

165778

# Guaranteeing Safe Passage: The National Forum on Youth Violence

*made possible by*

Office of Juvenile Justice  
and Delinquency Prevention

California Wellness Foundation

Criminal Justice Policy Foundation

Cowles Charitable Trust

*special thanks to:*

Annie E. Casey Foundation

National Conference of State Legislatures

Police Executive Research Forum

**OJJDP**

Office of Juvenile  
Justice and Delinquency  
Prevention

**NCCD**

National Council On Crime  
and Delinquency

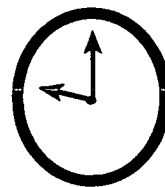
Developmental Research  
and Programs, Inc.

## Guaranteeing Safe Passage

Materials for this Forum were prepared under Grant No. 95-JN-FX-0012 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U. S. Department of Justice.

Manual design and layout by Lisa A. Gilley,  
Developmental Research and Programs, Inc.



## Agenda

**7:00 - 9:00 PM**

### **Dinner**

Dinner Speaker: Joe Marshall  
*Views on Preventing Youth Violence from a Nationally  
Respected Youth Advocate*

**Friday, June 2**

**8:00 - 9:00 AM**

### **Breakfast**

**9:00 - 10:30 AM**

### **Panel: *Balancing Enforcement and Prevention***

A discussion with prominent law enforcement officials who have implemented programs blending law enforcement and prevention approaches.

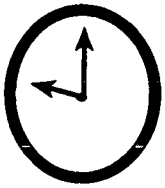
**10:30 - 10:45 AM**

### **Break**

**10:45 - 12:15 PM**

### **Working Groups - Session III**

Youth Violence Prevention: What Works  
Youth Violence Prevention: What Doesn't Work  
Early Childhood Intervention  
Youth Speak Out



## Agenda

**12:15 - 1:45 PM**

### **Lunch**

Luncheon Speaker: Shay Bilchik

*Framing A National Agenda on Youth Violence*

**1:45 - 3:30 PM**

### **Panel: *Next Steps - A Call to Action***

A discussion with Forum participants on future action steps.

## Forum Chairperson

Honorable Glenda Hatchett Johnson  
Fulton County Juvenile Court



**Speakers**

## The Speakers

Honorable Janet Reno  
Attorney General of the United States

Marian Wright Edelman  
President  
Children's Defense Fund

Honorable Lee Brown  
Director  
Office of National Drug Control Policy

Clarence Harmon  
Chief of Police  
St. Louis, MO

Shay Bilchik  
Administrator  
Office of Juvenile Justice and Delinquency  
Prevention

Joe Marshall  
Executive Director  
Omega Boy's Club

Karen Pittman  
Director  
President's Crime Prevention Council

Terence P. Thornberry, Ph.D.  
Professor  
State University of New York - Albany



## Panelists

## The Panelists and Moderators

### Panel: Public Perceptions and Political Realities

A discussion with prominent political leaders about how policy issues are affected by the political climate.

#### Panelists

Randall Franke  
President  
National Association of Counties

Bill Purcell  
Majority Leader  
Tennessee House of Representatives

Kathleen Kennedy Townsend  
Lieutenant Governor  
Maryland

#### Moderator

Talbot D'Alemberte  
President  
Florida State University

### Panel: Media View

A discussion with prominent journalists about media influences on public opinion.

#### Panelists

Ben Holden  
Wall Street Journal

Alex Kotlowitz  
Author and Journalist

Sam Vincent Meddis  
USA Today

Caroline Satchell  
WJLA-TV, Washington, D.C.

Ginger Rutland  
Sacramento Bee

Isabel Wilkerson  
New York Times

#### Moderator

Russell Cox  
Trustee  
Criminal Justice Policy Foundation

PANELISTS

*Guaranteeing Safe Passage*



## Panelists

### **Panel: Balancing Enforcement and Prevention**

A discussion with prominent law enforcement officials who have implemented programs blending law enforcement and prevention approaches.

#### **Panelists**

Kent Alexander  
U.S. Attorney

Gil Garcetti  
Los Angeles District Attorney

Deborah Poritz  
New Jersey Attorney General

Michael Yamaguchi  
U.S. Attorney

#### **Moderator**

Sherry Magill  
Executive Director  
Jessie Ball duPont Fund

### **Panel: Next Steps - A Call to Action**

A discussion with Forum participants on future action steps.

#### **Panelists**

Shay Bilchik  
Administrator  
Office of Juvenile Justice and Delinquency  
Prevention

Barry Krisberg  
President  
National Council on Crime and  
Delinquency

Karen Pittman  
Director  
President's Crime Prevention Council

#### **Moderator**

Laurie Robinson  
Assistant Attorney General  
Office of Justice Programs

# Working Groups



## Working Group Assignments

Your individual working group assignments page was distributed at registration. Please insert this page here.

If you have misplaced your working group assignment page, please check with the registration desk.

## Working Group Information

On the following pages you will find information on the individual working groups, including the names of presenters, facilitators and recorders for each group.

You will also find a set of worksheets for you to use during your participation in each of the working group discussions.





# Working Groups

## Session I

### Effective Public/Private Partnerships

#### **Presenters:**

David Nee  
Executive Director  
William Caspar Graustein Memorial Fund

Luba H. Lynch  
Executive Director  
A.L. Mailman Family Foundation

#### **Facilitator:**

Khalif Ramadan  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Dr. Sandra Tunis  
National Council on Crime and  
Delinquency

### The OJJDP Comprehensive Strategy

#### **Presenters:**

John Wilson  
Deputy Administrator  
Office of Juvenile Justice and Delinquency  
Prevention

James C. Howell  
Former Director of Research and Program  
Development  
Office of Juvenile Justice and Delinquency  
Prevention

#### **Facilitator:**

Rick Cady  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Dr. Robert DeComo  
National Council on Crime and  
Delinquency



## **Session I**

### **Guns and Kids**

**Presenter:**

Frank Zimring  
Professor  
School of Law - U.C. Berkeley

**Facilitator:**

Sherry Wong  
Developmental Research and Programs,  
Inc.

**Recorder:**

Darlene Grant  
National Council on Crime and  
Delinquency

### **Young Women and Violence**

**Presenters:**

Noel Brennan  
Deputy Assistant Attorney General  
Department of Justice

Leslie Acoca  
Director  
Women Offenders Sentencing Study

**Facilitator:**

Brenda Taylor-Hines  
Developmental Research and Programs,  
Inc.

**Recorder:**

Deborah Neuenfeldt  
National Council on Crime and  
Delinquency



## Working Groups

### Session II

#### Effective Public/Private Partnerships

**Presenters:**

David Nee  
Executive Director  
William Caspar Graustein Memorial Fund

Luba H. Lynch  
Executive Director  
A.L.Mailman Family Foundation

**Facilitator:**

Khalif Ramadan  
Developmental Research and Programs,  
Inc.

**Recorder:**

Dr. Sanda Tunis  
National Council on Crime and  
Delinquency

#### The OJJDP Comprehensive Strategy

**Presenters:**

John Wilson  
Deputy Administrator  
Office of Juvenile Justice and Delinquency  
Prevention

James C. Howell  
Former Director of Research and Program  
Development  
Office of Juvenile Justice and Delinquency  
Prevention

**Facilitator:**

Rick Cady  
Developmental Research and Programs,  
Inc.

**Recorder:**

Dr. Robert DeComo  
National Council on Crime and  
Delinquency



## **Session II**

### **Youth Violence Prevention: What Works!**

#### **Presenter:**

Dr. Richard F. Catalano  
Co-Founder  
Developmental Research and Programs,  
Inc.

#### **Facilitator:**

Sherry Wong  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Deborah Neuenfeldt  
National Council on Crime and  
Delinquency

### **Reducing Violence Through Community Policing**

#### **Presenters:**

Drew Diamond  
Director  
Community Policing Consortium

Phil Keith  
Chief of Police  
Knoxville Police Department

#### **Facilitator:**

Brenda Taylor-Hines  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Darlene Grant  
National Council on Crime and  
Delinquency



# Working Groups

## Session III

### Violence Prevention: What Works!

#### **Presenter:**

Dr. Richard F. Catalano  
Co-Founder  
Developmental Research and Programs,  
Inc.

#### **Facilitator:**

Sherry Wong  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Deborah Neuenfeldt  
National Council on Crime and  
Delinquency

### Youth Violence Prevention: What Doesn't Work

#### **Presenter:**

Dr. James Austin  
Executive Vice President  
National Council on Crime and  
Delinquency

#### **Facilitator:**

Rick Cady  
Developmental Research and Programs,  
Inc.

#### **Recorder:**

Dr. Robert DeComo  
National Council on Crime and  
Delinquency



## **Session III**

### **Early Childhood Intervention**

**Presenter:**

Emily Fenichel  
Associate Director  
Zero to Three - National Center for  
Clinical Infant Program

**Facilitator:**

Khalif Ramadan  
Developmental Research and Programs,  
Inc.

**Recorder:**

Dr. Sandra Tunis  
National Council on Crime and  
Delinquency

### **Youth Speak Out**

**Presenters:**

Dr. Yitzhak Bakal  
Executive Director  
North American Family Institute

Youth participants from the Thomas  
O'Farrell Youth Center

**Facilitator:**

Brenda Taylor-Hines  
Developmental Research and Programs,  
Inc.

**Recorder:**

Darlene Grant  
National Council on Crime and  
Delinquency



# Working Group - Session I

**Title of Working Group** \_\_\_\_\_

Use the space below to record your thoughts and ideas for discussion in this working group.

## **Successes**

---

---

---

---

---

---

---

## **Lessons Learned**

---

---

---

---

---



## Gaps

---

---

---

---

---

---

---

---

## Next Steps

---

---

---

---

---

---





# Working Group - Session II

**Title of Working Group** \_\_\_\_\_

Use the space below to record your thoughts and ideas for discussion in this working group.

## **Successes**

---

---

---

---

---

---

---

## **Lessons Learned**

---

---

---

---

---



## Gaps

---

---

---

---

---

---

---

---

---

## Next Steps

---

---

---

---

---

---

---



# Working Group - Session III

**Title of Working Group** \_\_\_\_\_

Use the space below to record your thoughts and ideas for discussion in this working group.

## **Successes**

---

---

---

---

---

---

---

## **Lessons Learned**

---

---

---

---

---



## Gaps

---

---

---

---

---

---

---

---

## Next Steps

---

---

---

---

---

---

# Biographies

## Speakers, Panelists, Presenters



Biographies

### Leslie Acoca

Leslie Acoca co-founded two programs for learning and behavior disordered delinquent children. She also founded and served as Executive Director of Threshold, Inc., a treatment continuum for chemically dependent youth offenders. As a consultant to the California Department of Corrections, Ms. Acoca developed alternative sentencing legislation for pregnant and parenting female offenders and their children. She is currently directing an NCCD study on female offenders in California, Florida, and Connecticut. Ms. Acoca is writing a monograph for the National Council of Juvenile and Family Court Judges describing treatment options for youth, which will be published in the Fall 1995 Journal. Ms. Acoca is a graduate of Yale University and holds two Masters degrees and an M.F.C.C. license.

### Kent Alexander

Kent Alexander is the United States Attorney for the Northern District of Georgia. He heads an office of roughly 135 employees, 68 of whom are attorneys. Mr. Alexander is a member of Attorney General Reno's Advisory Committee, a group of U.S. Attorneys who regularly meet in

Washington to advise her on policy matters. He also chairs that Committee's Computer Working Group. Mr. Alexander became an Assistant U.S. Attorney in 1985 and prosecuted a wide variety of criminal cases, ultimately concentrating in the white collar criminal area. He left the office in 1992 to join the law firm of King & Spalding, which elected him as a partner the following year. Mr. Alexander has been very active in the community, and is a founding board member of Hands On Atlanta. He graduated magna cum laude from Tufts University and from the University of Virginia School of Law.

### James Austin

James Austin is Executive Vice President of the National Council on Crime and Delinquency (NCCD). Prior to joining NCCD in 1974, Dr. Austin was a correctional sociologist for the Illinois Department of Corrections. In 1991, Dr. Austin was awarded the Peter P. Lejins Research Award by the American Correctional Association. Dr. Austin received his masters degree in sociology from DePaul University and his doctorate, also in sociology, from the University of California, Davis.



## Biographies

### **Dr. Yitzhak Bakal**

Dr. Yitzhak Bakal is the founder and Executive Director of North American Family Institute, and Northeastern Family Institute, large multi-service agencies, providing community-based care for de-institutionalized populations including delinquent youth, serving nine states. He is the author of *Closing Correctional Institutions New Strategies in Youth Services* and co-author of *Reforming Corrections for Juvenile Offenders* and *The Life-Style Violent Juvenile*.

### **Shay Bilchik**

Shay Bilchik is the Administrator of the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP). He previously served as Associate Deputy Attorney General in the Office of the Deputy Attorney General. Mr. Bilchik began his career in 1977 as an Assistant State Attorney for the 11th Judicial Circuit of Florida in Miami. In 1979, he was promoted to Juvenile Division Chief and later to Deputy Chief Assistant for Administration. In 1985, he became the Chief Assistant for Administration and was responsible for administering an office of over 200 attorneys. Mr. Bilchik received his education from the University of Florida where he earned his B.S.B.A. degree in 1975 and his J.D. in 1977.

### **Noel Brennan**

Noel Brennan is a Deputy Assistant Attorney General for the Department of Justice, Office of Justice Programs (OJP).

Prior to her appointment to OJP, Ms. Brennan served as Assistant United State Attorney for the District of Columbia. Between 1985 and 1987, she was a law clerk on the District of Columbia Superior Court and the U.S. District Court for the District of Columbia. She also serves as an associate with the Center for Dispute Settlement and was a principal in establishing the D.C. Mediation Service. Ms. Brennan received her J.D. from Georgetown University Law Center in 1985, and is a member of the adjunct faculty at the Law Center.

### **Lee P. Brown**

Lee P. Brown is Director of the White House Office of National Drug Control Policy (ONDCP). Prior to his confirmation as ONDCP Director, Dr. Brown was distinguished Professor at Texas Southern University and Director of the University's Black Male Initiative Program. He also served as New York City Police Commissioner from 1990-1992, as Police Chief of Houston from 1982-1990 and as Atlanta's Public Safety Commissioner from 1978-1982. Dr. Brown received a Doctorate in Criminology from the University of California at Berkeley in 1970, a M.A. in Sociology from San Jose State University and a B.A. in Criminology at Fresno State University. He is the past President of the International Association of Chiefs of Police. In 1991, he was named Father of the Year by the National Father's Day Committee. Dr. Brown is the co-author of *Police and Society: An Environment for Collaboration and Confrontation*.

### **Richard F. Catalano, Ph.D.**

Richard F. Catalano is co-founder of Developmental Research and Programs, an Associate Professor at the University of Washington, and the Associate Director of the Social Development Research Group at the University of Washington's School of Social Work. Dr. Catalano has been involved in research and program development in the areas of drug abuse and delinquency for over fifteen years. He has served on the National Institute on Drug Abuse Epidemiology and Prevention Review committee, and on the Washington State Advisory Committee for Alcohol and Substance Abuse. He is co-author of *Communities That Care: Action for Drug Abuse Prevention*. Dr. Catalano received his B.A. from the University of Wisconsin and his Ph.D. from the University of Washington.

### **Russell Cox**

Russell Cox is a Trustee of the Linell Foundation and the Criminal Justice Policy Foundation. He is also the President of Resort Management, Inc. Mr. Cox has a forty year business career in real estate. He has been president of three companies involved in nationwide development and management and has finance experience as director of four banks and several public corporations. Mr. Cox received a B.S. from MIT, an MBA from Harvard Business School, and has completed professional studies at NYU and Boston University.

### **Talbot D'Alemberte**

Talbot D'Alemberte is President of the Florida State University, where he formerly served as Dean of the College of Law from 1984 to 1989. He was the 1991-92 President of the American Bar Association, the 1982-84 President of the American Judicature Society, and is a former partner in the law firm of Steel Hector & Davis, where he began his law career in 1962. D'Alemberte served in the Florida House of Representatives representing Dade County from 1966 to 1972 and was Chair of the Florida Constitutional Revision Commission in 1977-78. He is the author of *The Florida Constitution* and *The Florida Civil Trial Guide*, as well as many articles. He holds numerous awards including the 1986 National Sigma Delta Chi First Amendment Award and a 1985 American Academy of Television Arts and Sciences "Emmy" for his work in open government, particularly the opening of court proceedings to electronic journalists. He earned his B.A. with honors in political science from the University of the South in 1955 and his J.D. with honors from the University of Florida in 1962.



**Biographies**



## Biographies

### Drew Diamond

Drew Diamond is Director of the Department of Justice's Community Policing Consortium project. Prior to his present position, he served as a Senior Research Associate at the Police Executive Research Forum (PERF) after retiring as Chief of Police in Tulsa, Oklahoma. He completed twenty two years of service with the Tulsa Police Department and served as Chief from 1987 until his retirement in 1991. Prior to joining the Tulsa Police Department he was an employee of the Federal Bureau of Investigation until he entered the U.S. Army and became an Agent in the Army Criminal Investigations Command. He is a graduate of Northeastern Oklahoma State University, the 116th Session of the FBI National Academy and the 12th Session of the FBI National Executive Institute. Diamond has been a member of the adjunct faculty of Tulsa Junior College since 1982 instructing criminal justice courses.

### Marian Wright Edelman

Marian Wright Edelman is the President and founder of the Children's Defense Fund (CDF). She has been an advocate for disadvantaged Americans for her entire professional career. Under her leadership, the Washington-based CDF has become a strong national voice for children and families. Mrs. Edelman, a graduate of Spelman College and Yale Law School, was the first black woman admitted to the Mississippi Bar. She directed the NAACP Legal Defense and Education Fund office

in Jackson, Mississippi. Mrs. Edelman moved to Washington in 1968 as counsel to the Poor People's March. She founded the Washington Research Project, a public interest law firm and the parent body of CDF. For two years she served as Director of the Center for Law and Education at Harvard University, and in 1973 she founded CDF. Mrs. Edelman has received many honorary degrees and awards including the Albert Schweitzer Humanitarian Prize and was a MacArthur Foundation Prize Fellow. She is the author of several books, including *Families in Peril: An Agenda for Social Change* and *The Measure of Our Success: A Letter to My Children and Yours*.

### Emily Fenichel

Emily Fenichel is Associate Director of ZERO TO THREE/National Center for Clinical Infant Programs, a national, non-profit organization dedicated to fostering the healthy physical, cognitive, emotional, and social development of infants, toddlers, and their families. She is editor of the bi-monthly bulletin, *Zero to Three*, co-editor, with Dr. Joy Osofsky, of *Caring for Infants and Toddlers in Violent Environments*, and author, editor, or co-editor of numerous other publications concerned with training and best practice in the infant/family field.



## **Randall Franke**

Randall Franke is the County Commissioner of Marion County, OR. He has been the County Commissioner since 1979, and has been elected Board Chairman six times. Mr. Franke is the President of the National Association of Counties. He is the former chair of the NACo Environment, Energy and Land Use Committee. Franke is the past president of the Association of Oregon Counties (AOC) and has been a member of the AOC Board of Directors since 1985. He is chair of the Marion County Children and Families Commission and the YMCA Board of Directors. Franke received his M.A. in corrections from Oregon College of Education and is B.A. from the University of Oregon.

