, effective coalition building, coordination of programs, and developing of processes for working together. In addition, information on programs or models that are working, and training to implement those models, are needed. Information is also needed on programs that are not working.

- Encourage ongoing evaluation, research, and dialog so that efforts are directed toward positive solutions.

- More attention needs to be given to the young people and what they are saying, especially their thoughts about violence prevention.

- There is concern about the direction being taken by the juvenile justice system, which is trying young people as adults.

- People need to examine their personal commitment and their biases and prejudices. It is difficult to listen to someone else, even if they have a good idea, because bias gets in the way.

Group D — Media
Elizabeth Thoman, Executive Director, Center for Media and Values, Los Angeles, California

Before beginning her summary, Ms. Thoman stated that the issue of the media and violence is a complex topic. She underscored the following issues:

- There is a need to increase awareness that media are more than just television — they include movies, cable, and video.

- News is different from entertainment, and violence on the news has more protection under the First Amendment than violence in entertainment.

- Media may be one cause of violence, but it is not the only cause. There are four effects of violence in the media: increased aggression and meanness, increased fear for one's own protection and safety, increased callousness, and increased desire to view violence.

- Youth representatives in Group D said that they do not view media violence as influential. This could be because young people do not see the same television as their parents or because media are so pervasive in children's lives that they cannot separate themselves from the media and do not know how much the media influences them.

- There is good news: The mood of America is changing dramatically. People no longer believe the myth of mindless entertainment. People need to recognize that if the media are part of the problem, then the media need to be part of the solution.

- There is a need for individuals to examine their own contribution to media violence, because the media do mirror society.

The following are Group D's recommendations:

- Individuals should challenge corporate media to act more responsibly as good citizens. This is already under way, but it needs to happen through more creative involvement at the local level.

- There is a need to find solutions that are consistent with the First Amendment. People should hold out a standard vision and potential of what mass media can do to unify society. This will encourage the media to be part of the solution.

- Community groups need to become more effective in using and working with the local media.

- Young people should be involved in talk shows, music programs, and commentary

shows. Media professionals should be encouraged to work with the young people.

- There is a need for media literacy education in this country that explores the impact of the media and their relationships to people influenced by the mass media.

- People need to decode media's messages. One suggestion is to prepare guides about the media, so teachers can discuss popular shows with their students.

- It is helpful to analyze the political and economic ideology that underlies the mass media. While this might be more sophisticated, older and even some younger children can do this.

In closing, Ms. Thoman told participants that there is a strong need for activism in the use of media — moving people from being passive consumers to active writers. She said people need to write letters to the media about both positive and negative aspects, to be active in their communities, and to learn about the Children's Television Act so they can work in their local communities.

Ms. Thoman added that broad-based media literacy is not just for schools. All after-school programs, churches, clubs, and social work organizations need to make the media connection. She said the Department of Education, the Department of Health and Human Services, the Department of Justice, the Federal Trade Commission, and the Federal Communications Commission need to be challenged to model this collaborative effort nationally, so it can be done locally.

Group I — Education
Robert Maher, Principal, Cornwall High School, Cornwall, New York

Dr. Maher said his group represented judges, education officials, principals, teachers, state and federal education officials, social workers, medical professionals, law enforcement, and community organizations. He said that he mentioned this group representation because, for the first time, they all actually got together and had dialog with people they would normally just point fingers at and say, "It's not my job, it's theirs." The following are highlights from their discussion:

- The issues are also the obstacles. The obstacles include dwindling resources, turf battles, legal concerns, different ideologies, and resistance from parents, schools, and organizations.

- A better flow of communication is needed. The Safeguarding Our Youth forum, sponsored by the federal government, is a good format.

- An integrated curriculum is suggested because schools are inundated with local, state, and sometimes national mandates. Do not add new curriculum, but instead infuse and

integrate existing curriculum.

- There should be more emphasis placed on parental responsibility and training and distribution of information to all parents.

- It is time to rethink the juvenile and correction systems and to address the media, gun control, and other larger issues.

- Most of the money and resources and time are spent on intervention, while little is spent on prevention. There is a need to invert the cone and start funneling the funds, the time, and the energies toward prevention. This does not mean abandoning intervention or early intervention, but understanding that if violence is prevented, then the need for intervention decreases.

Group B — Youth-Serving Organizations
John Bailey, Project Director, City of Trenton Weed and Seed Program, Trenton, New Jersey

Mr. Bailey told participants that his group had interesting interaction. If the moderator had not shown some restraint and ability to find balance between content and emotion, the group might still be meeting. His group discussed and concluded the following:

- There is an infrastructure that profits from the continuing problems of violence, weapons, and drugs. This infrastructure should be recognized while addressing these problems.