## **Gil Garcetti**

Gil Garcetti is the Los Angeles County District Attorney. When he took office, Garcetti immediately formed the Bureau of Crime Prevention and Youth Services, which sends prosecutors into classrooms and communities to work with children and teenagers to prevent them from becoming involved in crime. Garcetti also formed the first Domestic Violence Unit in the District Attorney's office. Throughout his career in the District Attorney's office, Garcetti served in administrative and trial deputy positions, including serving as Chief Deputy, Head Deputy of the Torrance Branch office and head of the Special Investigations Division. Garcetti graduated cum laude from the University of Southern California School of Business

and attended UCLA Law School.

## **Clarence Harmon**

Clarence Harmon is Chief of Police of the St. Louis Police Department. He is a 26-year veteran of the Department. Prior to his promotion to Chief, he served as Secretary to the Board of Police Commissioners in the ranks of both Lieutenant Colonel and Major. He also served as Commander of Area I, in south St. Louis. As Area Commander, Harmon developed a Community Oriented Problem Solving (COPS) program based on a philosophy as police as problem solvers, not simply law enforcers. He is now expanding the program to the entire department. Chief Harmon holds a M.A. in Criminal Justice Administration and Public Administration from Webster University and a B.S. from Northeast Missouri State University. Chief Harmon has been the recipient of four Chief of Police Letters of Commendation for outstanding performance of duty.

## **Ben Holden**

Ben Holden covers urban affairs and energy for the *Wall Street Journal*. He has been with the *Journal* since January 1993. Mr. Holden received national recognition in 1985 by receiving the William Randolph Hearst Award for his investigative reporting and is a 1993 FAME Award winner. Mr. Holden holds MBA and J.D. degrees from the University of California, Berkeley. Prior to his work in journalism he was a business attorney for three years.



**Biographies**



## Biographies

### **James C. Howell, Ph.D.**

Dr. James C. (Buddy) Howell is a graduate of East Texas Baptist College (B.A., Sociology). He earned a master's degree from Stephen F. Austin State University, and a Ph.D. from the University of Colorado. For most of the past twenty years, Dr. Howell has served as Director of Research and Program Development at the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice. Dr. Howell also held several other OJJDP positions since helping to create the office in 1975. These include Director of the National Institute on Juvenile Justice and Delinquency Prevention, Deputy Administrator of OJJDP, and a member of the federal Coordinating Council for Juvenile Justice and Delinquency Prevention. Dr. Howell is co-author of the *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. He is also the editor of the federal *Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. Dr. Howell was the primary architect designing the OJJDP approach for implementing the federal Juvenile Justice Title V delinquency prevention program and has authored numerous other publications on juvenile delinquency research and juvenile justice issues.

### **Judge Glenda Hatchett Johnson**

Judge Glenda Hatchett Johnson is the Chief Presiding Judge of the Fulton County Juvenile Court in Atlanta. A graduate of Emory University School of

Law and of Mount Holyoke College, Judge Johnson was originally appointed to the court in 1990. After her first year on the bench, Judge Johnson was selected by the National Bar Association's local affiliate as the Outstanding Jurist of the Year for her innovative leadership in revolutionizing the Fulton County Juvenile Court system with public and private partnership initiatives. She is Georgia's first African-American presiding judge of a state court, as well as head of one of the largest juvenile court systems in the nation. Judge Johnson was a senior attorney for Delta Airlines and served as U.S. District Court Law Clerk to the Honorable Horace T. Ward.

### **Phil Keith**

Phil Keith is the Chief of Police of Knoxville, Tennessee. Prior to serving as the Chief of Police, he demonstrated innovative strategies through a number of nationally recognized programs, including the Integrated Criminal Apprehension Program, Systems Approach to Crime Prevention, and Covert Property Crimes Program. For more than ten years he served as the director of the planning and research element of the Knoxville Police Department. Additionally he has served as Administrative Assistant to three former chiefs of police and has been recognized for his achievements including Officer of the Year, Law Enforcement Educator of the Year by the Southeast Criminal Justice Educators Association, and the nationally acclaimed Planner of the Year award. Mr. Keith served on the 1994 U.S. Conference

of Mayors Crime Task Force. Mr. Keith received his B.A. from East Tennessee State University and his M.A. from the University of Tennessee. He is a graduate of the 110th Session of the FBI's National Academy and the 13th Session of the National Executive Institute.

### **Alex Kotlowitz**

Alex Kotlowitz is the author of the best-selling *There Are No Children Here: the Story of Two Boys Growing Up in the Other America*. The book was the recipient of numerous awards including the Helen B. Bernstein Award for Excellence in Journalism, the Carl Sandburg Award and a Christopher Award. It was adapted for television as an ABC Movie of the Week, starring Oprah Winfrey. Mr. Kotlowitz is presently at work on a second book. He also continues to write and speak on issues concerning children and the inner-city, including appearance on college campuses. Most recently, Mr. Kotlowitz was a Distinguished Visitor at the John D. and Catherine T. MacArthur Foundation. From 1984 until 1993, he worked as a staff writer at *The Wall Street Journal*, writing on urban affairs and social policy. Prior to joining the *Journal*, he freelanced for five years contributing to the MacNeil-Lehrer NewsHour, National Public Radio and various magazines. His journalism honors include the Robert F. Kennedy Journalism Award and the George Polk Award. He is also the recipient of The Catholic Interracial Council of New York's John LaFarge Memorial Award for Interracial Justice. Mr. Kotlowitz is a graduate of

Wesleyan University.

### **Barry Krisberg**

Barry Krisberg is the President of the National Council on Crime and Delinquency (NCCD). He is known nationally for his research and expertise on juvenile justice issues and is called upon as a resource for professionals and the media. Dr. Krisberg is the author of numerous publications including *Crime and Privilege: The Children of Ishmael*, *Juvenile Justice: Improving the Quality of Care*, *Excellence in Adolescent Care: The Thomas O'Farrell Youth Center*, and *Reinventing Juvenile Justice*, co-authored with Dr. James Austin. Last year, he was awarded the American Society of Criminology's August Vollmer Award in recognition of his outstanding professional contributions in the field of criminology. Dr. Krisberg received his master's degree in criminology and a doctorate in sociology, both from the University of Pennsylvania.



**Biographies**



## Biographies

### **Luba H. Lynch**

Luba H. Lynch, M.Ed., is the Executive Director of the A.L. Mailman Family Foundation. The A.L. Mailman Family Foundation is a national foundation that promotes the well-being of children and their families. In recent years the Foundation has been distributing over \$800,000 annually in the fields of early childhood care and education, moral and social development, early intervention, and family support. Earlier in her career, Ms. Lynch served as Program Officer at the Field Foundation, a research assistant with Hon. Justine Wise Polier and with the Juvenile Justice Division of the Children's Defense Fund. Ms. Lynch is Co-chair of the National Funding Collaborative on Violence Prevention and is on the Steering Committee of the national affinity group of foundations, Grantmakers for Children, Youth and Families. She serves on the Board of the New York Regional Association of Grantmakers and the Viola W. Bernard Foundation. Ms. Lynch is a graduate of Bank Street College of Education.

### **Sherry Magill**

Sherry Magill is the Executive Director of the Jessie Ball duPont Fund. Located in Jacksonville, FL, the Fund has assets of \$180 million and an annual grants budget of \$7 million. Prior to joining the Fund's staff in 1991 as Program Officer for Education, Dr. Magill served as Vice President and Deputy to the President of Washington College, a small private liberal arts college located on Maryland's Eastern

Shore. She is a member of the Southeastern Council of Foundations Board and President of the P.A.C.E. Center for Girls State Board. Dr. Magill holds a bachelor's and master's degree from the University of Alabama, and a doctorate in American Studies from Syracuse University.

### **Joe Marshall**

Joe Marshall is Executive Director and co-founder of the Omega Boys Club, a youth organization that emphasizes academic achievement and non-involvement with drugs. Since Omega's founding in 1987, Marshall has helped send more than 100 young men and women to college. In 1990, Marshall was honored by the White House for his success in fighting drugs and crime in his community. He is the recipient of numerous awards including a 1994 MacArthur Fellowship, a 1994 Leadership Award from the Children's Defense Fund and an Essence Award. In addition to his work with the Omega Boys Club, Marshall hosts an award-winning violence prevention talk show. Marshall is currently on leave from the San Francisco Unified School District where he was employed as a teacher and administrator for twenty five years. He received a B.A. from the University of San Francisco, an M.A. in Education from San Francisco State University and is a Ph.D. candidate in Psychology from the Wright Institute in Berkeley, CA.

### **Sam Vincent Meddis**

Sam Vincent Meddis is the *USA Today's* chief reporter covering the U.S. Justice Department. He has worked at the paper in that capacity since 1982. His work has received national recognition, including two PASS awards from the National Council on Crime and Delinquency, a Silver Gavel Award from the American Bar Association and the Unity Award for Investigative Reporting from the School of Journalism of Lincoln University in Missouri.

### **David Nee**

David Nee is the Executive Director of the William Caspar Graustein Memorial Fund in July 1993. Within the state of Connecticut, the Memorial Fund seeks to improve the effectiveness of pre-collegiate education in fostering personal growth and leadership. Previously, Mr. Nee was Executive Director of the Ittleson Foundation and Executive Director of the Florence V. Burden Foundation. Mr. Nee has developed programs in the fields of aging, crime and justice, mental health, AIDS, and the environment. Mr. Nee is the co-author of *From Baby-Boom to Baby-Bust: How Business Can Deal With the Demographic Challenge*. Mr. Nee graduated from Harvard College in 1968, holds a Master's degree in English from Yale University, and a Master's degree in Business Administration from Boston University.

### **Karen Pittman**

Karen Pittman is Director of the President's Crime Prevention Council. The Council was established by Congress through the Violent Crime Control and Law Enforcement Act of 1994 and is Chaired by the Vice President. Prior to coming to the Crime Prevention Council, Pittman was a Senior Vice President at the Academy for Educational Development and Founder and Director of the Center for Youth Development and Policy Research. Pittman has also served as director of the adolescent pregnancy prevention and youth development work at the Children's Defense Fund. She has also worked for the Urban Institute and the National Center for Family Studies. Ms. Pittman is the author of *Black and White Children America: Key Facts, Testing the Safety Net: The Impact of Changes in Support Programs During the Reagan Administration* and dozens of articles. Ms. Pittman holds a B.A. from Oberlin College, an M.A. from the University of Chicago and has completed a Ph.D. dissertation pending acceptance.



**Biographies**



## Biographies

### **Deborah T. Poritz**

Deborah T. Poritz is the Attorney General of New Jersey. She has served as Deputy Attorney General in the Division of Law, Environmental Protection section and Deputy Attorney General in Charge of Appeals and Chief of the Banking, Insurance and Public Securities Section. From 1986 to 1989, Poritz served as Assistant Attorney General and Director of the Division of Law, supervising more than 300 attorneys for the state. She was appointed Chief Counsel to Governor Kean in 1989, and was a partner in the law firm of Jamieson, Moore, Peskin and Spicer until her appointment in 1994 to be New Jersey's first female Attorney General. Poritz received her B.A. from Brooklyn College, where she was magna cum laude and elected to Phi Beta Kappa and received her law degree from the University of Pennsylvania Law School.

### **Rep. Bill Purcell**

Rep. Bill Purcell is the Majority Leader for the Tennessee General Assembly. As Majority Leader he has been at the forefront of reforms in education, sentencing, health care and workers compensation over the past four years. Throughout his eight years in the House, Rep. Purcell has placed special emphasis on legislation affecting Tennessee's families and children. A chairman of the Select Committee on Children and Youth during the last six years, he has steered legislation through the general assembly to provide maternity leave, create America's first statewide family preservation program, establish the

Department of Youth Development, discourage high school dropouts and promote Family Resource Centers in Tennessee schools. Rep. Purcell represents the 52nd District which encompasses East Nashville and Donelson. Rep. Purcell received his law degree from Vanderbilt University and his undergraduate degree from Hamilton College.

### **Attorney General Janet Reno**

Janet Reno is the Attorney General of the United States. From 1978 until the time of her appointment, Ms. Reno served as State Attorney for Dade County, Florida. She was initially appointed to the position by the Governor of Florida and was subsequently elected to that office five times. Ms. Reno was a partner in the Miami-based law firm of Steel, Hector & Davis from 1976 to 1978. Before that, she served as an assistant state attorney and as Staff Director of the Florida House of Representatives Judiciary Committee, after starting her legal career in private practice. Ms. Reno received her A.B. from Cornell University and her L.L. B. from Harvard Law School.

### **Laurie O. Robinson**

Laurie O. Robinson is the Assistant Attorney General of the Department of Justice's Office of Justice Programs. She joined the Justice Department in 1993 as an Associate Deputy Attorney General. From 1979 to 1993, Ms. Robinson was Director of the American Bar Association's (ABA) Criminal Justice Section. She served as Chair of the National Forum on

Criminal Justice from 1991 until 1993. Ms. Robinson graduated Magna Cum Laude and Phi Beta Kappa from Pembroke College in Brown University in 1968.

### **Ginger Rutland**

Ginger Rutland is an associate editor with the *Sacramento Bee*. She has been a member of that paper's editorial board since 1988. Her areas of concentration include criminal justice, legislative ethics, poverty and transportation. She was a 1993 recipient of the National Council on Crime and Delinquency PASS Award for her editorials on juvenile crime issues. Before coming to *The Bee*, Ms. Rutland was a TV reporter for 17 years. From 1978 to 1988 she was the Capitol Bureau reporter for KRON-TV, the NBC affiliate in San Francisco. While at KRON she won an Emmy for a documentary about the Diablo Canyon Nuclear Power Plant and reported extensively on prison and crime issues. Ms. Rutland is a graduate of Howard University in Washington, D.C.

### **Caroline Satchell**

Caroline Satchell is a producer for WJLA-TV in Washington, DC. She began her career at WUSA-TV in Washington, where she produced segments for a Sunday morning magazine show called "Capital Edition." In 1991, she moved to WJLA-TV in Washington, where she produced for anchor Renee Poussaint (who is now the ABC's "Primetime Live"). Currently, she is the Senior Producer/Writer for the

news department. She writes and produces primetime studio and documentary specials, series for anchors and special events coverage. Until recently, she also produced a weekly public affairs show called "Issues and Answers."

### **Terence T. Thornberry**

Terence T. Thornberry is Professor, and former Dean, at the School of Criminal Justice at the State University of New York. Prior to moving to Albany, he was a faculty member at the University of Georgia and the University of Pennsylvania. Professor Thornberry received his M.A. in Criminology and his Ph.D. in Sociology from the University of Pennsylvania. He is the author of numerous books, including *The Criminally Insane* and *From Boy to Man - From Delinquency to Crime*, as well as numerous articles and book chapters. Professor Thornberry is currently the director of the Rochester Youth Development Study, an ongoing panel study examining the causes and correlates of serious delinquency and drug use. He has served as an Executive Counselor and Vice President of the American Society of Criminology. Professor Thornberry is the recipient of numerous awards including the American Bar Association's Gavel Award Certificate of Merit, the President's Award for Excellence in Research at the University of Albany, and he is a fellow of the American Society of Criminology.



**Biographies**



## Biographies

### Kathleen Kennedy Townsend

Kathleen Kennedy Townsend is the Lieutenant Governor of Maryland. As a public-sector executive and private-sector advocate, she has a wide range of accomplishments focusing on criminal justice, community service, education and economic development. As chair of the Cabinet Council on Criminal and Juvenile Justice, Townsend is responsible for directing Maryland's efforts to control and prevent crime. Prior to her election in 1994, she served as Deputy Assistant Attorney General in the Department of Justice, responsible for a billion dollar budget to support local law enforcement efforts and establish community policing programs around the country. In the early 1980s, she directed efforts to create a Police Corps program where young people would receive college tuition in return for their work as police officers. Mrs. Townsend is a cum laude graduate of Harvard University and a graduate of the University of New Mexico Law School, where she was an editor of the law review.

### Isabel Wilkerson

Isabel Wilkerson, a senior writer at the *New York Times*, is the first African-American woman to win a Pulitzer Prize in journalism and the first Black American to win for individual reporting. She won the 1994 Pulitzer Prize, the industry's highest honor, for her stories about the Midwest floods and for her profile of a 10 year-old boy with a man's obligations on the South Side of Chicago. Her other citations

include the George S. Polk Award, also the first Black woman to win, for her coverage of the floods. She was named 1994 Journalist of the Year by the National Association of Black Journalists. Mrs. Wilkerson has worked for the *Times* as a metropolitan reporter in the New York City and Albany bureaus, a national correspondent in the Detroit and Chicago bureaus and as Chicago bureau chief. Ms. Wilkerson is currently on leave, researching and writing a book for Random House on the migration of blacks from the South to the North from the World War I to the 1950's. She is a 1983 journalism graduate of Howard University, where she served as editor-in-chief of the student newspaper, *The Hilltop*.

### John J. Wilson

John J. Wilson is the Deputy Administrator of the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP). Mr. Wilson joined the Department in 1974 as an attorney advisor in the Office of General Counsel for the Law Enforcement Assistance Administration. He served as Senior Counsel of OJJDP from its inception in 1974 until 1992, when he joined the office as full-time Legal Counsel. He served as Acting Administrator of OJJDP from January 1993 to October 1994. Mr. Wilson has an A.B. from the University of Michigan, and M.B.A. from Wayne State University and a J.D. from Detroit College of Law.



### **Michael J. Yamaguchi**

Michael J. Yamaguchi is the United States Attorney for the Northern District of California. Prior to his present position, he served as a criminal Assistant United States Attorney for thirteen years in the same office he now leads. Mr. Yamaguchi is a graduate of two law schools, New York University and the University of San Francisco.

### **Franklin E. Zimring**

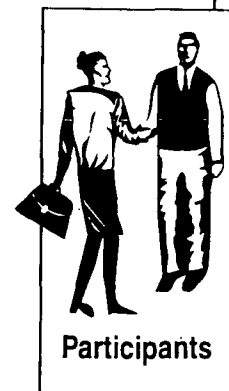
Franklin E. Zimring, B.A. Wayne State University, J.D. University of Chicago, has been at Berkeley since 1985 as Professor of Law and Director of the Earl Warren Legal

Institute. Prior to 1985, he was on the faculty of the University of Chicago for eighteen years, most recently as Llewellyn Professor of Jurisprudence and Director of the Center for Studies in Criminal Justice. His recent books include *The Changing Legal World of Adolescence*, and with Gordon Hawkins, *Capital Punishment and the American Agenda*, *The Citizen's Guide to Gun Control*, *Pornography in a Free Society*, and *The Scale of Imprisonment*. He served as Director of Research for the Task Force on Firearms of National Violence Commission in 1968-1969 and was co-author of that Task Force's report, *Firearms and Violence in American Life*.



**Biographies**

# Forum Participants



Ms. Leslie Acoca  
Director  
Women Offenders Sentencing Study  
Box 87  
Woodacre, CA 94973

Ms. Toni Aleman  
Midwest Manager  
National Council on Crime and  
Delinquency  
6409 Odana Road  
Madison, WI 53719

Mr. Kent B. Alexander  
United States Attorney  
United States Attorney's Office  
Richard Russell Federal Building  
75 Spring Street, SW, Suite 1800  
Atlanta, GA 30335

Dr. James Austin  
Executive Vice President  
National Council on Crime and  
Delinquency  
1325 G Street, NW, Suite 770  
Washington, D.C. 20005

Mr. Archie Avedisian  
President  
Greater Washington Boys and Girls Clubs  
1320 Fenwick Lane, Suite 800  
Silver Springs, MD 20910

Mr. S. Christopher Baird  
Senior Vice President  
National Council on Crime and  
Delinquency  
6409 Odana Road  
Madison, WI 53719

Dr. Yitzhak Bakal  
Executive Director  
North American Family Institute  
10 Harbor Street  
Danvers, MA 01923

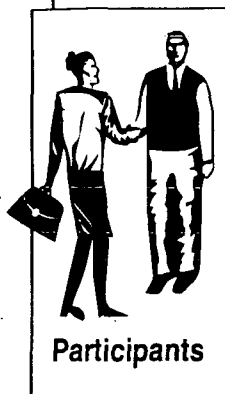
Mr. David Ballenberger  
Vice President  
Community Consultant Inc.  
P.O. Box 512  
Oxford, MI 48371

Ms. Nanette Banks  
Senior Research Associate  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Ms. Kimberly Barnes-O'Connor  
Children's Policy Coordinator  
Senate Committee on Labor and Human  
Resources  
U.S. Senate  
Washington, D.C. 20510

*Guaranteeing Safe Passage*

**Participants**



Mr. George Bedell  
Trustee  
Jessie Ball duPont Fund  
2810 NW 38th Drive  
Gainesville, FL 32605

Mr. Melvin J. Bell, Jr.  
Program Officer  
Rhode Island Foundation  
70 Elm Street  
Providence, RI 02903

Mr. Brian Berkowitz  
Vice President  
Leroy Collins Center for Public Policy  
P.O. Box 1658  
Tallahassee, FL 32302-1658

Mr. Shay Bilchik  
Administrator  
Office of Juvenile Justice and Delinquency  
Prevention  
633 Indiana Avenue, NW  
Washington, D.C. 20531

Ms. Heather A. Block  
D.A.R.E. America  
P.O. Box 3108  
Oakton, VA 22134

Ms. Linda Bowen  
Executive Director  
National Funding Collaborative on  
Violence Prevention/Tides Foundation  
410 4th Street, NE  
Washington, D.C. 20002

Honorable Noël Brennan  
Deputy Assistant Attorney General  
Department of Justice  
633 Indiana Avenue, Suite 1300  
Washington, D.C. 20531

Honorable Lee Brown  
Director  
Office of National Drug Control Policy  
Executive Office of the President  
Washington, D.C. 20500

Ms. Jennie D. Brown, Ed.D.  
Project Specialist  
Office of the Essex County Prosecutor,  
Newark, New Jersey  
New Courts Building  
Newark, NJ 07102

Mr. Jim Brown  
President  
Community Research Associates  
41 East University Avenue, Suite 300  
Champaign, IL 61820

Ms. Gloria Primm Brown  
Program Officer  
Carnegie Corporation  
437 Madison Ave, 27th Floor  
New York, NY 10022

Mr. Rick Cady  
Manager of Training and Technical  
Assistance  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

Mr. Jack Calhoun  
Executive Director  
National Crime Prevention Council  
1700 K Street, NW, 2nd Floor  
Washington, D.C. 20006

Ms. Charlotte Camper  
Director of Program Analysis  
SC Department of Juvenile Justice  
P.O. Box 21069  
Columbia, SC 29221-1069

Dr. Richard F. Catalano  
Co-Founder  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

Ms. Pat Chappell  
Director of Product Development and  
Special Projects  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

Mr. Ronald W. Clement  
Executive Director  
Haigh-Scatena Foundation  
P.O. Box 4399  
Davis, CA 95617-4399

Ms. Joan Colello  
Executive Director  
The Pinkerton Foundation  
725 Park Avenue  
New York, NY 10021

Mr. Thomas E. Coury  
Executive Director  
Gardiner Howland Shaw Foundation  
341 Chestnut Street  
Needham, MA 02192

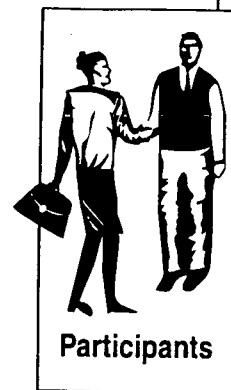
Mr. Russell N. Cox  
Trustee  
Criminal Justice Policy Foundation  
P.O. Box 649  
West End, NC 27376-0649

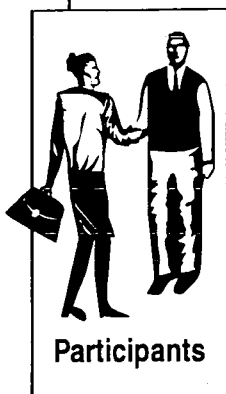
Mr. Cabell C. Cropper  
Director, Management & Administration  
American Prosecutors Research Institute  
99 Canal Center Plaza, Suite 510  
Alexandria, VA 22314

Ms. Jane Elizabeth Curran  
Executive Director  
The Florida Bar Foundation  
109 East Church Street, Suite 405  
Orlando, FL 32801-3340

Mr. Talbot D'Alemberte  
President  
Florida State University  
211 Westcott Building  
Tallahassee, FL 32306-1037

Mr. J. Otis Davis  
Director, Office of Delinquency Services  
Michigan Department of Social Services  
335 S. Cesar Chavez Avenue  
Lansing, MI 48917





Mr. H. Christian DeBruyn  
Commissioner  
Indiana Department of Correction  
302 W. Washington Street, Room E334  
Indianapolis, IN 46204

Dr. Robert E. DeComo  
Senior Researcher  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Mr. Paul DeMuro  
Federal Court Monitor  
Oklahoma  
82 Essex  
Montclair, NJ 07042

Mr. Drew Diamond  
Director  
Community Policing Consortium  
1726 M Street, NW, Suite 801  
Washington, D.C. 20036

Mr. Walter Dickey  
Professor of Law  
University of Wisconsin Law School  
Campaign for an Effective Crime Policy  
Madison, WI 53706

Ms. Bernardine Dohrn  
Director  
Children and Family Justice Center  
Northwestern School of Law - Legal  
Clinic  
357 East Chicago Avenue  
Chicago, IL 60611

Mr. Jim Duke  
Budget Examiner  
Office of Management and Budget  
725 17th Street, NW  
Washington, D.C. 20503

Mr. Earl L. Dunlap  
Executive Director  
National Juvenile Detention Association  
Eastern Kentucky University  
301 Perkins Building  
Richmond, KY 40475-3127

Ms. Marian Wright Edelman  
President  
Children's Defense Fund  
25 E Street, NW  
Washington, D.C. 20001

Ms. Kathleen Feely  
Associate Director  
Annie E. Casey Foundation  
701 St. Paul Street  
Baltimore, MD 21202

Ms. Emily Fenichel  
Associate Director  
Zero to Three/National Center for Clinical Infant Program  
2000 14th Street N, Suite 380  
Arlington, VA 22201-2500

Mr. James P. Finley  
Program Manager  
U.S. Department of Justice, OJJDP,  
FVTC  
120 East Unaka Avenue  
Johnson City, TN 37601

Honorable Randall Franke  
President  
National Association of Counties  
100 High Street  
Salem, OR 97301

Mr. Craig Frazer  
Associate Director  
Police Executive Research Forum  
2116 Thornwood Avenue  
Wilmette, IL 60091-1452

Mr. Gil Garcetti  
District Attorney  
Los Angeles County  
210 West Temple Street, 18th Floor  
Los Angeles, CA 90012

Mr. Fred Garcia, MSW  
Deputy Director  
Office of National Drug Control Policy  
Executive Office of the President  
Washington, D.C. 20503

Mr. William A. Geller  
Associate Director  
Police Executive Research Forum  
2116 Thornwood Avenue  
Wilmette, IL 60091-1452

Ms. Kumiki Gibson  
Counsel to the Vice President  
Office of the Vice President  
Old Executive Office Building  
Washington, D.C. 20501

Mr. Jim Gondles  
Executive Director  
American Correctional Association  
8025 Laurel Lakes Ct.  
Laurel, MD 20707-5075

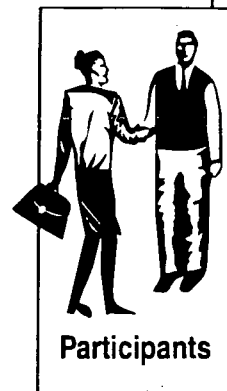
Ms. Darlene Grant  
Senior Research Associate  
National Council on Crime and  
Delinquency  
1325 G Street, NW, Suite 770  
Washington, D.C. 20005

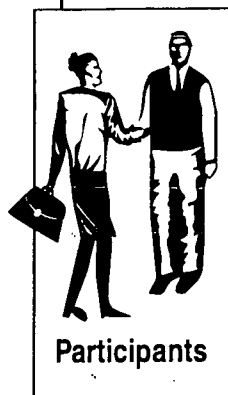
Hon. Ernestine F. Gray  
Judge  
Orleans Parish Juvenile Court  
421 Loyola Avenue  
New Orleans, LA 70112

Ms. Rhonda Greene  
Director, Community Programs  
South Carolina Department of Juvenile  
Justice  
Georgetown County Office  
P.O. Box 64  
Georgetown, SC 29442

Mr. Woodrow C. Greene  
Community Foundation of Greater Flint  
502 Church Street  
Flint, MI 48502

Mr. John Gregich  
Senior Policy Analyst  
Office of National Drug Control Policy  
Executive Office of the President  
Washington, D.C. 20503





Mr. William Grosshans  
Administrator  
Wisconsin Department of Corrections  
149 East Wilson Street  
P.O. Box 7925  
Madison, WI 53707-7925

Ms. Beatrix Hamburg, M.D.  
President  
William T. Grant Foundation  
515 Madison Avenue  
New York, NY 10022

Mr. Clarence Harmon  
Chief of Police  
St. Louis Police Department  
1200 Clark  
St. Louis, MO 63103

Mr. Martin Hassner  
Bernard and Audre Rapoport Foundation  
8 Hook Road  
Rye, NY 10580

Ms. Carolyn Haynes  
Executive Assistant to the President  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Ms. Barbara Hildt  
Coordinator  
The Medical Foundation  
95 Berkeley Street  
Boston, MA 02116

Mr. Ben Holden  
Reporter  
Wall Street Journal  
65 Wilshire Blvd., 15th Floor  
Los Angeles, CA 90048

Dr. James C. Howell  
Former Director of Research and Program  
Development  
Office of Juvenile Justice and Delinquency  
Prevention  
2795 Mansway Drive  
Herndon, VA 22071

Mr. Robert Hussey  
Federal Liaison Counsel  
Corporation for National Service  
1201 New York Avenue, NW  
Washington, D.C. 20525

Mr. Michael Jarvis  
Department of Housing and Urban  
Development  
451 7th Street, S.W.  
Washington, D.C. 20410

Ms. Krista R. Johns  
Director of Curriculum Development  
National Council of Juvenile and Family  
Court Judges  
1041 North Virginia, Third Floor  
Reno, NV 89557

Ms. Claire M. Johnson  
Senior Associate  
Institute for Law and Justice  
1018 Duke Street  
Alexandria, VA 22314

Honorable Glenda Hatchett Johnson  
Juvenile Court Judge  
Fulton County Juvenile Court  
445 Capitol Avenue, SW  
Atlanta, GA 30312

Ms. Sharon M. Jones  
Research Associate  
The Criminal Justice Policy Foundation  
1899 L Street NW, Suite 500  
Washington, D.C. 20036

Ms. Jolie E. Kapelus  
Associate, Program for Children  
The Edna McConnell Clark Foundation  
250 Park Avenue, Suite 900  
New York, NY 10177

Mr. Phil Keith  
Chief of Police  
Knoxville Police Department  
P.O. Box 3610  
Knoxville, TN 37927

Ms. Constance E. Kohl  
Strategic Planning and Budgeting  
Administrator  
Department of Youth Treatment and  
Rehabilitation  
1624 West Adams  
Phoenix, AZ 85007

Ms. Judi Kosterman  
Associate Director of Field Operations  
Community Anti-Drug Coalitions of  
America  
701 N. Fairfax Street  
Alexandria, VA 22314

Mr. Alex Kotlowitz  
Author and Journalist  
141 South Harvey  
Oakport, IL 60302

Dr. Barry Krisberg  
President  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Mr. Jay Kroshus  
Research Analyst  
National Conference of State Legislatures  
(NCSL)  
1560 Broadway, Suite 700  
Denver, CO 80202-5140

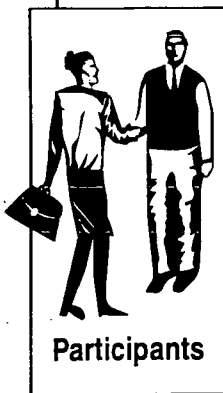
Mr. Michael Livingston  
Assistant Attorney General  
Oregon Department of Justice  
1162 Court Street NE  
Salem, OR 97310

Mr. Edward J. Loughran  
Director  
Robert F. Kennedy Memorial-National  
Juvenile Justice Project  
286 Congress Street/6th Floor  
Boston, MA 02210

Mr. Bart Lubow  
Senior Program Assistant  
Annie E. Casey Foundation  
701 St. Paul Street  
Baltimore, MD 21202







Ms. Luba H. Lynch  
Executive Director  
A.L. Mailman Family Foundation  
707 Westchester Avenue  
White Plains, NY 10604

Ms. Barbara A. MacKenzie  
Michigan Department of Social Services  
235 S. Cesar Chavez Avenue, Suite 514  
Lansing, MI 48909

Dr. Sherry P. Magill  
Executive Director  
Jessie Ball duPont Fund  
225 Water Street, Suite 1200  
Jacksonville, FL 32202-517

Ms. Sandy Markwood  
Director, Human Services Programs  
National Association of Counties  
440 First Street, NW  
Washington, DC 20001-2080

Mr. Joe Marshall  
Executive Director  
Omega Boy's Club  
P.O. Box 884463  
San Francisco, CA 94188-4463

Mr. Vicente Martinez  
Program Officer  
New York Foundation  
350 Fifth Ave, Room 2901  
New York, NY 10118

Ms. Marion Mattingly  
Juvenile Justice Consultant/  
Washington Editor, Juvenile Justice  
Update  
8801 Fallen Oak Drive  
Bethesda, MD 20817

Mr. Gaynor McCown  
Senior Policy Analyst  
Domestic Policy Council  
Room 218-OEOB  
The White House  
Washington, D.C. 20501

Mr. Sam Vincent Meddis  
Staff Reporter  
USA Today  
1000 Wilson Blvd.  
Arlington, VA 22229

Ms. Benita Melton  
Associate Program Officer  
C. S. Mott Foundation  
1200 Mott Foundation Building  
Flint, MI 48502

Mr. Nick Millar  
Regional Director  
Associated Marine Institutes  
2514 West Tharpe Street  
Tallahassee, FL 32303

Mr. William Modzeleski  
Director, Safe Drug-Free Schools  
Department of Education  
600 Independence Avenue, SW  
Washington, D.C. 20202

Mr. Eugene R. Moore  
Director  
Department of Youth Treatment and  
Rehabilitation  
1624 West Adams  
Phoenix, AZ 85007

Mr. Maurice Moore  
Program Associate  
Annie E. Casey Foundation  
701 St. Paul Street  
Baltimore, MD 21202

Ms. Mary Ann Murphy  
Manager  
Deaconess Child Abuse Center  
P.O. Box 248  
Spokane, WA 99210-0248

Mr. Donald Murray  
Associate Legislative Director  
National Association of Counties  
440 First Street, N.W.  
Washington, D.C. 20001-2080

Mr. David Nee  
Executive Director  
William Caspar Graustein Memorial  
Fund  
84 Trumbull Street, 4th Floor  
New Haven, CT 06511

Ms. Deborah Neuenfeldt  
Senior Researcher  
National Council on Crime and  
Delinquency  
6409 Odana Road  
Madison, WI 53719

Ms. Katie Nichols  
Vice Chair: National Council on Crime  
and Delinquency Board of Directors  
Florida Corrections Commission  
1682 Oceanview Drive  
Tierra Verde, FL 33715

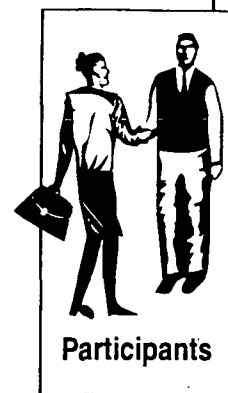
Mr. William D. O'Leary  
Commissioner  
Department of Youth Services  
27-43 Wormwood Street  
Boston, MA 02210

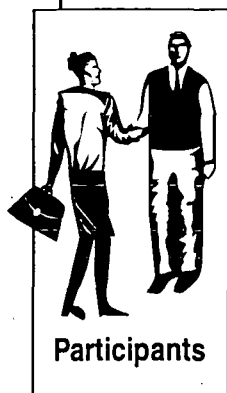
Mr. David Onek  
Research Associate  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Mr. Greg Pearce  
Research Associate  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Ms. Judy Pennington  
Director of Program Development  
Fulton County Juvenile Court  
445 Capitol Ave.  
Atlanta, GA 30312

Ms. Linda Petterson  
National Council on Crime and  
Delinquency  
8 Hook Road  
Rye, NY 10580





Ms. Kitty Phillips  
Trustee  
Jessie Ball duPont Fund  
225 Water Street, Suite 1200  
Jacksonville, FL 32202-5176

Ms. Roz Pierson  
Program Officer  
The California Wellness Foundation  
6320 Canoga Avenue, Suite 1700  
Woodland Hills, CA 91367

Ms. Karen Pittman  
Director  
President's Crime Prevention Council  
736 Jackson Place, NW  
Washington, D.C. 20503

Honorable Deborah T. Poritz  
Attorney General  
State of New Jersey  
Office of the Attorney General  
Department of Law and Public Safety  
CN 080  
Trenton, NJ 08625

Honorable Bill Purcell  
Majority Leader  
Tennessee House of Representatives  
Legislative Plaza 18A  
Nashville, TN 37243

Ms. Patricia Puritz  
Director, Juvenile Justice Center  
American Bar Association  
1800 M Street, NW  
Washington, DC 20030

Honorable John Racanelli  
Chair: National Council on Crime and  
Delinquency Board of Directors  
1548 Vallejo  
San Francisco, CA 94109

Mr. Khalif Ramadan  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

Honorable Janet Reno  
Attorney General of the United States  
Department of Justice  
10th and Constitution Ave., N.W.  
Washington, D.C. 20530

Mr. Robert J. Richards, Jr.  
Trustee  
The Linell Foundation  
P.O. Box 649  
West End, NC 27376-0649

Ms. Nicole Ricketts  
Development & Program Officer  
East Bay Community Foundation  
501 Wickson Avenue  
Oakland, CA 94610

Mr. Stephen Rickman  
Director, Crime Act Support Division  
Bureau of Justice Assistance  
633 Indiana Avenue, Room 462  
Washington, D.C. 20531

Mr. Reggie Robinson  
Deputy Assistant Attorney General  
Assistant Attorney General's Office, Office  
of Justice Programs  
633 Indiana Avenue, NW  
Washington, D.C. 20531

Mr. Steve Robinson  
Executive Director  
Texas Youth Commission  
P.O. Box 4260  
Austin, TX 78765