- There is a significant difference between intervention and prevention as it relates to violence.

- All ethnic groups, genders, and age groups should be involved in discussions about resolutions to violence.

- There is a need for a national anti-violence or prevention campaign. Hopefully, forum participants will use the energy to influence each other as well as the government to mobilize and create a call for action.

- A need exists for a consultant commission that will find a way to influence issues, research, funding, legislation, and services.

- Funds should not be put into a school district without the school district being aware of what the community perceives as the issues and problems that need to be addressed.

- Systemic change must be a priority and a strategic perspective. There is a need for those involved with youth to develop systemic approaches to the problem. This in-

volves identifying the problem, assessing its characteristics, collecting data, identifying potential solutions, and assessing program alternatives.

In closing, Mr. Bailey said that throughout the breakout session, his group believed that the community must be seen as a resource and as an asset. He added that often the community is not seen as such; therefore, those involved with youth look for answers elsewhere. He emphasized that within each community there are resources to address and to resolve the problems of violence.

Group H — Criminal Justice
Michael James, Office of the Mayor, San Francisco, California

Mr. James said his group focused on the African maxim — it takes a whole village to raise a child — and on the "Patrick Test," which was presented by Patrick Mark, youth participant, who challenged the group with the question: "Do you really want to do something about violence, or do you just want to do something good?"

The following ideas were submitted:

- Our society does not value children, despite the comments made about loving them.

- Incarceration does absolutely nothing to prevent violence. A judge in the group stressed that people need to purge their minds of criminal justice when discussing juvenile justice.

- There is a dire need for reordering fiscal priorities in the United States. The daily military expenditure continues to dwarf what is expended on our children. Government spending and government-supported programs are frequently unaccountable and insufficient.

- Adults are beginning to fear children; on the other hand, children have long feared adults. Realistically, adults commit more violence against children than children do against children.

- Education must be reformed — people are talking a lot about full-service schools and community-oriented schools.

- Education must be adequately subsidized. Funds from prison and corrections need to be shifted directly to education.

- Tax reform is needed. One suggestion is to eliminate the local tax support structure and implement a federal-level taxation for schools, so there is fiscal equity as opposed to a division between rich districts and poor districts.

- Fiscal support is needed to stabilize the juvenile justice system so there is consistent judicial representation for communities and so the system can more actively intervene to

require accountability of parents of offenders.

- Communities need to generate consciousness of the judicial process so they can interact more effectively with the judicial system.

In closing, Mr. James stated that a philosophical and political view is that racism, sexism, and division of classes are still at the root of violence. He added that he believed that businesses and corporate America were not represented at the forum, noting that the lack of this representation provided only half of the conversation when discussing how funds are distributed in society.

Group J — Education
Alfred Dean, Director, School Security Operations, School District of Philadelphia, John F. Kennedy Center, Philadelphia, Pennsylvania

Mr. Dean said he wanted those at the conference to understand that his group believed leadership for programs can originate from the federal ¿ vernment; however, ownership must be the responsibility of the local governments. He explained that when discussing solutions to violence, his group's primary considerations were intervention and prevention. He provided the following recommendations:

- A national program to prevent youth violence can be developed with input and participation from the local level. This will help create a program that both considers the national resources available and involves local leadership, which is the key to successful participation.

- A national program or initiative is needed regarding bonding — not just individual bonding, but community bonding.

- A national reporting system for school-based violence activities is needed. It is important to know what is going on in the schools; parents, schools, and legislatures need to know. This type of reporting system is needed to provide the necessary resources, as well as a safe and secure society.

- A national teen training program should be developed to provide teen-agers with socially acceptable ways of dealing with the violence they encounter.

Group F — Neighborhood, Community, and Housing Group
Fred Jordan, Chief Probation Officer, Juvenile Probation Department, City and County of San Francisco, San Francisco, California

Mr. Jordan discussed a few of the areas his group focused on during their breakout sessions. The group's recommendations and observations include the following:

- Programs that provide incentives for young people to do the right thing are often successful.

- The 30-percent rule, which requires housing project residents to pay 30 percent of their income toward rent, seems to be an incentive; however, there is a need for rent reform, including a ceiling on rents. There is also a need to allow the accumulation of assets, to encourage two-parent household assistance, and to remove the "disincentive" for employment for all-family member employment. One young person was saving for college but was confused, because the money saved counted against the income of the whole family. Thus, the family was penalized for the young person's hard work.

- Key elements of how housing and neighborhood organizations currently try to respond to or prevent violence that affects youth include focus, assessment, recognition, partnership, and jobs.

- To make a difference, it is important to involve residents.

- It is important to identify an area, neighborhood, or community with which to work.

- There is a need to build a sense of community participation by involving as many neighbors as possible and by requiring ownership of the project.

- A project should be "do-able"— something that can be obtained.

The group provided the following recommendations to help overcome obstacles to violence prevention: respect tenants of housing projects; elect housing captains to serve as leaders; give people rent credit vouchers; designate areas for Operation Green Space and improve physical spaces for tenants; hire residents to do work, especially quality work and leadership work; establish neighborhood patrols and resident management councils; enter into partnerships with police, courts, social services, schools, and others; and promote hope.

In closing, Mr. Jordan said the challenge was what to do next. He stated that forum participants should not leave without a plan — taking all that was learned at the forum and applying it to the nation's communities.

Closing of Forum—Participants' Dialog With Deputy Secretary Kunin and Deputy Attorney General Heymann

July 21, 1993
4:00–4:30 p.m.

Philip Heymann
Deputy Attorney General

Mr. Heymann thanked the reporters and noted that everyone at the conference seemed to share a common vision of what life should be like for young people and a common dread of what it has become and is becoming.

"This vision and this dread are not special to us," Mr. Heymann said. "The level of concern is higher for people at this forum than elsewhere. But, what we want is probably broadly shared and what we dread is probably broadly shared. Now, we must address the question, 'What can we do?' "

Mr. Heymann suggested that a good starting place is to ask why something does not happen if we all share roughly the same vision of what we want for young people. He described the following scenarios to explain why nothing happens.

- The connections that cause the bad situation are not known. We might ask what we can do to make life more livable and violence less tempting for young people. One thing that can be done is to pull together as many of those connections as possible and share them.

- Although the connections are known, the problem is too big to change. If the problem is massive redistribution of wealth, then everyone is up against a major problem in dealing with violence.

- The problem is known, what has to be done to solve the problem is known, and the means to solve the problem are available, but there is a lack of the skills necessary to take the appropriate actions. This involves training people, which is very possible.

- The community is made up of people who just do not care particularly about other people's children. This problem needs to be addressed by reminding those people of the vision and why it is everyone's vision and of the dread and why it is everyone's dread.

Mr. Heymann asked for comments and questions from the audience.

Comment: A participant noted that a common thread of interest among everyone attending the forum seemed to be cooperation. He said that when he returned to Los Angeles, he would have to face the problems of gangs, school safety, and other issues. The participant asserted that help was needed from the federal government, stating that federal resources of-

ten do not reach the local level. He explained that although those on the local level can provide their own input, some of their own resources, and their own leadership, they could not do it all alone. He recommended a comprehensive team training as a follow-up to the forum.

Comment: Another participant acknowledged that those at the local level need help, but pointed out that local officials are not helpless. He explained that until the issues of racism are addressed, there would be the same regurgitation of information every 10, 15, or 20 years. He advised that President Clinton's incorporation of people of different backgrounds and persuasions in his cabinet and his administration creates a unique opportunity. The participant said that it was time to be honest — honest about resolving the problem that faces America today: racism. He said that either we confront it or we don't.

Response: Deputy Secretary Kunin told the two participants that they both hit on an important point. The federal government needs to help, knowing it has to go to the local level in terms of ownership and in breaking down the racism and barriers that separate.

She acknowledged that there is not going to be a lot of new federal money and that existing federal funds will be used differently, noting that pieces of legislation are constantly being reauthorized with new opportunities. For example, the U.S. Department of Education is looking at Chapter 1 for disadvantaged youth and children and plans to submit a bill to Congress soon for reauthorization of the Elementary and Secondary Education Act. Ms. Kunin asked the participants to provide feedback regarding the kind of flexibility that would be most useful, what areas should be emphasized, and how funding could be leveraged to do what is most useful for communities. Ms. Kunin informed participants that the Departments of Education, Justice, Health and Human Services, and Housing and Urban Development are looking for ways to collaborate, provide more waivers, and simplify the process.

Mr. Heymann remarked that youth and violence are going to be major concerns of the federal government — more than they have been in the past. "This conference is not going to be the last time we do something or turn to you to address this issue," he said. "I think you are hearing the first notes of a major federal concern. I hope so, and I think so."

Comment: The next participant said that her organization has a program for teaching teen mediation to students; however, the program has no funds. Although they are trying to access the Drug-Free Schools funds, she explained that they are having difficulty because the program is not directly tied to drug abuse and drug incidences. She explained that although her program could demonstrate that it used one of the foremost strategies in violence prevention, they were still having trouble obtaining funds. She concluded that the fiscal constraints are hurting programs.