Ms. Laurie Robinson  
Assistant Attorney General  
Office of Justice Programs  
633 Indiana Avenue, NW  
Washington, D.C. 20531

Ms. Miriam A. Rollin  
Vice President for Policy & Program  
National Association of Child Advocates  
1625 K Street, NW #510  
Washington, D.C. 20006

Mr. H.E. "Buz" Rummel  
President  
The Rummel Companies  
5401 Central Avenue  
St. Petersburg, FL 33710

Ms. Ginger Rutland  
Associate Editor  
The Sacramento Bee  
2100 Q Street  
Sacramento, CA 95816

Ms. Hattie Ruttenberg  
Assistant General Counsel  
The Children's Defense Fund  
25 E Street, NW  
Washington, D.C. 20001

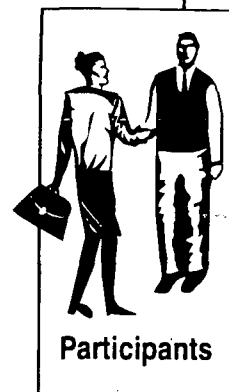
Ms. Caroline Satchell  
Producer  
WJLA-TV Channel 7  
3007 Tilden Street, NW  
Washington, D.C. 20008

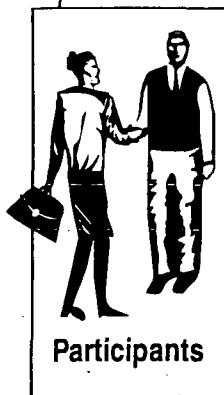
Mr. Bob Schwartz  
Executive Director  
Juvenile Law Center  
801 Arch Street, Suite 610  
Philadelphia, PA 19107

Mr. Robert E. Shepherd, Jr.  
Professor of Law  
University of Richmond  
T.C. Williams School of Law  
Richmond, VA 23173

Mr. Robert C. Silver  
Trustee  
Criminal Justice Policy Foundation  
P.O. Box 649  
West End, NC 27376-0649

Mr. Jeff Slowikowski  
Program Manager, Research and  
Program Development  
Office of Juvenile Justice and  
Delinquency Prevention  
633 Indiana Avenue, NW  
Washington, D.C. 20531





Mr. Mark Soler  
President  
Youth Law Center  
1325 G Street, NW, Suite 1020  
Washington, D.C. 20005

Mr. Eric E. Sterling  
President  
Criminal Justice Policy Foundation  
1899 L Street, NW, Suite 500  
Washington, DC 20036

Mr. Mark Steward  
Director  
Missouri Division of Youth Services  
P.O. Box 447  
Jefferson City, MO 65102-0447

Mr. Randolph N. Stone  
University of Chicago/Mandell Legal Aid  
Clinic  
6020 S. University  
Chicago, IL 60637

Mr. Bruce D. Stout  
Policy Advisor  
Governor's Office - New Jersey  
State House CN 001  
Trenton, NJ 08625

Ms. Susan Stroud  
Director, Office of Federal Partnerships  
Corporation for National Service  
1201 New York Avenue, NW  
Washington, D.C. 20525

Mr. Michael J. Sullivan  
Secretary  
Wisconsin Department of Corrections  
149 East Wilson Street  
P.O. Box 7925  
Madison, WI 53707-7925

Ms. Brenda Taylor-Hines  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

Dr. Terence P. Thornberry  
Professor  
State University of New York, Albany  
135 Western Avenue  
Albany, NY 12222

Honorable Kathleen Kennedy Townsend  
Lieutenant Governor  
Maryland  
The Statehouse  
100 State Circle  
Annapolis, MD 21401

Ms. Olga Trujillo  
Legal Counsel  
Office for Victims of Crimes, Department  
of Justice  
633 Indiana Avenue, NW Room 1352  
Washington, D.C. 20531

Dr. Sandra Tunis  
Senior Researcher  
National Council on Crime and  
Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

Ms. Gwendolyn R. Tyre  
Director  
Executive Office of Weed & Seed  
633 Indiana Avenue, Room 3045  
Washington, D.C. 20531

Dr. Eugene P. Walker  
Commissioner  
Georgia Department of Children and  
Youth Services  
2 Peachtree, 5th Floor  
Atlanta, GA 30303

Mr. Chuck Wexler  
Executive Director  
Police Executive Research Forum  
2116 Thornwood Avenue  
Wilmette, IL, 60091-1452

Ms. Isabel Wilkerson  
The New York Times  
122 South Michigan Avenue, Suite 1916  
Chicago, IL 60603

Ms. Beth Wilkinson  
Deputy Attorney General's Office  
10th and Constitution Ave., NW  
Washington, D.C. 20530

Mr. John Wilson  
Deputy Administrator  
Office of Juvenile Justice and Delinquency  
Prevention  
633 Indiana Avenue, NW  
Washington, D.C. 20531

Ms. Sherry Wong  
Developmental Research and Programs,  
Inc.  
130 Nickerson, Suite 107  
Seattle, WA 98109

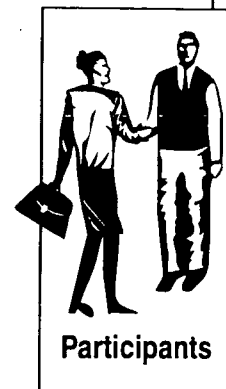
Mr. Don Wydra  
Regional Director - Southern Region  
North American Family Institute  
10 Harbor Street  
Danvers, MA 01923

Mr. Michael Yamaguchi  
United States Attorney  
United States Attorney's Office  
Box 36055  
455 Golden Gate Avenue  
San Francisco, CA 94102

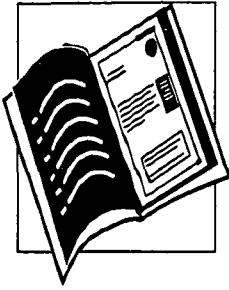
Mr. Gary Yates  
Interim President  
The California Wellness Foundation  
6320 Canoga Avenue, Suite 1700  
Woodland Hills, CA 91367

Mr. Anthony Zermeno  
Program Director  
San Antonio Area Foundation  
Violence Prevention Collaborative  
530 McCullough, Suite 650  
San Antonio, TX 78212-9566

Mr. Frank Zimring  
Professor  
Boalt School of Law  
University of California  
398 Boalt Hall  
Berkeley, CA 94720



**Draft**



**Statement**

# **Policy Statement**

## **on Youth Violence**

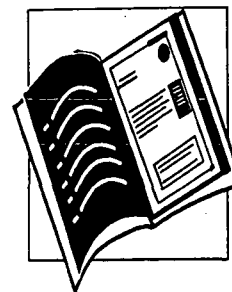
**DRAFT**

America is gripped by fear over youth violence. The serious and violent crime rate among juveniles has increased dramatically in the past few years. In some areas, rarely a day goes by without a new report of youth violence. Demographic trends suggest that the youth violence problem will get even worse over the next ten years unless effective new strategies are developed to combat the problem.

We are part of an emerging consensus that believes that communities need **comprehensive strategies** to combat youth crime. We believe that there are five basic principles which should guide such efforts:

1. Strengthen the family in its role to instill healthy beliefs, promote clear standards, and provide opportunities, skill development and recognition to children.
2. Support core social institutions (schools, religious organizations, youth service agencies, community groups) in their efforts to develop capable, mature and responsible youth.
3. Recognize that delinquency *prevention* is the most cost effective approach to combatting youth crime.
4. Intervene immediately and effectively when delinquent behavior first manifests itself. Ensure that appropriate sanctions and interventions are delivered in a timely fashion.
5. Identify and control the small group of serious, violent and chronic offend-

**Draft**



**Statement**

ers through a range of graduated sanctions, including placement in secure facilities where necessary.

A comprehensive strategy to combat youth violence should incorporate both prevention and intervention components. The prevention component should be based on a risk-focused approach to prevention that examines the status of each community in terms of the level of research-based risk factors that are associated with youth violence, and the effectiveness of existing resources in the community. Communities can then allocate resources to reduce priority risks and increase the effectiveness of programs and services in buffering the effects of the salient risk factors.

This risk-focused prevention approach should be complemented by a risk-focused continuum of graduated sanctions for juvenile offenders. This continuum of sanctions should include immediate sanctions for first-time and minor offenders, an array of intermediate sanctions for repeat and more serious offenders, and effective, secure treatment programs for the most serious and violent offenders.

In order to implement such a comprehensive strategy, all segments of the community must work together to build a long-term, sustainable approach to reducing youth violence. An intensive collaborative planning effort must be undertaken that produces an in-depth understanding of the problems each community faces, as well as ownership of all proposed solutions. It is critical that communities be aware of what has worked and what has not in order to avoid failed policies and programs. The intensive planning effort should focus on action, targeting clearly defined and articulated outcomes.



## PROPOSED COMPREHENSIVE DRAFT

### Policy Statement on Youth Violence from The National Forum on Youth Violence 2 June 1995

America is gripped by fear of youth violence. The serious and violent crime rate among juveniles has increased dramatically in the past few years. Demographic trends indicate youth violence will continue to increase over the next ten years unless effective strategies are implemented by American communities to combat the problem.

The level of violence perpetuated by and against children is shocking. Recent studies demonstrate that children who are victims of abuse/neglect frequently become offenders themselves. We can and must break this cycle.

We believe that our nation needs an effective comprehensive strategy to deal with youth crime. We have identified eight principles which should guide this effort:

1. Preventing crime is obviously the best way to protect society. A renewed focus on delinquency prevention programs is critical to violence reduction. Such efforts are far less expensive than treating crime victims and incarcerating confirmed offenders.
2. Support for families is crucial to efforts to reduce violence. Strong families are needed to instill healthy beliefs, promote clear standards and provide guidance to children.
3. Community institutions that work with children and families are key to safer communities. Core social institutions (schools, religious organizations, youth service agencies) must have the support of businesses, foundations, the news media and the government.
4. Comprehensive school and community-based efforts to combat drug and alcohol use are critical elements in the crime prevention effort. Employment and entrepreneurship opportunities must be created in our local economies.
5. Communities must intervene immediately and effectively when delinquent behavior first manifests itself. Ensure that appropriate sanctions and interventions are delivered in a timely fashion.
6. The public must be protected from the small percentage of youth who are serious, violent and chronic offenders. These offenders must be held accountable for their crimes

and subject to a range of graduated sanctions, including secure facilities. Waiver to adult court may be appropriate for a select few of the most violent youth.

7. Guns must be removed from the hands of children.
8. Victims of juvenile offenders must be recognized and respected. Victim services should be expanded to serve and protect victims of juvenile crime.

A comprehensive strategy to combat youth violence must incorporate both prevention and intervention components. Prevention should be based on a risk-focused approach that examines the condition of each community. Research shows that risk factors associated with youth violence include: the availability of drugs and firearms; high transition and mobility; low neighborhood attachment and community organization; and extreme economic deprivation. Community resources have to be developed and deployed to reduce these risks.

Effective intervention requires a continuum of graduated sanctions for juvenile offenders. Such sanctions include immediate sanctions for first-time and minor offenders, intermediate sanctions (such as short-term community confinement, day treatment, outreach and tracking) for repeat and more serious offenders, and effective, secure treatment programs for the most serious and violent youth.

Communities must have access to knowledge of what has worked and what has not from other communities. Federal and state agencies must disseminate and promote effective crime prevention strategies to avoid repeating failures.

All segments of the community must work together in building a long-term, sustainable approach to reducing youth violence. This requires commitment, collaboration and planning by all. Only such collaboration will produce in-depth understanding of the problems and ownership of the proposed solutions. The intensive planning effort should focus on action, targeting clearly defined and articulated outcomes.

The National Forum on Youth Violence calls upon the government, business, churches, the private, non-profit sector, and every member of our communities to commit to guaranteeing safe passage -- to safe homes, safe schools and safe communities for all of us.

# # #

a:\polstdr.5



Eric Sterling

What does work? -

individual communities

How do communities know what works?

- messages not coming from govt. to  
Support prevention

looking toward "get tough\$"

Future by Design

1800 Say no 2

Who is the audience →

Is it too broad?

Missing : Child abuse → These are the kids  
you'll never see

Family - What does this mean.

## Office of Juvenile Justice and Delinquency Prevention

In 1974, Congress enacted the Juvenile Justice and Delinquency Prevention (JJDP) Act. This landmark legislation established OJJDP to provide Federal leadership and support to State and local governments in their efforts to improve the juvenile justice system. The Act requires OJJDP to address juvenile justice issues in a comprehensive, coordinated manner, and to support research, training and program initiatives that respond to a broad spectrum of juvenile justice issues. Since its enactment, the JJDP Act has evolved to meet the changing needs of the juvenile justice system and to address new concerns in delinquency prevention, control and treatment.

OJJDP carries out its initiatives in a comprehensive and coordinated manner through organizational components that provide expertise in planning, research, program development, demonstration, replication, training and technical assistance, evaluation, and information dissemination.

## National Council on Crime and Delinquency

The National Council on Crime and Delinquency (NCCD) is a non-profit organization committed to developing and promoting criminal and juvenile justice strategies that are fair, humane, effective, and economically sound. Since 1907, NCCD has been researching critical criminal justice issues, formulating innovative approaches to crime control, and implementing ground breaking programs on behalf of criminal justice professionals and correctional facilities nationwide. For nearly a century, NCCD has enjoyed an international reputation for its excellent research, training and advocacy programs.

NCCD's goal is to help federal and state officials, criminal justice professionals, and community organizations implement programs that will improve the juvenile and criminal justice systems. NCCD believes that if we educate our population and adopt preventive measures, crime and its effects will be minimized, and we can concentrate on building a safer society for future generations.

OJJDP

Office of Juvenile  
Justice and  
Delinquency  
Prevention

NCCD

National Council  
on Crime and  
Delinquency

## **Developmental Research and Programs, Inc.**

Developmental Research and Programs, Inc. (DRP) was established in 1984 by Drs. J. David Hawkins and Richard F. Catalano, to translate current research findings into programs that promote the healthy development of children and families in communities. The goal is to develop and distribute tools and training programs for families, schools and communities based on the Social Development Strategy, the foundation of their continuing research. At DRP we believe that we must use all of what we know from research about risk and protection to help today's children and families face the challenge of reducing behavioral problems - problems such as substance abuse, violence and delinquency, school drop-out and high risk sexual activity.

That's why the programs we create at DRP reduce risks while building protective strategies for young people. We have pioneered the development, testing and distribution of risk-focused prevention programs. At DRP we see our role as linking those who do research to those who must prepare our next generation of young people for the future.

# RESCUING OUR YOUTH FROM THE TRAGEDY OF VIOLENCE

by Barry Krisberg, Ph.D.

President, National Council on Crime and Delinquency

## The Dimensions of Youth Violence

Ask almost anyone. They will tell you that America is in the grip of an out-of-control epidemic of violence committed by young people. This palpable fear of violent teenagers is driving public policy decisions that are costly and will have long-term implications for the peace and security of our communities. Unfortunately, the national debate is not guided by facts and reasoned judgments. Our political leaders, sensing the citizenry's fear and revulsion over youth violence, are throwing a collective temper tantrum. The rhetoric is simple and appealing — "let's crack down on teen killers," "do the adult crime, do adult time," "let's stop coddling young criminals." The problem is that these jingoistic remedies are expensive to implement and have produced little evidence of their potential to reduce youth violence.

It is crucial to get the facts straight. America suffers from the highest rate of violence of any industrialized nation, but overall rates of victimization from rape, robbery and aggravated assault have actually fallen over the last ten years. The murder rate in 1992 was virtually the same as it was twenty years ago.

Youths constitute a small proportion of the violent crimes that are solved by law enforcement officers. The proportion of violent crimes that are "cleared" by the arrest of a juvenile is roughly equal to the portion of juveniles in the total population. Youth are not disproportionately more violent than adults. Indeed, adults commit over eighty-five percent of all violent crimes.

Young people are more likely to be the victims of violence than its perpetrators. Twice as many children are murdered by their parents or guardians than are murdered by other young people. Rates of child abuse are staggering in relationship to youth crime rates.

What is alarming is the rapid growth in murders involving youngsters. The number of juveniles arrested for murder has more than doubled in the past five years. Researchers who have looked at this tragic increase in juvenile murder have emphasized the role of handguns and automatic weapons in producing the carnage. Adolescent homicide and suicide rates involving guns are way up. Juvenile conflicts are becoming more lethal as very young children have easier access to greater firepower. Further, there are mounting data that the illegal drug marketplace, especially involving "crack"

cocaine, has intensified the violence problem among the young.

The future of youth violence is ominous. Because the teen population is growing (as the children of the baby boom generation hit their adolescent years), violence rates can be expected to increase into the next century. If the trends of the past five years continue, America could witness at least an 100 percent increase in juveniles arrested for violent crimes over the next ten years. But it is essential that we remember that the young people who may comprise these somber statistics are today toddlers and pre-schoolers. Thus, if we act quickly and decisively to rescue the most at-risk youths, the violence epidemic could be diminished.

## The NCCD's Historical Role in Juvenile Justice Reform

The National Council on Crime and Delinquency (NCCD) has played a major role throughout its 88-year history in improving our nation's response to youth crime. The Council was first organized to expand the movement to create juvenile courts as means of keeping children out of the criminal justice system. The Council developed model laws and standards to guide the emerging professions of probation and parole. The NCCD was instrumental in assisting many states in establishing their first juvenile court systems and in developing programs to rehabilitate offenders. Model legislation for the juvenile and family courts developed by the NCCD were adopted by virtually every state.

The NCCD was a leader in the movement to establish youth service bureaus that could intervene early and rescue youths from lives of crime. We were pioneers in the nationwide recruitment of volunteers to work with court-involved youngsters. Increasingly, the Council is sought after for its research and training expertise in the areas of youth corrections, juvenile detention, the reduction of child abuse and delinquency prevention. Today, the NCCD works in forty states to test innovative approaches to curtail crime and violence. We are the lead consultant to the U.S. Department of Justice in violence prevention and juvenile justice reform.

Throughout its history, the NCCD has pointed to the linkages of crime control to the broader promotion of social justice. The Council is a research-based voice for effective community-based responses to crime. While the

NCCD works closely with government agencies, we believe it is essential that the Council remains a strong and independent private sector voice on criminal justice policy issues.

### **Current NCCD Programs to Combat Youth Violence**

There are several methods by which the NCCD assists communities in reducing youth violence. Our programs include research efforts, evaluations of model programs, training for government agencies and community-based mobilization for comprehensive strategies to reduce youth violence.

Our research program on youth crime is designed to "get the facts straight" and communicate that accurate information to the media, elected officials and concerned citizens. With support from the Annie E. Casey Foundation, the NCCD produced a booklet examining current assumptions about youth crime. We found that many of the popular ideas about youth violence were mistaken. This booklet, *Images and Reality: Violence, Youth Crime and Public Policy*, was distributed to almost 25,000 concerned citizens. Using the facts that were discovered, we conducted briefings for professionals, elected officials and newspaper editorial boards. We also worked with the Casey Foundation Journalism Program to conduct a seminar for influential journalists.

Another example of the NCCD's research is an ongoing study of juveniles taken into custody (JTIC) that covers all fifty states. This project collects information about the attributes of youths who are sent to state juvenile corrections agencies. We produce an annual report to the Congress that summarizes this information and we publish a series of special reports pertinent to youth corrections.