Response: Ms. Kunin said they are looking into combining Drug-Free Schools and Safe Schools legislation, recognizing the obvious connection, as well as the need to broaden the definitions and requirements. She asked the participant to write to her or Bill Modzeleski.

Comment: Another participant said she did not want funds that support one educational program to be taken away to support another educational program. She suggested that any unused funds from the defense budget be shifted to education. She asked what those at the local level can do to help allocate tax dollars, so funds are put toward children and education first.

Response: Ms. Kunin explained that government officials like herself can only provide information, and she recommended that participants write to their members of Congress with information about their priorities, noting that there are a number of shifts being made from defense to other areas. Ms. Kunin added that this is the budget that addresses the federal deficit. So the short-term strategy, although it is bitter medicine, is to get the budget under control and then continue to push for reassignment of priorities.

Comment: The next participant agreed with Ms. Kunin and recommended taking this idea of reassigning priorities down one level to the state budget. She advised using advocacy and special interest groups to influence state and federal governments. The participant noted that citizens have more power than they realize. Government workers cannot lobby; they can only provide the information if someone asks for it. Therefore, someone has to do the asking.

Response: Ms. Kunin added that there is often a cynicism about the government, an attitude that it does not work. She declared that view untrue, especially at the grass-roots level. She encouraged people not to underestimate their own power.

Comment: The next participant noted that several of the panelists had recommended a national program to reduce violence that everyone could get behind. The participant proposed her program, Minnesota's Turn Off the Violence, as a template. She explained that the program approached violence with a grass-roots community effort, giving the community a framework to address its specific issues. The participant reported that the program has had phenomenal response and success, because each community can tailor the program to its needs and still stay focused on violence.

Comment: Another participant asserted that everyone had learned that violence is complex, that violence is endemic to the nation's history, and that it requires a holistic and empowering approach. He suggested immediately expanding the government network, bringing together all the federal departments that work for young people, along with one new department — National and Community Service. He emphasized that young people can lead this effort in their own communities and become catalysts for change and support in the community.

Response: Mr. Heymann said that he was pleased to explain that the Domestic Policy Council of the White House has asked the Departments of Justice, Education, Health and Human Services, Housing and Urban Development, and Labor to form a task force, bringing together everything they all know and can do to reduce violence.

Comment: Another participant appreciated the opportunities presented by the forum, offering two observations. The first was a lack of representatives from women survivor service agencies and from gay and lesbian programs, both of which deal with important violence issues. Secondly, the participant said that he hoped new or increased funds in the violence prevention area would be used as an incentive for programs and would reduce the competition among organizations for funding. He suggested creating neighborhood enterprise zones or some other tax breaks for businesses that are involved in defeating violence. He explained that his program's yearly budget was $200,000 and that $30,000 of that went toward payroll taxes. He recommended that there be some type of tax relief for grass-roots, community-based groups, thereby freeing other resources, so the community-based groups are not competing for scarce resources.

Response: Ms. Kunin thanked the participant for his comments. She emphasized that this conference would not be the last of these events and observed that issues like those the participant had raised would be addressed then.

Comment: The next participant appreciated that community-based organizations were well represented at the forum, because this acknowledged the crucial role that these organizations play in violence prevention. He said that in New York, a collaboration between his group (Metropolitan Area Educators for Responsibility) and the public schools has been very productive in running the Resolving Conflict Creatively Program. The participant said he was concerned about the role of community-based organizations in legislation, because he did not see them mentioned in the Safe Schools legislation. He recommended that there be an ongoing way for people working in the community to provide input into the development of a national strategy.

Response: Ms. Kunin said that to her knowledge, the legislation certainly did not exclude community-based organizations. She added that to receive funding for the second year of a program, an organization now must have a plan that involves the community in the reduction of violence. She believes that this is a real incentive that is steering people in the right direction.

Comment: Mr. Oliver noted the large number of people at the forum who had done a wonderful job in a variety of organizations and suggested the development of a resource directory. He also proposed workshops for sharing ideas and information.

The participant also stated that countries communicate through sports-related projects — like the President's Council on Physical Fitness or the Olympics. He expressed his interest in helping young people succeed, not just through physical fitness, but by combining or extending that concept across the country. He suggested creating a national incentive that involves the community and empowers young people, making them feel a part of something positive.

Response: Ms. Kunin said that they are trying to put a resource guide together, noting that it needs to be done from the perspective of forum participants and others working with young

people. She said that the forum's mailing list of participants could be a useful resource. She also encouraged participants to contact the Department of Education or Department of Justice if they are concerned about pending legislation or other issues.

Comment: The next participant was concerned that mental health had not been discussed at the forum. She expressed the need for a concept that not only addresses mental health, but physical fitness and nutrition as well, noting that much of the dropout rate is due to physical problems and poor health. She said that there needs to be a balance between the three agencies — Justice, Education, and Health and Human Services.

She also suggested that foundations be considered when getting businesses involved, noting that the Robert Wood Johnson Foundation has done great things in this field and that there are many other foundations doing this type of work. She added that there were past efforts when the Department of Health and Human Services worked with foundations. The federal agency helped with the competitive bidding process, which foundations often do not want to do. She concluded that this would be a very good way to approach violence prevention.

Response: Ms. Kunin agreed and thanked the participant for her good suggestion.

Comment: The next participant suggested emphasizing to businesses that violence prevention programs make for good business. He cited the Los Angeles riots as a good example. He added that he is able to get the money to do his work by using that leverage.

Closing Remarks

Mr. Heymann reported that the next time a forum like this one is organized, other agencies will be involved, stating that the Department of Justice and the Department of Education were fast off the starting block. He stressed that the forum was just the beginning of a substantial federal involvement in the prevention of violence.

Mr. Heymann said, "One of the things we are going to have to do is pull together, combining all of our ideas — everything that has worked and that might work. Please give us your thoughts."

Ms. Kunin thanked participants, emphasizing that there could not have been a conference had the participants not laid the foundation and made the commitment. "All of us need encouragement to keep going," she said. "It's easy to follow a fad, but it is difficult to make it a lifetime. We are very grateful for that effort on your part."

Speaker Biographies

Beverly Watts Davis is executive director of San Antonio Fighting Back, a comprehensive prevention, intervention, treatment, relapse prevention, and community empowerment and improvement program of the United Way. Previous positions include statewide coordinator, director of programs, and State Red Ribbon coordinator for Texans' War on Drugs. A national trainer in community mobilization and empowerment and multicultural awareness, Ms. Davis serves on the board of trustees of Austin Community College and is a member of the Multicultural Affairs Committee and Advisory Council of the Texas Commission on Alcohol and Drug Abuse. She serves on the executive committees of the National Prevention, Intervention, and Treatment Coalition for Health; the National Association for a Drug-Free America; and the San Antonio Crime Commission. She is a former member of the Texas Task Force on State and Local Drug Control. She is founder of the Women's Chamber of Commerce of Texas and chairperson of its board of directors. Ms. Davis was a co-author of and advocate for the Minority and Women-Owned Business Procurement Ordinance and served on the first Minority and Women-Owned Business Commission. She has served on the board of directors of Goodwill Industries, the Capital City Chamber of Commerce, the Black Arts Alliance, and the Children's Advocacy Center. She also served on the advisory boards of KLRU–Public Television Station, the Texas Women's Political Caucus, and the United Way of Texas' Models Working Group. Ms. Davis was recently appointed to the Commission for a Drug-Free Texas by Governor Ann Richards and was honored by the Palmer Drug Abuse Program as Advocate of the Year.

J. David Hawkins is a professor of social work and the director of the Social Development Research Group at the University of Washington at Seattle. Dr. Hawkins' research focuses on understanding and preventing child and adolescent health and behavior problems; identifying associated risk and protective factors across multiple domains; understanding how such factors interact in the development or prevention of problem behaviors; and testing comprehensive prevention strategies designed to reduce risk by enhancing the protective elements available in families, schools, peer groups, and communities. Since 1981 he has conducted the Seattle Social Development Project, a longitudinal prevention study testing a risk reduction strategy based on his theoretical work. He is co-developer of the Social Development Model, a theory that provides a foundation for delinquency and drug abuse prevention. Dr. Hawkins has served as a member of the National Institute on Drug Abuse's Epidemiology, Prevention, and Services Research Review Committee and the Office for Substance Abuse Prevention's National Advisory Committee. He currently serves on the Committee on Prevention of Mental Disorders of the Institute of Medicine, National Academy of Sciences, and the Resource Group on Safe and Drug-Free Schools of the National Education Goals Panel. He is co-author of *Preparing for the Drug (Free) Years: A Family Activity Book*, a prevention program that empowers parents to reduce the risks for drug abuse in their families and strengthen family bonding. He is also co-author of *Communities That Care: Action for Drug Abuse Prevention.* Dr. Hawkins received a B.A. in sociology from Stanford University in

Palo Alto, California, and an M.A. and a Ph.D. in sociology from Northwestern University in Chicago, Illinois.