Data from this project were used by the U.S. Justice Department to evaluate various legislative proposals to fund more secure facilities for serious offenders. The JTIC project found that only 14 percent of youths entering state juvenile facilities were violent or chronic serious offenders. We were able to demonstrate that a more balanced strategy incorporating effective community-based sanctions with secure facilities would free up beds for the truly dangerous and save the states over \$300 million per year. These research findings led to government policies that allowed jurisdictions wider latitude in how federal corrections funds could be spent and which required states to plan for a broad continuum of sanctions, not just maximum security facilities.

Another NCCD research effort has identified the most promising programs to prevent violence and to respond to violent offenders. We identified a number of excellent programs that were supported by solid, independent

evaluations. For example, we found strong support for the violence prevention effects of programs involving interventions in the first six years of a child's life. Notable successes were reported by programs that employed public health nurses who visited high risk families, intensive parent training efforts, well-targeted family preservation services and enriched Head Start programs. Mentoring programs with very strong academic tutoring components were found to be successful in violence prevention. Improving behavior management techniques in school as demonstrated by the Seattle Social Learning project were found very helpful in curtailing school-based aggressive behavior.

We also identified effective early intervention programs for youngsters who are just beginning to break the law. These include programs that employ college students as monitors and advocates for high risk youths such as the Choice Program in Maryland, and very creative alternative school programs such as the Associated Marine Institutes in Florida. Also identified were effective programs dealing with the most serious offenders such as the Capital Offender Project of the Texas Youth Commission, the Thomas O'Farrell School operated by the North American Family Institute and the Florida Environmental Institute.

The results of the NCCD's comprehensive review of effective youth violence reduction programs will be published by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP). These results were shared with top public and private sector leaders in a National Forum on Youth Violence.

Another aspect of our work involves very "hands-on" work with youth corrections agencies that are seeking to implement the most effective correctional strategies. The NCCD has been asked to assist in the redesign of youth corrections systems in Indiana, Alaska, Arizona, Colorado, Delaware, District of Columbia, Georgia, Illinois, Louisiana, Michigan, Nebraska, New Jersey, Tennessee, and Texas.

These assignments include training staff in the use of research-based tools to assign youths to different levels of secure confinement. We also help administrators improve their research and planning capacities. Our work with states covers topics such as improving aftercare services, how to implement effective intermediate sanctions, better monitoring of community-based programs and upgrading staff training.

The underpinnings of the NCCD's help to states are the results of our research on successful programs operated in Massachusetts, Utah and Missouri. Each of these states operates a broad continuum of care that includes very small and individualized attention for serious offenders. Each of these states uses secure

confinement sparingly and they all have operated effective aftercare programs that ease the youths return to community living.

Through its Children's Research Center (CRC), the NCCD has offered the same kinds of research and training services to Child Protective Services (CPS) agencies in Alaska, Indiana, Michigan, Oklahoma, Rhode Island and Wisconsin. The NCCD began this work because the research has consistently shown a strong linkage between child abuse and neglect and subsequent problem behaviors. We set out to see if the response of CPS agencies to child mistreatment could be improved.

Similar to the work in juvenile justice, the NCCD found that research-based classification tools were very valuable in establishing standards for case supervision. We tested this improved system in Michigan and found that better case management led to significant reductions in the frequency and severity of abuse for children supervised by Child Protective Services. The NCCD approach also made it more difficult for high risk cases to fall between the cracks. The families who had the highest probability of re-abuse were targeted for the most intensive services. Michigan's social service resources were thus maximized to the benefit of these most vulnerable children.

Other states have found the CRC case management approach helpful in budget and resource planning. Recently, the National Center on Abuse and Neglect selected NCCD to develop its risk assessment tools in a three-year research effort.

The centerpiece of the NCCD violence reduction efforts is the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders. Developed in collaboration with the OJJDP and Developmental Research and Programs (DRP), the Comprehensive Strategy consists of a "how to" guide for communities. The Strategy combines prevention, early intervention and graduated sanctions, involves all sectors of the community and is based on the most current research on what works. The NCCD and the OJJDP have produced an implementation manual for the Comprehensive Strategy. Over the next two years, the manual will provide the basis for a series of regional training seminars across the nation. Also planned are a series of teleconferences about the Comprehensive Strategy. It is anticipated that the Comprehensive Strategy will be the basis of the OJJDP's grant program in the violence prevention arena over the next several years.

## Agenda for the Future

Our review of the violence prevention field revealed an appalling lack of data on effective programs. Fewer than 10 percent of the programs reviewed possessed competent and independent evaluations. Therefore, an urgent need for the future is for basic research on promising new strategies to reduce youth violence. For example, we found no programs with documented success that worked with young women. Very little is known about how to break the cycle of violence that leads abused children to become violent adults. We need to know more about which programs are best suited for different ethnic communities.

There also is a need to develop replication materials for the most successful programs. Simply learning about a model program is rarely enough to allow a community to faithfully replicate that effort. Communities need step-by-step guides for launching and sustaining good programs. Related to replicating our successful ventures is the urgent need to build public support for prevention and early intervention programs.

Sadly, the public debate is still dominated by the failed theory that tougher punishments alone can make our communities safer. We know that "getting tough" will make us poorer, but there is scant evidence that the heavy investments in more law enforcement and increased levels of youth incarceration will promote more peaceful communities.

The NCCD plans to develop a range of public education strategies including media briefings, public service advertising, community awareness campaigns, among others, that will speak to the value of blending prevention and treatment services with strict law enforcement. We especially want to direct public attention to the role of guns, drug trafficking and commercialized media violence in escalating violence among our young people.

Citizens must learn that they are not helpless to reduce violence and that concerted community action can produce good results. We cannot afford to lose a generation of young people as the victims of violent attacks or as those whose lives are diminished by the immobilizing fear of being a victim.



# Developmental Research and Programs, Inc.



*Preparing the Next  
Generation for the Future*

Developmental Research and Programs, Inc. (DRP) was incorporated in 1984 to translate current research findings into programs promoting the healthy development of children and families in communities.

Founded by Dr. J. David Hawkins and Dr. Richard F. Catalano of the University of Washington, the goal of the firm is to develop and distribute tools and training programs for families, schools and communities based on the Social Development Strategy, the foundation of their continuing research.

## **The Research Foundation**

Research has shown that there are a number of *risk factors* that increase the chances of adolescents developing health and behavior problems. Understanding these risk factors is the first step toward identifying effective means of prevention. Equally important is the evidence that certain *protective factors* can help shield youngsters from problems.

Risk-focused prevention is based on a simple premise: to prevent a problem from happening, we need to identify the factors that increase the risk of that problem developing and then find ways to reduce the risks in ways that enhance protective or resiliency factors.

As part of their continuing research, Dr. Hawkins, Dr. Catalano, and their colleagues have reviewed over 30 years of existing work on risk factors from various fields and have completed extensive work of their own

to identify risk factors for drug abuse, delinquency and violence in multi-ethnic communities.

## **The Risk Factors**

The following is a list of the risk factors. The accompanying chart illustrates the correlation between these risk factors and the problem behaviors they predict.

### **Community Risk Factors**

- Availability of drugs
- Availability of firearms
- Community laws and norms favorable toward drug use, firearms and crime
- Media portrayals of violence
- Transitions and mobility
- Low neighborhood attachment and community disorganization
- Extreme economic deprivation

### **Family Risk Factors**

- Family history of the problem behavior
- Family management problems
- Family conflict
- Favorable parental attitudes and involvement in the behavior

### **School Risk Factors**

- Early and persistent antisocial behavior
- Academic failure beginning in late elementary school
- Lack of commitment to school

## Individual/Peer Risk Factors

- Rebelliousness
- Friends who engage in the problem behavior
- Favorable attitudes toward the problem behavior
- Early initiation of the problem behavior
- Constitutional factors

## Protective Factors

Some youngsters who are exposed to multiple risk factors do not become substance abusers, juvenile delinquents, school drop-outs, or teen parents. Balancing the risk factors are protective factors—aspects of people's lives that counter risk factors or provide buffers against them. They protect by either reducing the impact of the risks or by changing the way a person responds to the risks. A key strategy to counter risk factors in young people's lives is to enhance protective factors that promote positive behavior, health, well-being and personal success.

Research conducted by Drs. Hawkins and

Catalano and others indicates that protective factors fall into three basic categories (Hawkins, Catalano & Miller, 1992; Werner & Smith, 1992; Rutter, 1987):

- Individual characteristics.
- Bonding.
- Healthy beliefs and clear standards.

## The Social Development Strategy

The Social Development Strategy is a model developed by Drs. Hawkins and Catalano that describes how protective factors can work together to buffer children from risk. The goal of the *Social Development Strategy* is to help children develop into healthy adults.

**Healthy Beliefs and Clear Standards.** When parents, teachers and communities set clear stan-

dards for children's behavior, when they are widely and consistently supported, and when the consequences for not following the standards are consistent and fair, young people are more likely to follow the standards.

**Bonding.** Young people need to be motivated to follow the standards. Lasting motivation comes from strong attachments or relationships with those who hold these healthy beliefs and clear standards. When a young person is *bonded* to those who hold healthy beliefs, they do not want to

threaten the bond by behaving in ways that would jeopardize their relationships and investments.

In order to build bonding, three conditions are necessary. Children must have **opportunities** to make a meaningful contribution. They must have the **skills** to effectively contribute and they must be **recognized** for their contributions.

Risk Factors for Adolescent Problem Behaviors	Adolescent Problem Behaviors					
	Substance Abuse	Delinquency	Teen Pregnancy	School Drop-Out	Violence	
<b>Risk Factors</b>						
<b>Community</b>						
Availability of Drugs	✓					
Availability of Firearms		✓				✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓				✓
Media Portrayals of Violence						✓
Transitions and Mobility	✓	✓		✓		
Low Neighborhood Attachment and Community Disorganization	✓	✓				✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓	✓
<b>Family</b>						
Family History of the Problem Behavior	✓	✓	✓	✓		
Family Management Problems	✓	✓	✓	✓		✓
Family Conflict	✓	✓	✓	✓		✓
Favorable Parental Attitudes and Involvement in the Problem Behavior	✓	✓				✓
<b>School</b>						
Early and Persistent Antisocial Behavior	✓	✓	✓	✓		✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓		✓
Lack of Commitment to School	✓	✓	✓	✓		
<b>Individual/Peer</b>						
Alienation and Rebelliousness	✓	✓		✓		
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓		✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓		
Early Initiation of the Problem Behavior	✓	✓	✓	✓		✓
Constitutional Factors	✓	✓				✓

## Corporate History and Experience

DRP has been a pioneer in the development of tools and training programs using this research base to help families, schools and communities develop comprehensive approaches to the prevention of adolescent problem behaviors such as violence and delinquency, substance abuse, teen pregnancy and school drop-out.

The firm's first national release, *Preparing for the Drug Free Years*, is an award-winning prevention program designed to empower parents to reduce the risks that their children will abuse drugs and alcohol. The program has earned the National Association of Broadcaster's Service to Children award, the National Council on Alcoholism's Markie Award, and the President's Private Sector Initiatives Award.

Since its introduction in 1987 as a television community service campaign, *Preparing for the Drug Free Years* workshops have been conducted in over 30 states and Canada, and more than 100,000 families have been trained in the program's concepts. Illinois, Oregon and Kansas sponsored statewide implementations of PDFY. Major efforts are underway in Missouri, Florida and Maine.

The *Preparing for the Drug Free Years* curriculum has also been adapted as a workplace version to allow for more flexible delivery as a "brown bag" lunchtime activity.

An SBIR grant to study the feasibility of expanding this curriculum to serve parents of adolescents was received in 1992, and field tests of this

program are currently underway under a Phase II grant. A home video version of this parenting skills program is targeted for release in the fall.

DRP has also developed a series of comprehensive community training events. These training events, the *Communities that Care*® series, teach communities how to conduct a risk-focused, community-wide planning effort that combines community mobilization strategies with risk-focused prevention programs, targeting a community's priority risk factors.

Field-tested for four years under the name *Together! Communities for Drug-Free Youth*, this model has reached more than 500 communities in 45 states and territories.

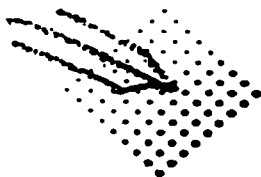
In 1994, *Communities That Care* was selected by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) as the training model to assist communities in developing comprehensive juvenile violence and delinquency strategies Title V initiative. In conjunction and the state Justice Specialists presented two key training events from the *Communities That Care* system and technical assistance to communities using this approach on a nationwide basis.

COMMUNITIES  
THAT  
CARE

prevention under the block grant DRP, in conjunction with OJJDP Juvenile Specialists has

The Colorado Division of Criminal Justice selected *Communities That Care* as the prevention model for their state-wide "Build a Generation" campaign and several trainings from the *Communities That Care* system have been provided to Community Partnership teams in over 30 states through the CSAP (Center for Substance Abuse Prevention) Community Partnership Training Project.

In addition, DRP was selected by the Department of Justice to be part of the technical assistance support



team for Project PACT (Pulling America's Communities Together), providing training and technical assistance to PACT sites in Metro Denver, CO, Washington, D.C. and Metro Atlanta, GA.

DRP has collaborated with OJJDP and the National Council on Crime and Delinquency (NCCD) in the development of the *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders* and its accompanying materials. As part of DRP's work on this project, hundreds of violence and delinquency prevention programs were reviewed and assessed for effectiveness. The results of this review are being made available through OJJDP in the *Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*.

DRP authored the chapter on "Prevention, Intervention and Treatment (Chapter 7)" in the *Implementation Manual* for the Department of Justice's Weed and Seed project, and was involved in a project to develop and design training for Safe Haven demonstration communities.

The *Communities That Care Community Planning Kit*, developed by DRP and based on work with



communities through the training system, is a "training in a box". The Kit is designed to be used by communities that have

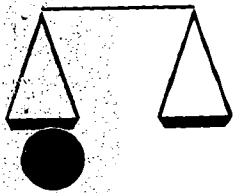
participated in trainings as well as those who have not participated in a formal training event. Included in the Kit are valuable community presentation resources such as audio and video tapes, transparencies and 35mm color slides and scripts.



The newest addition to the DRP product line is *PATHS*™ (*Promoting Alternative Thinking Strategies*), an elementary school classroom curriculum designed to prevent violence, aggression and other behavioral problems. Developed and tested by Drs. Mark Greenberg and Carol Kusche of the University of Washington, *PATHS* has been used in more than 100 schools in the United States, Canada, Belgium, the Netherlands and Australia.

As our children enter the 21st Century, will they have the strength, vision and character to manage the challenges of an increasingly complex world? At Developmental Research and Programs, we see our role as linking those who do research to those who must prepare the next generation for the future.

Developmental Research and Programs, Inc.  
130 Nickerson Street, Suite 107  
Seattle, WA 98109  
Tel. (206) 286-1805 FAX (206) 286-1462



# A Crime Prevention Vision

*The criminal justice system is simply a totally inadequate platform from which to view the problem of crime in the United States*

A genuine crime prevention strategy will move far beyond the vision of community policing, sentencing reform, the sociology of juvenile gangs, or regulatory responses to the availability of guns. Ultimately, in my view, the foundation of a genuine crime prevention strategy goes beyond thinking in terms of "crime."

A genuine crime prevention strategy relies on a vision of the world (and all of us in it) as cared for. The vision, to be real, must be that we and the world are worth caring for, indeed, that we are wonderful to care for. This must be a vision held by police chiefs and officers, by legislators, by public policy analysts, and individuals in the recovering society.

---

**by Eric E. Sterling**

**E**ven though it is hard to admit, there is very little that the *criminal justice system* can do about the prevalence of crime *right now* — or even in the future. The "crime fighting" response is "lock 'em up." This is wrong-headed. The more people we lock up, the more serious our crime problem *will* become, for three reasons.

First, the prison culture extends respect to more serious offenders. The culture values the transmission of increasingly sophisticated and more remunerative criminal techniques.

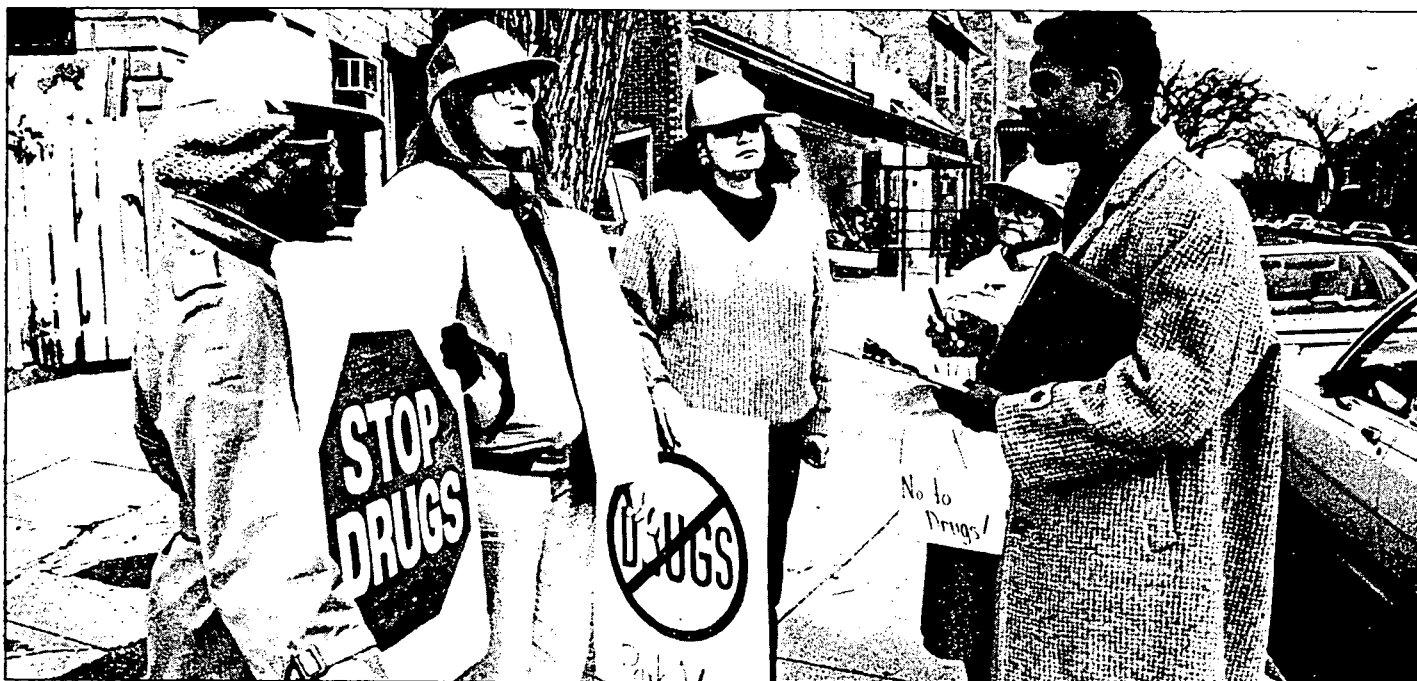
Second, prison teaches that any slight, any indignity, any threat to one's place in the pecking order, *must* be met with violence or else one will become subject to violence and degradation. Inmates learn that violence is *the means* for self-protection. No prisoner can survive being "dissed" ("disrespected") or the *perception* that they have been "dissed."