Philip B. Heymann is deputy attorney general of the U.S. Department of Justice. Prior to this position, Mr. Heymann was the James Barr Ames Professor at Harvard University Law School in Cambridge, Massachusetts. He also served as the director of the Center for Criminal Justice at Harvard and as a professor at Harvard's John F. Kennedy School of Government, where he directed the Program for Senior Managers in Government. As director of the Center for Criminal Justice, he managed various projects to improve the criminal justice systems of countries seeking to create or preserve democratic institutions, including Columbia, Guatemala, Russia, and South Africa. From 1978 to 1981, he served as assistant attorney general in charge of the criminal division of the U.S. Department of Justice and from 1973 to 1975 as associate Watergate special prosecutor. At the U.S. Department of State, he was executive assistant to the undersecretary of state, deputy assistant secretary of state for International Organizations, and head of the Bureau of Security and Consular Affairs. Following a clerkship for Supreme Court Justice John Harlan, Mr. Heymann represented the U.S. Government in the Solicitor General's Office from 1961 to 1965. In addition, he served as independent counsel to the National Football League in the investigation of allegations of sexual harassment by the New England Patriots football team, and he chaired a panel of international experts proposing to the Goldstone Commission new procedures for handling mass demonstrations in South Africa. Mr. Heymann has written extensively on the subjects of management in government, combating corruption, and criminal justice and is co-author of a forthcoming book on strategies for dealing with terrorism. Mr. Heymann received a B.A. in philosophy from Yale University in New Haven, Connecticut, where he graduated Phi Beta Kappa and summa cum laude; a Fulbright scholarship to attend the University of Paris at the Sorbonne; and a J.D. from Harvard University Law School in Cambridge, Massachusetts.

Hope M. Hill, a clinical psychologist, is a professor of psychology and the director of the Howard University Violence Prevention Project at Howard University in Washington D.C., where she studies the impact of urban violence on the social and emotional development of children traumatized by community violence. Dr. Hill's expertise is in the mental health of children and families in high-risk settings. Her research interests include resiliency and protective factors in African-American children and the impact of urban violence on the social and emotional development of children and adolescents. Dr. Hill served as chief of the Assessment, Clinical Case Management, Evaluation, and Support Services Division in the children's mental health system in Washington, D.C. In this position, she was responsible for development of the first clinical case management unit, walk-in and mobile crisis services for children, and a centralized intake and evaluation unit. She also served as chief psychologist of the Northside Center for Child Development and the Graham Windham Mental Health Clinic in New York City. She has conducted workshops across the country on the development of culturally appropriate mental health services. Dr. Hill received a B.A. in psychology and political science from Wesleyan University in Middletown, Connecticut, and an M.S. and

a Ph.D. in clinical psychology from Columbia University in New York City.

Susan Kidd, anchor of NEWS4, has been with WRC–TV for nearly 10 years. Prior to 1988, when she began anchoring at NEWS4 at 5, she anchored Channel 4's highly rated weekend newscast. She is widely regarded as one of NEWS4's strongest journalists and most popular speakers. In addition to having a keen interest in local and national issues, she is an outspoken advocate of children's rights. She came to Washington, D.C., from St. Louis, Missouri, where she anchored weeknight newscasts. Ms. Kidd began her broadcast career in 1973 at WFMY–TV in Greensboro, North Carolina, as a junior reporter. Over the next seven years, she served as county government reporter, education reporter, weekend news producer, and weeknight anchor. Ms. Kidd was named Outstanding News Anchor by the Washington, D.C., chapter of the National Academy of Television Arts and Sciences. She holds a degree in English literature from Albion College in Albion, Michigan.

Madeleine May Kunin is deputy secretary of the U.S. Department of Education, where she is responsible for implementing the department's "reinventing government" initiatives. Prior to this position, Ms. Kunin served three terms, from 1985 to 1991, as governor of the state of Vermont. Elected to the Vermont General Assembly in 1972, she served three terms during which she held positions as assistant democratic party leader and chairperson of the Appropriations Committee. She was elected lieutenant governor of Vermont in 1978 and reelected in 1980. While governor, Ms. Kunin scored significant achievements for education, the environment, and children's services. For example, Vermont was cited as No. 1 in the nation for its environmental policies by the Institute for Southern Studies and first in the nation for children's services and care for the mentally ill. Also, teacher's salaries rose from 49th place in the nation to 26th, access to kindergarten was guaranteed, and early childhood programs was expanded. Other achievements included school finance reform, business-education partnerships, vocational education reform, and a new portfolio assessment program. *Fortune* magazine cited her as one of the nation's top 10 education governors. In 1992, Ms. Kunin was the first Nelson A. Rockefeller Center Distinguished Visiting Fellow at Dartmouth College, and during the 1991–92 academic year, she was appointed the first Radcliffe College Distinguished Visitor in Public Policy at Harvard University. In 1991, she was the Montgomery Fellow at Dartmouth College. After leaving office in 1991, Ms. Kunin founded the Vermont Law School-Based Institute for Sustainable Communities, which focuses on Eastern and Central Europe. Recently, she was on the three-person committee that advised President-elect Clinton on the vice presidency and on the presidential transition board of directors. Ms. Kunin received a B.A. in history with honors from the University of Massachusetts at Amherst and M.A.'s in journalism from Columbia University in New York and English literature from the University of Vermont in Burlington.