Third, the basic human need for intimacy and trust is almost never met. In most societies, sex between adults provides a connection of intimacy. Sex in prison is permeated with violence, almost never with intimacy or trust.

Remember, almost everyone in prison will be released — if only to create room for new prisoners. The overwhelming majority of all criminal offenses that were committed by prisoners were non-violent. Thus justice does not tolerate extremely long sentences for most offenders.

Our prison population (measured at the end of the year) has doubled since 1980, and the numbers of persons exposed to the prison environment has grown even faster. By one estimate, some eleven million people in the United States go to prison for some time every year. Today's inmate is tomorrow's neighbor. Given the behavior learned in prison, how could anyone be surprised that violent crime is on the rise.

In this sense, the *criminal justice system*, through its flawed strategies, is actually increasing the amount of violent crime. The basic, custody function of prison does not "correct" or "rehabilitate." Only programs considered frills address



Members of Concerned Citizens Coalition in Washington, D.C. patrol their neighborhood.

such goals, and these programs have been, and continue to be cut back throughout the nation.

### Imprisonment Not a Deterrent

Contrary to political rhetoric, the threat of imprisonment is not much of a deterrent to crime. Most offenders are impulsive, short-term thinkers. They rarely calculate — especially the likelihood of something as remote and unpleasant as imprisonment. Imprisonment does not serve the function most often assigned to it. Imprisonment is not an instrument for crime prevention.

Not only is the major "output" of our criminal justice system — imprisonment (about one-third of our criminal justice system annual cost) — failing to prevent crime, but much of our current interventions that attempt to prevent crime are inadequate or ill conceived.

*To prevent crime, we must respond to the fact that our most serious offenders have been subjected to patterns of abuse and neglect. That, of course, does not excuse a crime.*

Experienced teachers can often spot the second grader who will become the serious sociopath. But our institutional responses to that second grader generally have been a fiasco. Imagine a typical example:

Johnny is acting up in the classroom. He is singled-out (stigmatized) as a trouble-maker, sent to the principal's office, given punishment work, and subjected to humiliation. More attention is spent on his failings and misbehavior than are ever lavished on his few successes.

Johnny acts up at home. Mom (and if he is in the home or neighborhood, Dad), are tired and frustrated with Johnny. Mom, Dad, Grandma, Sis, *et al*, repeatedly yell at him and physically punish him; this becomes the regular

pattern of interaction. Johnny is told (taught) he is bad, no good, "a little devil."

Often Johnny is acting up because home is actually dangerous and chaotic and the family is dysfunctional. Johnny, like all of us, craves attention. Generally Johnny is being neglected or abused. Perhaps there is an alcoholic, a drug addict, a batterer, or a child abuser in or close to the household and Johnny. At best, the family is under severe economic pressure, and Johnny's problems just seem to make it harder "to make ends meet."

Typically Johnny's troubles at school are never seen as related to his family problems — his trouble is handled by punishment. If Johnny's family troubles are serious enough for the attention of a family services agency, perhaps an overworked social worker is assigned to the family's "case." Johnny's troubles in school, at home, in the streets, with the police, and juvenile authorities are all subject to confidentiality rules that prevent the social worker from learning a complete, even official, story of Johnny's troubles.

This is Johnny's therapeutic experience: "Hello Johnny, I am Dr. Smith. We seem to be having a problem. I am your friend and I am here to help you. Please tell me about it." Dr. Smith is typically doing an "evaluation." Johnny sees Dr. Smith once or twice. Johnny learns that such institutional "help" is superficial, dishonest, insincere, and potentially hostile. It is basically unreliable. We must truly and effectively intervene, break the abusive patterns, and seek to heal the child.

As Johnny grows, almost inevitably, his trouble-making gets worse. When Johnny is 14 or 15, perhaps having now committed a serious offense, the District Attorney tells the court that Johnny's long record of misbehavior warrants treating him as an adult, and sending him to prison for a

long time. The District Attorney objects to any "therapeutic disposition" because it is a "slap on the wrist."

A crime prevention approach begins much earlier than Johnny's first appearance in court, juvenile court, or even the principal's office. Crime prevention begins at conception, and even earlier.

Preventing teenage pregnancy is an important crime prevention program. Pregnant women need care and nutrition to minimize birth defects that often lead to behavior problems. Many pregnant women need to learn how to be mothers.

Young men are even less familiar with child rearing than mothers. Fathers need to be trained to be fathers. Our society leaves these critical matters to a haphazard, informal education. More care is given to teaching teenagers geometry or trigonometry than how to parent. Licensed barbers and plumbers get more training than parents.

Indeed, one life-long situation in our society that is nearly universal, extremely important, and can profoundly impact other lives — driving a car — is subject to extensive training. Comparing driver training and parental training illustrates the inadequacy of parental training in our culture of highly stressed or "broken" families.

New mothers need extensive support — besides from their mothers. Some 67 percent of mothers under 18 are working; for their own sanity they must have safe, well organized, genuinely nurturing day care for their babies. For the babies' growth, the babies must have safe, well organized, genuinely nurturing day care.

Whether working or not, new mothers need much more support from the community than simply monetary assistance. Mothers need companionship, mentors, and time off. Poor, young mothers need to be able to feel good about themselves. They need to be able to leave their babies safely so they can get their hair done, for example, or to go shopping.

All mothers — working or not, married or not — need space and time to "charge their batteries." And, of course, they need to learn how to feed and clothe their baby, play with him or her, shop economically, and cook.

### Teaching These Skills Fights Crime

When these skills are not learned in the families, the communities, neighborhoods, and churches, must intervene. It is hard to imagine government departments or bureaus directly teaching these skills. These interventions are appropriate for churches, block associations, etc., and *teaching these skills fights crime*. But how many churches, block associations, tenant associations, or volunteer fire departments, teach parenting to *unwed* mothers and fathers without stigmatization?

There is, of course, the rest of our culture shaping young people — our communications media, our economy, class and generational isolation, racism and sexism, etc. — that do more to lead to crime and violence than to lead away from crime and violence. For these conditions too, many specific changes are needed, but they are not outlined in this vision.

A crime prevention strategy recognizes that "the crime problem" is not caused by the criminal justice system, at least initially, and it can't be "solved" by it. The children who are most at risk for committing crime get the least in preventive support.

One dimension recognized in true crime prevention strategies is that the community best polices itself by caring for itself — caring for its children, for its mothers, for its disadvantaged, for its abused, for its addicted, for its troubled and hurting. A crime prevention strategy recognizes that compassion is transmitted from one heart to the next.

### To Build a "Recovering Society"

Former drug addicts and alcoholics often say they are "recovering." *Our society is addicted to the stimulant of violence, and to the depressant of indifference.* Our challenge is to build "a recovering society" — recovering from drugs, from violence, from racism, and, ultimately, from indifference. Much violence and theft are rationalized with false categories of indifference — he, she, or it "don't matter to me."

Our religious institutions — to pick on the oldest, most important, and best financed volunteer organizations that are concerned about the correctness of behavior, the binding together of community, and the raising of children — are now largely hidebound, lost in sterile ritual, and patriarchal. By and large they fail to bring to life the interconnectedness of people and of life on the planet; they even fail in many cases to give a home to a life of the spirit. Religious institutions must recognize that they have a major role in energizing genuine crime prevention programs — not only for the society, but for the achievement of their own missions.

A genuine crime prevention strategy will move far beyond the vision of community policing, sentencing reform, the sociology of juvenile gangs, or regulatory responses to the availability of guns. Ultimately, in my view, the foundation of a genuine crime prevention strategy goes beyond thinking in terms of "crime."

A genuine crime prevention strategy relies on *a vision of the world* (and all of us in it) *as cared for*. The vision, to be real, must be that we and the world are worth caring for, indeed, that we are wonderful to care for. This must be a vision held by police chiefs and officers, by legislators, by public policy analysts, and individuals in the recovering society.

As a vision, some may call it prevention, social justice, wellness, wholeness, peace, or love. Call it what you will, but the challenge for crime prevention is to live it, for that is what will make it real.

The criminal justice system is simply a totally inadequate platform from which to view the problem of crime in the United States. Those of us in criminal justice must not accept a responsibility for US crime independent from the shared responsibility of all this country's institutions. Our collective inadequacy in meeting our responsibility to our children has led to our nation's failure to prevent crime. ■

# The Rights and Wrongs of Youth Violence Prevention

■ BY KEN CUMMINS  
YOUTH TODAY Correspondent

**T**he latest effort by the Center to Prevent Handgun Violence, enlisting pro basketball stars to entice pledges from students not to use guns, typifies what is wrong with the current approach to curbing youth violence, researchers say.

The STAR ("Straight Talk About Risks") Converse program, launched Feb. 28 in Los Angeles on a \$300,000 pledge from the nation's largest athletic shoemaker, offers a quick and easy response to a long-range and complex problem. The schools across the country that obtain the most signed pledges by the May 1 deadline will be honored with a visit from an NBA star pushing the program's just-say-no-to-guns message.

"There is just no research evidence that gun prevention programs where the kids sign petitions against violence will work," said Barry Krisberg, president of the National Council on Crime and Delinquency (NCCD).

"We've spent a lot of money on programs where the results are at best, ambiguous," he said. "That's unacceptable."

Krisberg is among a number of experts in the violence prevention field called on by the U.S. Department of Justice over the past two years to analyze what's right and what's wrong with the multitude of youth violence prevention programs. The results of that study, providing the scientific basis for a comprehensive strategy rather than a programmatic approach, are scheduled to be released in late May by the department's Office of Juvenile Justice and Delinquency Prevention.

Many of the experts consulted told OJJDP little or no evidence exists to support claims that programs now fashionable will have any sustainable impact on the problem. In the case of the STAR program, cited by Krisberg in a recent interview, Nancy Gannon, education director for the Center to Prevent Handgun Violence, said plans are in the works for a full-scale evaluation study of the program's impact. "But we have to raise the money to do it," she said. The CPHV annual budget is \$2.9 million.

"We're looking at very big goals there when you talk about changing somebody's behavior," Gannon admitted. "Information doesn't do that."

Conflict resolution classes, peer mediation programs, signed pledges, violence prevention curricula, juvenile boot camps, wilderness camps and metal de-

structors — to name a few — offer schools and communities immediate ways to mollify parents angry over their children's exposure to violence. But these programs either have not existed long enough, or have never been rigorously evaluated, for their proponents to make any valid claims about their effectiveness.

NCCD analyzed more than 400 programs as part of the preparation of the comprehensive strategy by OJJDP. Of those, Krisberg said "at least 95 percent" lacked the data and solid research to demonstrate that these programs had any real impact.

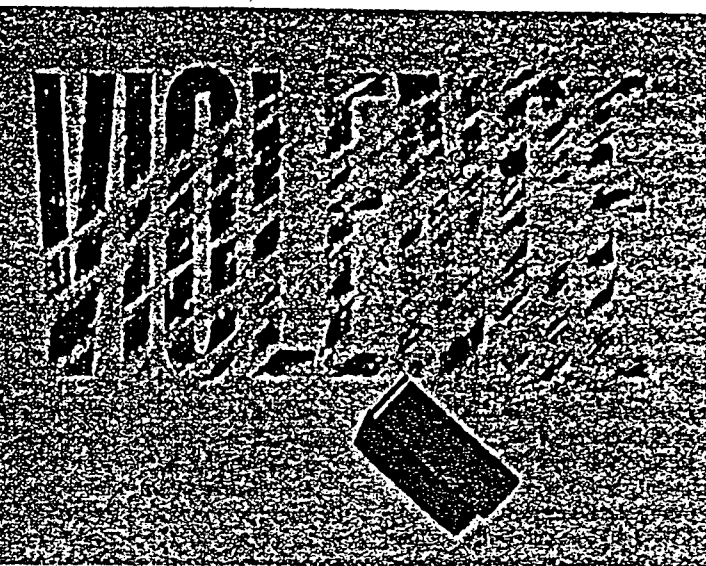
"What's wrong with the debate right now is that decisions are being made on the basis of salesmanship; everybody is selling his program as though it's the panacea," Krisberg said. "And there is no single cure of youth violence — except maybe the Second Coming."

## Spin Cycle

The burgeoning youth violence prevention field is passing through the same development cycle that substance abuse prevention went through more than two decades ago. Once-popular programs like Scared Straight and Tough Love, when finally evaluated, were found to have actually increased the recidivism rate among participants or, in the case of the politically potent but behaviorally impotent DARE program, had no meaningful effect at all. Now, federal juvenile justice officials; working with social scientists, are attempting to avoid these past mistakes by sorting out the programs that can help from those that might actually do more harm than good or are a poor use of money.

The youth violence prevention field, at present, is an entrepreneurial, program-driven industry. The surge in youth deaths and injuries caused by violence, plus the federal money that fueled the war on drugs in the latter half of the 1980s, spurred on the violence prevention efforts of the Clinton administration. Combined, they are fostering the rise of the youth violence prevention cottage industry.

What the Clinton administration and the researchers are discovering is that, unlike some social problems, today's lethal brand of youth violence demands a broad approach. That approach requires several coordinated programs instead of a single solution. And, the bureaucrats and the scientists say, it must include early intervention for three- and four-year-olds in targeted risk groups to



This poster, which appeared in countries all over the world, is one of an endless series of low-impact quick fixes to the intractable problem of youth violence.

teach social and study skills; family counseling and parental training to create the kind of home environment that will help young children learn and stay in school; and job training and job placement for adolescents.

In effect, policymakers and social scientists advocate re-creating the kind of family, community and school structures in low-income, high-risk communities that middle-class families rely on and take for granted to help raise their children.

"I think what we see now is something that requires more of a collective response," said Linda Dahlberg, behavioral scientist with the Division of Violence Prevention at the Centers for Disease Control and Prevention in Atlanta. "You can't look at it from just a criminal justice perspective, or a health perspective, or that the schools should address this, or the community address that. You have to get the support of all the environments these kids move through."

But comprehensive programs that, for instance, try also to get the guns out of the neighborhood, rather than just keeping them out of the school building during the school day, cost more and are more difficult to implement. Good evaluation of a more comprehensive approach, to determine what programs should be included in a particular mix, also is more expensive.

Dahlberg and the CDC violence prevention division currently are in the midst of evaluating 15 youth violence prevention programs in 11 cities to

identify worthwhile programs and methods. Each program selected, through competitive bidding, for this three-to-five year project is getting \$225,000 a year on average to cover the cost of the scientific evaluation. All but three of the evaluations are scheduled to be completed next year, with the remainder completed the following year. (See next page for a list of the programs.)

Mark Lipsey, director of the Crime and Justice Policy Center at Vanderbilt University's Institute for Public Policy Studies, is among those advocating a more scientific method for choosing youth violence prevention programs. Lipsey, a consultant to the Justice Department for preparation of the comprehensive anti-youth violence strategy, suggests that prevention programs be selected in the same manner the U.S. Food and Drug Administration approves new drugs.

"Drug companies have to do clinical trials and show that their product does no harm," Lipsey said. "Then they have to show that it is effective. That's a rational process. Imagine if we were to apply that same logic to juvenile programs. People in the service domain would be constrained to use those licensed models and not just start inventing stuff that they claim works."

"If we were dealing with the situation where people who know something about kids and their problems would come up with programs, then it would be okay. But the research clearly shows that is not so. Most of what people are



coming up with will not be effective, so we have to be very, very careful how we choose programs."

Lipsev could have been thinking of "Elvis and the Lawman" when he made that statement. This is a program of the 30-member Albany, Calif. police department that sends officers into inner-city schools in the San Francisco Bay area to sing Elvis-like songs to encourage safe driving and discourage drinking. Det. Sgt. Bill Palmieri, the Elvis impersonator of the group, is searching for funding to switch the focus to violence prevention.

"Although we say it's a traffic safety program, it sure shows police officers in a different light," said Palmieri. "Although we're not directly doing anti-violence, we're certainly building some bridges there." Palmieri already has a concept for the project: RAP 7 — seven steps to reducing anger potential.

Do inner-city kids today relate to Elvis?

"As a matter of fact, yes," answers Palmieri, who said Elvis and the Lawman recently returned from a six-city tour in the east, and will be heading to Canada in the fall. "We have found that to high-risk people of color, and especially Afro-American and Hispanic kids, it does appeal. That's why we use Elvis; it cuts across demographics."

#### Beyond Elvis

Lipsev, Krisberg and others say enough research data already is available to weed out the programs that will work from those that won't. For instance, school-based programs, to be effective, must also target the students who already have dropped out. Talk therapies, rap groups and counseling aimed at esteem development — Jesse Jackson's mantra "I am somebody!" leaps to mind — will not produce behavioral changes in adolescent juvenile offenders. Behavioral management programs that feature role playing instead of counseling, and simulate problem situations and strategies for dealing with them, have been much more effective,



Detective Sergeant Bill Palmieri of the Albany, Calif. police department isn't undercover. He's out there fighting drunk driving as one half of the act Elvis and the Lawman. They're now hoping to get into the violence prevention action as well.

the research shows. Mentoring, combined with tutoring, is much more effective than mentoring by itself.

Intensity and dosage are also critical. Even good programs will fail, the researchers say, if they don't provide at least 100 hours of face-to-face contact with targeted youth over a six-month period, with weekly two-hour sessions as a bare minimum. Longer, more frequent sessions are preferable. The successful programs also employ a high level of monitoring to be certain the right youth are getting in, and are not dropping out, or dropping by the wayside. And institutionalized youth need strong after-care programs, once released, to avoid becoming repeat offenders.

The Perry Elementary School Project in the 1980s proved the worth of early childhood intervention. That project, operated by the High/Scope Educational Research Foundation in Michigan, provided training to develop social and learning skills and a sense of initiatives in 123 Ypsilanti African-American children, ages three and four. The Foundation then evaluated the effects of that early intervention, combined with parental training, by monitoring this group

over the next three decades.

The most dramatic finding was that only 7 percent of this group had five or more arrests, compared with 35 percent for the comparison group not participating in the program. "We were dealing with a group that was a very high risk of not only arrest, but repeated arrest," said Larry Schweinhart, chair of the Foundation's research division. On average, members of the Perry group had half the number of arrests as did members of the comparison group.

In addition, 29 percent of the Perry group were holding down jobs earning incomes of at least \$2,000 a month, compared to only 7 percent in the comparison group; 36 percent owned homes versus 13 percent home-ownership by those outside the Perry group, and 59 percent were on welfare, compared to 80 percent in the comparison group.

If the Perry School project has validated the need for early intervention, Scott Henggeler's Multisystemic Therapy (MST) approach to treating serious juvenile offenders has proved the worth of family preservation strategies. Henggeler, now director of the Family

Services Research Center at the Medical University of South Carolina in Charleston, developed the treatment strategy in the 1980s in Memphis to reach "deep-end kids."

This is the 5 percent of the population which, research has shown, are responsible for the vast majority of crimes and violence in any community. They also are the hardest to reach for treatment. Since these juveniles, or their family members, were unwilling to come to clinics for treatment, Henggeler decided to treat them in their own communities.

"Our program is family focused and child centered, and community based," said Phillippe Cunningham, an instructor with Family Services Research Center. "We treat kids in their own environment."

"Our assessment involves understanding how behavior makes sense in a very non-judgmental manner," Cunningham continued. "It's not saying that the family is at fault here. It's saying, 'How does this behavior make sense to this particular kid?' And once you understand that, the treatment is pretty straightforward. It may be that the family is overwhelmed, and may just need increased parental monitoring."

#### The Results of MST

Researchers and juvenile justice officials like Henggeler's program because it has been tested and evaluated among serious juvenile offenders in Memphis; Columbia, Mo.; Spartanburg and Simpsonville, S.C.; and, currently, in Charleston. The results have been dramatic. Juveniles undergoing MST had fewer subsequent arrests — and for less serious crimes — than offenders treated through the normal programs and agencies.

In addition, the cost of treating serious offenders was substantially less under MST. In the Simpsonville, S.C., project, the cost was \$2,800 on average for each of the 84 offenders participating, compared to an average cost of

Continued on Page 36

## CDC Violence Prevention Projects

#### Peace Builders

Heart  
P. O. Box 12158  
Tucson, AZ 85732  
Contact: Dennis Embry  
602-299-6770 (FAX) 602-299-6822  
University of California - Santa Barbara Graduate School  
Santa Barbara, CA 93106-9490  
Contact: Cynthia Hudley  
805-891-8324  
Virginia Commonwealth University  
Dept. Of Psychology  
P. O. Box 842019  
Richmond, VA 23284-2020  
Contact: Albert Farrar  
804-828-8796  
Educators for Social Responsibility  
475 Riverside Drive  
New York, NY 10115

Contact: Tom Roderick  
212-870-3318  
Center for Adolescent Studies  
Indiana University  
School of Education  
Suite 3288  
Bloomington, IN 47405-1006  
Contact: Kris Bosworth  
812-856-8133  
Students for Peace  
Center for Health Promotion  
Research & Development  
School of Public Health  
University of Texas - Health Science Center  
P. O. Box 20186  
Houston, TX 77225  
Contact: Pamela Orpinas  
713-792-8553

Quest International  
1984 Coffman Road  
P. O. Box 4850  
Newark, OH 43068-4850  
Contact: Molly Laird  
614-522-9119 or 1-800-837-2801  
Self Enhancement, Inc.  
2156 N.E. Broadway  
Portland, OR 97232  
Contact: Tony Hopson  
503-249-1721  
Public Health Nursing  
School of Public Health  
University of North Carolina  
CB 7400  
Chapel Hill, NC 27599-7400  
Contact: Vungie Foshee  
919-966-6616

Beyond Expectations  
4655 S. Michigan  
Chicago, IL 60653  
Contact: Raymond Rivers  
312-268-0499  
Research Triangle Institute  
P. O. Box 12194  
Research Triangle Pk.  
NC 27709-2194  
Contact: Christopher Ringwalt  
919-541-6252  
Urban Health Institute  
1010 Massachusetts Ave.  
Boston, MA 02118  
Contact: David Stone  
617-534-2424  
Bureau of Injury & Prevention  
Health & Human Services  
8000 N. Stadium Dr., 4th FL

Houston, TX 77054  
Contact: William Wust  
713-794-9085  
Victim Services  
School Mediation & Violence  
Prevention Division  
280 Broadway  
Room 401  
New York, NY 10007  
Contact: Linda Lausell  
212-577-1370  
Metropolitan Area Child Study  
Research Center for Group Dynamics  
Institute for Social Research  
University of Michigan  
Room 5026  
Ann Arbor, MI 48106  
Contact: L. Rowell Huesmann  
313-764-8385

# "the gun lobby is trying to cover up its role in youth violence"

From Page 35

\$16,300 for offenders treated or incarcerated by the S.C. Department of Youth Services.

When U.S. Attorney General Janet Reno asked OJJDP research director James "Buddy" Howell to name a prevention program that works, he immediately pointed to MST.

"I think the most important fact we have discovered is that changing kids is much more difficult than we believed," said Howell, who retired at the end of March. "We now realize that these kids have multiple problems, so it takes well-structured programs over a long period of time. MST is the epitome of what I'm talking about."

"For many years, we expected too much of programs . . . and we haven't been encouraged enough by small results," Howell added. "But when you see a 10 percent reduction in recidivism for large groups, you're talking big bucks when that plays out through society."

Another program that is often cited by researchers and service providers is

Seattle's Communities that Care model developed by David Hawkins of the University of Washington's Social Development Research Group. This program, developed and evaluated over the last 15 years, currently is being used in 300 communities spread across 45 states thanks to funding provided by OJJDP's Delinquency Prevention Title V and the Center for Substance Abuse Prevention.

CTC involves three phases. In the first phase, the key players — including social workers, judges, teachers, youth workers and police chiefs — are brought together to discuss problems in their community, and to appoint a board of directors for the project. This board then conducts a six-month risk assessment, using 19 risk factors developed by Hawkins's research group. In this second phase, the board settles on four or five risk conditions prevalent in the community that it wants the project to focus on.

The third phase involves implementation of programs to address the selected risks. The programs to be used

are chosen from those previously evaluated by Hawkins's research group. Training also is provided to the board members and other participants in these projects. Right now, most of the CTC projects across the country are just entering the third phase.

"We're trying to give communities tools so that they can plan effectively before they implement programs," explained Rick Catalano, co-director of the research group. "We get people to focus on risk factors that are at elevated levels in their community so that they don't have to try to do everything at once."

For example, Catalano cited a CTC project in the rural county of Cheyenne, Kan., where the risk assessment pinpointed a highly transient population in the community. The project has chosen to focus on enforcing truancy laws to keep kids in school, and training parents to help their kids study and excel.

While some of these programs are expensive, Catalano, Krisberg, Henggeler and others quickly point out that they are not nearly as expensive as the current alternative: incarcerating more and more youth offenders. Juvenile justice

officials and researchers say the data supporting prevention alternatives has been available for some time, but has been ignored because the policy has taken a back seat to politics and the power of the gun lobby.

"We're locked into the most expensive, least productive strategies right now," says NCCD's Krisberg, who admits that changing this direction will be difficult in the current political climate.

"Some very loud and strident voices, particularly the National Rifle Association and the correctional industrial complex, are dominating the airwaves," he adds. "It's clear to me that the gun lobby is trying to cover up its role in youth violence by diverting our attention. All the research I've seen connects the carnage that's going on with more guns, more lethality."

Social scientists say the Clinton administration is on the right track with its comprehensive approach to the problem. But focusing on prevention is a risky business when so many politicians, playing to the fear of crime among their constituents, preach only more cops and more incarceration.

## GRADUATE Programs FOR THE Working PROFESSIONAL

The Leader in Innovative Graduate Programs

### Master's Programs:

Child Care Administrators  
Child and Youth Care Administrators  
Family Support Studies

- Remain at your job and home
- Open to students worldwide
- Assignments related to your job responsibilities
- Biweekly telephone conferences
- Instruction provided by experts in the field
- Distance education format

### Ed.D. Program in Child and Youth Studies

- Appropriate for professionals who work with children (birth to age 18) and their families
- Nationwide program locations
- Monthly Saturday seminars or worldwide computer networking
- Summer Institute (held in July)
- Field-based practicums
- Nationally recognized faculty and distinguished guest lecturers

**NOVA UNIVERSITY**  
ABRAHAM S. FISCHLER CENTER  
FOR THE ADVANCEMENT OF EDUCATION

For more information, return the coupon, or call toll free: (800) 986-3223, Ext. 7440 (United States and Canada)

Please send me information about the following:

- ☐ Master's, Child Care Administrators  
☐ Master's, Child and Youth Care Administrators  
☐ Master's, Family Support Studies  
☐ Doctorate, Child and Youth Studies

Current Position \_\_\_\_\_

Highest Degree Earned ☐ B.S. ☐ M.S. ☐ Ed.S.

Name \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip Code \_\_\_\_\_

Telephone: Home ( ) \_\_\_\_\_

Work ( ) \_\_\_\_\_

Return coupon to:  
Nova University  
Abraham S. Fischler Center  
for the Advancement of Education  
3381 College Avenue  
Fort Lauderdale, Florida 33314 VT

Nova University is accredited by the Commission on Colleges of the Southern Association of Colleges and Schools to award bachelor's, master's, educational specialist, and doctoral degrees. Nova University admits students of any race, color, sex, age, nondisqualifying handicap, religion or creed, or national or ethnic origin. 10-157/93

## Some Violence Prevention Resources

### S.T.A.R. Converse

Center to Prevent Handgun Violence  
1225 Eye Street, NW  
Suite 1100  
Washington, DC 20005  
Contact: Nancy Gannon  
202-289-7319 (FAX) 202-408-1851

### National Council on Crime & Delinquency

685 Market Street  
Suite 620  
San Francisco, CA 94105  
Contact: Barry Krisberg  
415-896-6223

### Multisystemic Therapy

Family Services Research Center  
Dept. of Psychiatry & Behavioral Sciences  
Medical University of South Carolina  
Charleston, SC 29425-0742  
Contact: Scott Henggeler  
803-792-8003 (FAX) 803-792-7813

### Perry School Project

High/Scope Educational Research Foundation  
600 N. River Street  
Ypsilanti, MI 48198  
Contact: Larry Schweinhart  
313-485-2000

### C.D.C. Youth Violence Evaluation Project

Division of Violence Prevention  
Centers for Disease Control & Prevention  
4770 Buford Highway, NE  
M/S K60  
Atlanta, GA 30341-3724  
Contact: Linda Dahlberg  
404-488-4646 (FAX) 404-488-4349

### Center for Crime & Justice Policy

Vanderbilt Institute for Public Policy Studies  
Box 508, Vanderbilt University  
Nashville, TN 37212  
Contact: Mark Lipsey  
615-343-2696

### Elvis & The Lawman

Albany Police Dept.  
100 San Pablo Ave.  
Albany, CA 94706  
Contact: Det. Sgt. Bill Palmieri  
510-525-7300

### Communities that Care Developmental Research & Programs

130 Nickerson  
Suite 107  
Seattle, WA 98109  
Contact: Richard Catalano  
206-286-1805 or 1-800-736-2630



**Articles**

# Media Panel Reference Materials

By Isabel Wilkerson



# SHOOTING

## CAN OUR TRIGGER-HAPPY COUNTRY PROTECT ITS CHILDREN?

It was late in the school year, on a clear May morning, when Jason Smith, a high school sophomore in Red Hill, Pennsylvania, decided to settle the score with the 6'5" classmate who had bullied him for months. In another time and place, Jason might have challenged him to a fight in the school yard or, worst case, pulled a switchblade after class. But this is the 90's. It is as easy to find a pistol as a book. *That* would show him.

Jason, 15, knew he would see his tormentor, 16-year-old Michael Swann, first thing that Monday morning. They took biology together, first period, at Upper Perkiomen High School. Jason got a 9-millimeter Ruger, a semiautomatic pistol that belonged to his mother's boyfriend, out of a locked gun cabinet and fired a shot in his bedroom to make sure it worked. Satisfied, he stuffed it in his book bag and headed off to school.

He was late that day by half an hour. He handed his pass

to the biology teacher, Barbara Ryan, and walked over to his desk. The class was in the middle of a lesson on pig anatomy. There were lifeless fetal pigs on the laboratory tables, and the students were about to dissect them. Jason set his bag on his desk and pulled out his books and a pencil.

Michael, the boy who had punched and shoved the 5'4" Jason at his locker for much of the year and had pulled Jason's seat out from under him the Thursday before, was sitting two desks behind him.

Jason pulled the pistol out of the bag, walked over to Michael's desk, stood over his nemesis—taller than Michael for once—and shot him in the head.

"Laugh at this," Jason said, cursing Michael. Then he shot him again.

At first their 22 classmates thought some test tubes had been dropped, or that there had been an explosion in the chemistry lab across the hall. When they realized what had happened, they ran and hid behind laboratory tables or crouched behind the teacher's desk. Mrs. Ryan slumped to the floor. Some students were in shock, others were in

*Isabel Wilkerson is chief of the Chicago bureau of "The New York Times."*

tears. Some wanted to stop Jason and talk to him, but they knew they couldn't. Jason walked out calmly and sat under a tree, where the police found him minutes later.

**T**here were thousands of Michael Swanns in 1993—children 19 and under who, because they got on someone's bad side or were playing with a gun or simply gave up on life or were in the wrong place at the wrong time, died by gunfire. (See "A Year of Tears," pages 86, 87.) In Denver, Carl Banks, 18, was shot while taking his brothers and sisters trick-or-treating. In Boston, Louis Brown, 16, was shot walking to school. In El Cajon, California, Jessica Reuhl, 9, was shot by a sniper who then killed himself. In Chicago, Steven Wright, 5, shot himself in the mouth with a .44 Magnum he found under his mother's mattress. In Seattle, Loetta Boston, 9, was shot riding in her family's car after her mother had honked the horn at another driver.

Every day 14 children die in gun accidents, suicides and homicides. Hundreds more are wounded, many crippled or life. What makes this rising wave of killing so heart-recking is that the deaths were often preventable; many children might still be alive if a gun had not been at hand. But there are more than 200 million guns for an estimated 259 million people in this country, with women and young people forming a growing new market. More than half the 508 students polled in a study for the Harvard School of Public Health last year said they could get a gun if they wanted one. More than 20 percent of them said they could get one "within an hour."

Guns now seem to be the problem solver of preference, the final solution aimed increasingly at child targets. The country that overcame polio—a killer of children of generations past—seems unable to protect its young from guns. "We are raising a generation of children in a culture of violence," says James Garbarino, Ph.D., a child psychologist who is president of the Erikson Institute for Advanced Study in Child Development in Chicago. "They are soaking up the gun culture like little sponges."

In greater numbers than ever, murder—a crime formerly associated with mob figures and drug dealers—is claiming the nation's children. In 1987 the number of children murdered with guns was 1,270; in 1992 (the latest for that figures are available from the F.B.I.) it more than doubled—to 2,804. Even when victims survive, they often go on to live lives of pain and paralysis. It is a fate that has made some inner-city neighborhoods resemble hospital grounds, as young people in wheelchairs—victims of drive-by shootings—roll across mean streets: war veterans before they are of fighting age. An estimated \$4 billion a year, much of the cost borne by taxpayers, is spent on hospitalization for firearm injuries.

Almost as disturbing as the violence itself are the lengths to which people must go to avoid it. The duck-and-cover drill of the 50's has returned to schools, not because people fear a nuclear attack but because children in the

90's must know how to dodge a bullet. Across the country, schools have removed lockers from their halls for fear of students' storing weapons with their books and gym shorts. Many high schools, with security guards who check pockets and book bags, seem more like airports on watch for terrorists. *In 1988 only 2 percent of the nation's 50 largest school districts used metal detectors to screen out weapons. By 1993, 50 percent of them did.*

As the death toll rises, lawmakers and citizens and a determined gun lobby continue to struggle over new gun-control measures. Nineteen states have enacted laws making it illegal for a minor to possess a gun. In 11 states gun owners are liable for gun accidents involving children. Nationwide, more and more gun-amnesty programs are encouraging owners to trade their weapons for toys, food and other items. Still, the gun remains a tough opponent, one that President Clinton has taken on, calling for new health-care initiatives, increased police protection and the licensing of gun owners nationwide. But even supporters concede that the Brady Law, the toughest gun-control legislation passed by Congress in more than 20 years, is no match for a country with nearly as many guns as people. *A new handgun is produced every 20 seconds.*

**R**ed Hill, Pennsylvania, the hometown of Jason Smith and Michael Swann, is the last place that people might expect gun violence. It is a quiet rural town of about 1,800 people, with machine shops and chocolate factories, surrounded by dairy and hog farms. In this old community, about 35 miles northwest of Philadelphia, some families have lived for generations, and neighbors figure that if the Smiths and Swanns traced their roots back far enough, they might find that Jason and Michael were related. On warm summer nights after the shooting, parents and teenagers alike would gather on street corners and in people's front yards to talk about what happened, as if talking about it would help it make sense. "People don't know what to believe," says Roxie Kulp, a lifelong resident and a neighbor of the Smiths. "Jason felt trapped, and we don't know why."

The town is now bitter and divided, with some people feeling anguish for the Swanns and others rallying behind Jason, saying Michael had it coming. Both boys were handsome; their smiling, dimpled faces in family and school photos give no hint of (Continued on page 88)

Every day 14 children die in gun accidents, suicides and homicides. In 1987 the number murdered with guns was 1,270; in 1992 that figure more than doubled—to 2,804.

duck-and-cover drills of the 50's have returned to schools, not because people fear a nuclear attack but because children of the 90's must know how to dodge bullets.

# FAMILY CIRCLE SPECIAL REPORT

**FAMILY CIRCLE remembers the youngest casualties of gun violence in 1993. From 1-year-old Brianna Clark to 19-year-old Jason Hampton, this list represents 726 of the nation's most innocent victims.\* Names were gathered from news, police and autopsy reports.**