Janet Reno is the attorney general of the United States. From 1978 to 1993, she was state attorney in Miami, Florida, initially appointed to that position by the governor of Florida and subsequently elected five times. From 1976 to 1978, she was a partner in the Miami-based law firm of Steel, Hector, and Davis. She began her legal career in private practice, then served as an assistant state's attorney and as staff director of the Judiciary Committee of the Florida House of Representatives. Attorney General Reno's professional activities have included serving as a member of the American Bar Association's Task Force on Minorities and the Justice System and the ABA's Special Committee on Criminal Justice in a Free Society. She also served as president of the Florida Prosecuting Attorneys Association. Attorney General Reno has received numerous honors and awards, including the Medal of Honor Award from the Florida Bar Association; the Public Administrator of the Year Award from the American Society for Public Administration, South Florida chapter; and the Herbert Harley Award from the American Judicature Society. Attorney General Reno received an A.B. from Cornell University in Ithaca, New York, and an LL.B. from Harvard University Law School in Cambridge, Massachusetts.

Richard W. Riley is secretary of the U.S. Department of Education. Before joining the Clinton administration, Mr. Riley was a senior partner with the South Carolina law firm of Nelson, Mullins, Riley, and Scarborough. Prior to that, he was elected governor of South Carolina in 1978 and 1982, during which time he made an indelible mark on public education and gained a national reputation as a leader in education reform. He initiated and led the fight for the 1984 Education Improvement Act in South Carolina, which, according to a RAND Corporation study, was the most comprehensive state education reform measure in the country. A nationally recognized leader in the areas of public education reform, nuclear waste disposal, and preventive health care, Governor Riley's administration was marked by conservative fiscal management and remarkable progress in job development, quality education, environmental protection, and improved health care. A 1986 *Newsweek* poll of the nation's governors ranked him third as most effective governor. From 1967 to 1977, Mr. Riley served as a state senator in South Carolina and as a state representative from 1963 to 1967. He served as legal counsel to the U.S. Senate Judiciary Committee until he joined his family's law firm in 1960. Mr. Riley is the recipient of numerous state and national awards, including the Friend of Education Award of the South Carolina Education Association, the 1983 Government Responsibility Award of the Martin Luther King Jr. Center, and the 1981 Connie Award for Special Conservation Achievement by the National Wildlife Federation. Mr. Riley has served on numerous boards and commissions, including the National Assessment Governing Board, the Carnegie Foundation Task Force on Meeting the Needs of Young Children, and the Duke Endowment. In 1990, he served as an Institute Fellow at the John F. Kennedy School of Government at Harvard University. Mr. Riley received a B.A. cum laude in political science from Furman University in Greenville, South Carolina, and a J.D. from the University of South Carolina School of Law in Columbia.

Mark Rosenberg is acting associate director for Public Health Practice within the National Center for Injury Prevention and Control (NCIPC) of the Centers for Disease Control and Prevention. NCIPC aims to reduce the morbidity and mortality associated with unintentional injuries such as motor vehicle injuries, falls, burns, drownings, poisonings, and firearms injuries as well as intentional injuries such as suicide and interpersonal violence. NCIPC supports both intramural and extramural injury research and works to develop injury control capacity and programs in state and local health departments. Dr. Rosenberg's research and program interests have concentrated on injury control and violence prevention, with emphasis on behavioral sciences, evaluation, and health communications. He has board certifications in both psychiatry and internal medicine and training in public policy. He completed a residency in internal medicine at Massachusetts General Hospital, a residency in psychiatry at Boston's Beth Israel Hospital, and a residency in preventive medicine at the Centers for Disease Control and Prevention. Dr. Rosenberg is on the faculties of Morehouse Medical School, Emory Medical School, and Emory School of Public Health and is a member of the Visiting Committee for the Harvard University School of Public Health. He edited a recently published book entitled *Violence in America: A Public Health Approach.* In his book *Patients: the Experience of Illness*, he combined photographs and interviews to show the effects of illness on the lives of six people, each of whom were afflicted with a different disease. He is using the same approach to examine the impact of injury. Dr. Rosenberg received a B.A. in biology from Harvard College in Cambridge, Massachusetts, an M.D. from Harvard University Medical School, and an M.P.P. from John F. Kennedy School of Government at Harvard University.

Paul Simon is a U.S. senator from Illinois. First elected to that office in 1984, he currently serves on the Senate Budget, Foreign Relations, Indian Affairs, Judiciary, and Labor and Human Resources committees. Championing the interests of working families and others demanding a voice in the nation's affairs, he has emphasized a balanced budget amendment, education reform, fiscal restraint and responsibility, job training, health care, law and order, and air safety. One of Senator Simon's legislative projects was enactment of the Television Violence Act, which provides a three-year antitrust waiver allowing voluntary industrywide self-regulation to reduce television violence. This law brought TV violence to the front burner of public policy concerns and continues to drive the debate. He recently held two major hearings with witnesses from the television industry testifying on this issue. He was elected to the U.S. House of Representatives in 1974, where he served until his election to the Senate. During his years as a U.S. representative, Senator Simon was the chief sponsor of legislation creating the National Center for Missing and Exploited Children. In addition, he played a leading role in securing enactment of the charter for the Illinois-Michigan Canal and headed a successful effort to create a national park planned for the Illinois bank of the Mississippi River. Elected lieutenant governor of Illinois in 1968, he is widely credited with transforming what had been a ceremonial office into one focused on making government serve citizens better. During his 14 years in the state legislature, he won the Best Legislator Award of the Independent Voters of Illinois every session. He was chief sponsor of Illinois' open meeting law and of legislation creating the Illinois Arts Council, and he was a leader in

the development of the state's community college system. During his tenure as a public official, he has established a strong record of constituent service, holding more than 550 town meetings throughout the state since his election to the Senate. From 1951 to 1953, Senator Simon served in the U.S. Army, where he was assigned to the Counterintelligence Corps as a special agent in Europe. Senator Simon has written 14 books, including, *Winners and Losers*, *Advice and Consent*, and *Freedom's Champion: Elijah Lovejoy*. He also writes a weekly newspaper column entitled "P.S. Washington."

Terence P. Thornberry is a professor and former dean at the School of Criminal Justice of the State University of New York at Albany. Prior to joining the faculty at Albany, he was associate professor of sociology and associate director of the Center for Studies in Criminology and Criminal Law at the University of Pennsylvania. Dr. Thornberry's areas of expertise include theories of delinquency, serious and violent juvenile crime, juvenile institutions, juvenile justice research and development, and issues related to school drop out and truancy. Currently director of the Rochester Youth Development Study, an ongoing panel study examining the causes and correlates of serious delinquency and drug use, he is focusing on the longitudinal examination of the development of delinquency and crime and construction of an interactional theory to explain these behaviors. Dr. Thornberry was a recipient of a National Defense Education Act Fellowship at the University of Pennsylvania; a presidential citation from the American Society of Criminology; and a National Institute of Mental Health Certificate of Appreciation, awarded for serving as member and chairman of the Criminal and Violent Behavior Research Committee. In 1993, he received the Excellence in Research Award from the State University of New York at Albany. A widely published author, he received the American Bar Association's Gavel Award Certificate for his book *The Criminally Insane*. He wrote *From Boy to Man, From Delinquency to Crime* and has written many articles and book chapters. Dr. Thornberry received a B.A. in sociology from Fordham University in New York City and an M.A. in criminology and a Ph.D. in sociology from the University of Pennsylvania at Philadelphia.

Cornel West is a professor of religion and the director of the Afro-American Studies Department at Princeton University in New Jersey. Dr. West's academic interests include research on issues facing the African-American urban underclass in America and creation of an ongoing dialog between African-Americans and Jews. A guest lecturer and visiting scholar on many campuses, Dr. West was recently named the W.E.B. Du Bois Lecturer at Harvard University. His book credits include *Prophesy Deliverance: An Afro-American Revolutionary Christianity*, *Post-Analytic Philosophy*, *Prophetic Fragments*, *The American Evasion of Philosophy*, *The Ethical Dimensions of Marxist Thought*, *Breaking Bread*, *Prophetic Reflections*, *Prophetic Thought in Postmodern Times*, and *Race Matters*. A book entitled *Blacks and Jews: Conflicts and Coalescence,* which he co-wrote with *Tikkun* magazine editor Michael Lerner, is forthcoming. Dr. West received a B.A. magna cum laude in Near Eastern language and literature from Harvard University in Cambridge, Massachusetts, and an M.A. and a Ph.D. from Princeton University.

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