Jan. 1 Tatiana Redmond, 14, Chicago ... Jan. 2 Gary O'Neil Phillips Jr., 18, Lenoir, N.C. ... William C. Walker Jr., 1, Lake Wales, Fla. ... Jan. 3 David Lee Cougar, 13, Avondale, Ohio ... Paul Victor Murrow, 18, Oklahoma City, Okla. ... Trisha Umberto, 14, Baldwin Park, Calif. ... Jan. 4 Sharon Marie Jackson, 18, Anderson, S.C. ... Jacob Abner, 3, Salem, Ind. ... Emmanuel Williams, 17, Sarasota, Fla. ... Jan. 6 Rebecca Sanchez, 15, Albuquerque, N.M. ... Jan. 7 Nathan Wilson, 16, Detroit ... Jan. 8 Anthony Glasco, 17, Cain Township, Pa. ... Timothy W. Stauffer, 17, Leola, Pa. ... Jan. 9 Tiffany Dozier, 12, Pacoima, Calif. ... Shawana McQuiter, 16, Dallas ... Martha Periot, 16, New York City ... Michael Patrick Riley, 16, Houston ... Jan. 10 Katina Jefferson, 19, Fort Pierce, Fla. ... Jan. 11 Brandon Alex Gibson, 15, Alachua, Fla. ... Tyrone Harris, 16, Chicago ... Jan. 12 Conroy Robinson, 18, Miami ... Joseph Alvarez, 18, New York City ... Jan. 14 Walter Banks, 17, Chicago ... John Holden, 19, Porter Ranch, Calif. ... Keith Johnson, 17, Garfield, Pa. ... Jan. 15 Matthew McLean Counts, 2, Butte, Mont. ... Alex Reyes, 16, Boston ... James L. Williams, 14, Minneapolis ... Jan. 18 Leicester Anderson, 12, West Seattle, Wash. ... Dwayne Smith, 14, Arcadia, Pa. ... Jan. 18 Jose Corbo Jr., 16, Coconut Grove, Fla. ... Angel Malave, 15, Milwaukee ... Reginald Polk, 16, Baton Rouge, La. ... Jason Wilkey, 15, Biggs, Calif. ... Jan. 18 Brother J. Emerson, 17, New Orleans ... Shille Turner, 17, Philadelphia ... John Devon Williams, 16, Minneapolis ... Jan. 19 Sandro Torres, 16, Sacramento, Calif. ... Jan. 20 Bridget Jean Risley, 15, Minneapolis ... Kurt Witte, 15, Jasper, Ind. ... Jan. 21 Demetrius L. Rice, 16, Los Angeles ... Jan. 22 Terence Martin Jr., 5, Bridgeport, Conn. ... Jan. 23 Jerry L. Cooks, 17, Milwaukee ... David Johnson, 19, New Orleans ... Jan. 24 Carlos DeWayne Willis, 19, Memphis ... Jan. 25 Kyle Samuels, 18, Tacoma, Wash. ... John Zimmick, 17, Ludlow, Vt. ... Jan. 28 Diego Martinez Rios, 9, Anaheim, Calif. ... Jan. 28 Curtis Welcher, 17, Miami ... Ronald D. Smaller, 19, St. Paul, Minn. ... Jan. 29 Rol Nguyen, 17, Tacoma, Wash. ... Cedric Samuels, 16, New Orleans ... Jan. 30 Richard Giles, 17, Tacoma, Wash. ... Jamiya Lewis, 7, Eustis, Fla. ... Jan. 31 Jacob Detjens, 15, Jackson, Miss. ... Michael Alan Wisniewski 3d, 14, Arcadia, Fla. ... Valentine Bueno, 17, Milwaukee ... Feb. 1 Yasmine Gomez, 14, Chicago ... Ronea Artis, 17, Amityville, N.Y. ... son Paul Domenico, 14, Redmond, Wash. ... Feb. 2 Richard Perez, 18, New York City ... Michelle Lewis, 16, Houston ... Feb. 3 Kiana Blakey, 16, Cleveland ... Warren, 16, Orlando, Fla. ... Feb. 4 Anthony Lovos, 17, Hayward, Calif. ... James Holiday Jr., 18, Atlanta ... Feb. 5 Unker Blak Warren, 16, New York City ... Feb. 5 Orozco, 14, Dallas ... Mack Tanuvasa, 15, Tacoma, Wash. ... Douglas Melonson, 19, Detroit ... Feb. 7 Demetrius Bailey, 17, East Cleveland, Ohio ... Charles Cave Cleveland ... David Todd Schwantes, 19, Louisville ... Feb. 8 Johnny Townes, 16, Fort Wayne, Ind. ... Eric Melby, 14, Middle River, Minn. ... Brent J. Leen, 15, Moor Minn. ... Feb. 9 Devin Potts, 17, Galveston, Texas ... Feb. 10 Lorenzo Goldsmith, 18, Mobile, Ala. ... Feb. 11 Jimmy Gonzalez, 14, New York City ... Jon Luke Miller, 16, Rosemount, Minn. ... Feb. 14 Edwin Santiago, 17, New York City ... Christopher Hernandez, 15, New York City ... Annette Medina, 17, New York City ... Feb. 16 Harrison Turner, 16, Cleveland ... Feb. 17 Joseph Marmo, 16, Aurora, Colo. ... Rulon Paul Cabado, 16, Seattle ... Feb. 21 Edward Lee Little, 18, Milwaukee ... Nayib Sadan, 19, Miami ... Feb. 22 Micheal Shean Ensley, 17, Reseda, Calif. ... Rocio Delgado, 16, North Hills, Calif. ... Feb. 23 Eddie dette, 16, Milwaukee ... Feb. 24 Tres Middleton, 15, Lithonia, Ga. ... Feb. 25 Christopher Maxey, 7, Delhi, N.Y. ... Feb. 26 Jose Luis Lopez, 17, Santa Ana, Calif. ... Feb. 28 James 13, Chicago ... March 2 Wykisa Hilderbrand, 16, Kansas City, Mo. ... Desmond J. Lewis, 16, Cleveland ... March 3 Alex Diaz, 5, Fife, Wash. ... March 4 Joshua Washington, 15, March 5 John Coronado, 18, Albuquerque, N.M. ... March 6 Khamphone Latmuong, 8, Dallas ... Phranque Binkard, 14, Murray, Utah ... March 7 Concha W. Campfield, 15, March 8 ... March 9 ... March 10 ... March 11 ... March 12 ... March 13 ... March 14 ... March 15 ... March 16 ... March 17 ... March 18 ... March 19 ... March 20 ... March 21 ... March 22 ... March 23 ... March 24 ... March 25 ... March 26 ... March 27 ... March 28 ... March 29 ... March 30 ... April 1 ... April 2 ... April 3 ... April 4 ... April 5 ... April 6 ... April 7 ... April 8 ... April 9 ... April 10 ... April 11 ... April 12 ... April 13 ... April 14 ... April 15 ... April 16 ... April 17 ... April 18 ... April 19 ... April 20 ... April 21 ... April 22 ... April 23 ... April 24 ... April 25 ... April 26 ... April 27 ... April 28 ... April 29 ... April 30 ... May 1 ... May 2 ... May 3 ... May 4 ... May 5 ... May 6 ... May 7 ... May 8 ... May 9 ... May 10 ... May 11 ... May 12 ... May 13 ... May 14 ... May 15 ... May 16 ... May 17 ... May 18 ... May 19 ... May 20 ... May 21 ... May 22 ... May 23 ... May 24 ... May 25 ... May 26 ... May 27 ... May 28 ... May 29 ... May 30 ... June 1 ... June 2 ... June 3 ... June 4 ... June 5 ... June 6 ... June 7 ... June 8 ... June 9 ... June 10 ... June 11 ... June 12 ... June 13 ... June 14 ... June 15 ... June 16 ... June 17 ... June 18 ... June 19 ... June 20 ... June 21 ... June 22 ... June 23 ... June 24 ... June 25 ... June 26 ... June 27 ... June 28 ... June 29 ... June 30 ... July 1 ... July 2 ... July 3 ... July 4 ... July 5 ... July 6 ... July 7 ... July 8 ... July 9 ... July 10 ... July 11 ... July 12 ... July 13 ... July 14 ... July 15 ... July 16 ... July 17 ... July 18 ... July 19 ... July 20 ... July 21 ... July 22 ... July 23 ... July 24 ... July 25 ... July 26 ... July 27 ... July 28 ... July 29 ... July 30 ... August 1 ... August 2 ... August 3 ... August 4 ... August 5 ... August 6 ... August 7 ... August 8 ... August 9 ... August 10 ... August 11 ... August 12 ... August 13 ... August 14 ... August 15 ... August 16 ... August 17 ... August 18 ... August 19 ... August 20 ... August 21 ... August 22 ... August 23 ... August 24 ... August 25 ... August 26 ... August 27 ... August 28 ... August 29 ... August 30 ... September 1 ... September 2 ... September 3 ... September 4 ... September 5 ... September 6 ... September 7 ... September 8 ... September 9 ... September 10 ... September 11 ... September 12 ... September 13 ... September 14 ... September 15 ... September 16 ... September 17 ... September 18 ... September 19 ... September 20 ... September 21 ... September 22 ... September 23 ... September 24 ... September 25 ... September 26 ... September 27 ... September 28 ... September 29 ... September 30 ... October 1 ... October 2 ... October 3 ... October 4 ... October 5 ... October 6 ... October 7 ... October 8 ... October 9 ... October 10 ... October 11 ... October 12 ... October 13 ... October 14 ... October 15 ... October 16 ... October 17 ... October 18 ... October 19 ... October 20 ... October 21 ... October 22 ... October 23 ... October 24 ... October 25 ... October 26 ... October 27 ... October 28 ... October 29 ... October 30 ... November 1 ... November 2 ... November 3 ... November 4 ... November 5 ... November 6 ... November 7 ... November 8 ... November 9 ... November 10 ... November 11 ... November 12 ... November 13 ... November 14 ... November 15 ... November 16 ... November 17 ... November 18 ... November 19 ... November 20 ... November 21 ... November 22 ... November 23 ... November 24 ... November 25 ... November 26 ... November 27 ... November 28 ... November 29 ... November 30 ... December 1 ... December 2 ... December 3 ... December 4 ... December 5 ... December 6 ... December 7 ... December 8 ... December 9 ... December 10 ... December 11 ... December 12 ... December 13 ... December 14 ... December 15 ... December 16 ... December 17 ... December 18 ... December 19 ... December 20 ... December 21 ... December 22 ... December 23 ... December 24 ... December 25 ... December 26 ... December 27 ... December 28 ... December 29 ... December 30 ...



Jennifer Lambert  
16

# ALPHABETICALLY



Micheal S. Ensley  
17

Kansas City, Mo. ... Robert Souza, 13, Aurora, Colo. ... Albert Brown, 10, Aniak, Alaska ... June 9 Roland Randolph, 16, Santee, S.C. ... Arthur Garfield ... Kansas City, Mo. ... June 12 Nakia Nance, 17, Kent, Wash. ... June 13 Melissa Garcia, 19, Tucson, Ariz. ... Curtis D. Miller, 16, Miami ... June 14 Terry ... loway Jr., 9, Chicago ... Jessica Forsyth, 11, Norwalk, Iowa ... Nikki Ann Forsyth, 17, Norwalk, Iowa ... Brian Forsyth, 18, Norwalk, Iowa ... June 15 Jonathan Davis, 16, Dallas ... Jay Browder, 15, Seneca, S.C. ... June 16 Bond Arieha Leeper, 2, San Diego, Calif. ... Lori Hand, 4, Greenville, S.C. ... Shewana Edward Brown, 15, Baton Rouge, La. ... June 17 Keith Lavell Ford, 17, Seattle ... June 18 Kristofer Coggin, 11, Mobile, Ala. ... Robert D. Shehan, 16, Lombard, N.C. ... June 19 Roshawn Haywood, 19, Oklahoma City, Okla. ... June 20 Michael Munn, 16, Tacoma, Wash. ... Julio Castillo, 18, Chicago ... June 21 Michael Lowery, 12, Chicago ... Jackson Truong, 7, Long Beach, Calif. ... Ebelin Espinal, 16, New York City ... Anthony Jermain Jiles, 17, Minneapolis ... June 22 Mark E. Peterson Jr., 13, Akron, Ohio ... Joshua Reed, 17, Seat Pleasant, Md. ... Michael A. Ware, 16, Milwaukee ... Matthew A. Gamm, 16, Wichita, Kan. ... June 23 Kirby Abrams, 17, St. Louis ... Cortez Perryman, 17, St. Louis ... Renels Elan, 6, Miami ... Frederick Patterson, 17, Baton Rouge, La. ... June 24 Christopher Lamborne, 9, Detroit, Pa. ... Shauna Rachel Farrow, 14, Knowles, 14, Chicago ... Alisha Essex, 2, Chicago ... June 26 Cedric T. Back, rone Davis, 14, Seattle ... June 28 James E. Washington Jr., 13, St. Louis ... Milwaukee ... June 30 Jeralee Underwood, 11, Pocatello, Idaho ... July 1 Wamantes, 3, Corpus Christie, Texas ... July 3 Shariel Pierce, 14, Phoenix, Ariz. ... 15, Wichita, Kan. ... July 5 Tammy Dale Peck, 10, Fruitland Park, Fla. ... Tanner Foster, 2, Lincoln, Neb. ... July 7 Mike ... 15, Glastonbury, Conn. ... Williams, 14, Chicago ... July 9 Trifine Williams, 14, St. Louis ... July 10 Paul Robert Lozano, 17, Grand Prairie, Texas ... Nicholas Souza, 8, Antioch, Calif. ... July 12 Gregory O'Bryant, 12, Milwaukee ... Arquan Jones, 16, St. Louis ... S.C. ... July 14 Michael Montoya, 7, Chicago ... Mary Hughes, 17, Houston ...



Jessica ...  
16



Trent Crane  
19



Charity Metz  
17

# KIDS AND GUNS

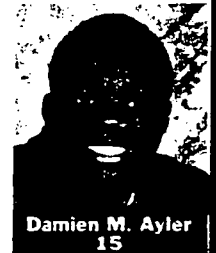
John Raymond  
West 3d  
17

Denise Decker  
18

Christina Woods, 15, St. Petersburg, Fla. ... July 15 Trent Crane, 19, Kansas City, Mo. ... July 16 Travis D. Craig, 17, Milwaukee ... July 17 Mark Jason Pendleton, 16, Glendale, Ariz. ... Shadarell Tarik Brown, 15, Birmingham, Ala. ... July 18 Kareem Ackie, 17, New York City ... Timothy Smallwood, 15, Peoria, Ill. ... Michael Leininger, 17, Bloomington, Minn. ... July 19 Tonya Hettver, 3, Brainerd, Minn. ... Nathan Lopez, 13, Bridgeport, Conn. ... Nicholas Lopez, 13, Bridgeport, Conn. ... July 20 Sanaretha Price, 13, District Heights, Md. ... Michael Beasley, 14, St. Louis ... July 21 T.J. Reddick, 17, Lakeland, Fla. ... July 23 James Emanuel, 18, Florence, S.C. ... Gary Furtado, 18, Boston ... July 24 Grisel Arquello, 10, Lynwood, Calif. ... July 25 John Foster, 16, Boston ... Shonta Hogs, 16, St. Louis ... July 26 Rose Desir, 18, Boston ... Steven Wright, 5, Chicago ... Randy Like, 16, St. Louis ... July 27 Austin Smith 3d, 11, New York City ... July 28 Damon Rashad English, 14, Dallas ... Donald D. Lester, 16, Wahneta, Fla. ... July 29 Kevin Wilsey, 13, Placentia, Calif. ... July 30 Gene Lamont McNeill, 16, Chadbourne, N.C. ... July 31 William Crocker 4th, 17, Springfield, Va. ... Aug. 1 J.W. Donaldson, 14, Dallas ... Albert Thomas, 14, Wichita, Kan. ... Andreco Price, 17, Lancaster, S.C. ... Aug. 2 Francisco Gomez, 14, Toledo, Ohio ... Stephen-James Autry, 17, Honolulu, Hawaii ... Aug. 3 Michael Cain, 19, New York City ... Aug. 4 Joshua Newman, 16, Boston ... Carlos Daniel Lopez, 16, Aurora, Ill. ... John Daniel Jones, 18, Richmond, Va. ... Jamie Littlejohn, 17, Chesnee, S.C. ... Aug. 5 Floyd Shivers, 13, Hartford, Conn. ... Aug. 6 Dionte Poole, 8, Chicago ... Aug. 7 Tyrone Cooke, 17, Boston ... Albert J. Rice, 18, Tampa, Fla. ... Aug. 8 Laisha A. Davis, 14, South Seattle, Wash. ... John J. Lopez, 14, Phoenix, Ariz. ... Billy Johnston 3d, 13, Summerville, S.C. ... Aug. 9 Randolph Scott, 14, Chicago ... Freddie Garcia, 17, Houston ... Eric Lindsey, 15, Milwaukee ... Tequilla Woods, 13, St. Louis ... Aug. 10 Clifton Andrew Carter, 18, Richmond, Va. ... Aug. 11 Michael Johnathon Bada, 18, Richmond, Va. ... Aug. 12 Gregory Bolton, 11 months, Kansas City, Mo. ... William Inthavong, 8, Chicago ... Maun Sang Louie, 18, Seattle ... Sang Lee, 9, Glendale, Calif. ... Aug. 13 Lanaundra Warfield, 3, Chicago ... Aug. 14 Jake Kennedy, 17, Cheshire, Conn. ... Aug. 15 Benny Privitt, 13, Sebastopol, Calif. ... Aug. 16 Ahmad Miller, 15, Harris County, Texas ... Aug. 17 Marlon Williams, 12, Shreveport, La. ... Monroe D. Harrell, 18, Kansas City, Mo. ... Raymond Tupola, 15, Tacoma, Wash. ... Aug. 18 Annette Michelle Fisher, 16, Gadsden, Ala. ... Aug. 20 Amber Owen, 16, Charleston, S.C. ... Kenny Randall, 10, Anna Maria, Fla. ... Craig Rogers, 13, Chicago ... Von Rico Bennett, 15, St. Louis ... Bruce Bradach Jr., 17, Beltrami County, Minn. ... Aug. 21 Martavious Doreza Brown, 16, Capitol Heights, Md. ... Aug. 22 Tommy Husband, 15, Dallas ... Sean Ryan Silvers, 18, Lakeland, Fla. ... Greg Mutchler, 14, Bradenton, Fla. ... Aug. 23 Rebecca Louise Couthren, 16 months, Willits, Calif. ... George B. Proctor, 16, Albany, N.Y. ... Aug. 24 Mario Baxter, 18, Milwaukee ... Aug. 25 Keita Patrick, 18, Boston ... Richard Chenault, 17, Hanover, Va. ... Amanda Jacobs, 15, Charleston, S.C. ... Aug. 26 Ronald Parker, 10, New Orleans ... Cardell Harris, 16, New Orleans ... Toya Gillard, 17, New York City ... Aug. 27 Christopher Louis Vargas, 15, Stanton, Calif. ... Connie Gamboa, 17, Phoenix, Ariz. ... Aug. 28 Ramon Toro Jr., 15, Lomita, Calif. ... Aug. 29 Ivory Simms, 11, New Orleans ... Aug. 31 Jamel Alexander, 12, Rochester, N.Y. ... Marcus Taylor, 15, Atlanta ... Sept. 1 Avondria Taylor, 2, Montgomery, Ala. ... Quinton Moore, 7 months, Montgomery, Ala. ... Aaron Chapman, 17, Salt Lake City, Utah ... Frank Williams Jr., 15, Temple Hills, Md. ... Charles Lassiter, 18, Kansas City, Mo. ... Sept. 2 Gregory Powell, 15, Memphis ... Demarkus McLemore, 15, Dallas ... Jerome Gordon, 18, Dallas ... Sept. 3 Frederick Sanderson, 18, Boston ... Shannon Herrod, 10, Chicago ... Sept. 4 Chris Peyton, 17, Albuquerque, N.M. ... Sept. 5 Deborah A. Phillips, 14, Louisville ... Willie Cockran, 15, Baton Rouge, La. ... George F. Tourigny Jr., 17, Taunton, Mass. ... Sept. 6 Robert J. Moses, 17, Brockton, Mass. ... Sept. 7 Talise Nelson, 14, St. Louis ... Jason Whitney, 13, St. Louis ... Sept. 8 Myron Sallard, 17, Kansas City, Mo. ... Jennifer J. Busalacchi, 16, Milwaukee ... Daryl Acon, 18, Wichita, Kan. ... Sept. 10 Juan Flores, 10, National City, Calif. ... Aisha Heard, 13, Atlanta ... Vanessa Isaacs, 9, New York City ... Jonathon Macon, 14, Chicago ... Emerson J. Swain, 15, Seattle ... Sept. 11 Dejuan Dupree Collins, 18, Baton Rouge, La. ... Billy Joe Edwards, 13, Hoover, Ala. ... Al Martin, 16, Boston ... Sept. 12 Donovan Fontenot, 14 months, Port Arthur, Texas ... Lonnie Walker, 16, Vacaville, Calif. ... Manuel Gonzalez, 14, New York City ... Efrain Alvarado, 12, Chicago ... Sept. 13 Venessa Valerio, 9, Rio Chama, N.M. ... Andre Shawn Williams, 13, Tampa, Fla. ... Daniel Rothermel, 15, Higgins, Pa. ... Sept. 14 Jennifer Lambert, 16, Duncanville, Ala. ... Hakim Karim Alford-Long, 17, Oklahoma City, Okla. ... Joshua Dooley, 16, West Carrollton, Ohio ... Sept. 15 Charles Payne, 18, Washington, D.C. ... Ermando Johnson, 19, Poughkeepsie, N.Y. ... Sept. 16 Maikou Vag, 16, San Diego, Calif. ... Jonathan Bell, 17, Tampa, Fla. ... Sept. 17 Willie McAuthor Carson, 1, Birmingham, Ala. ... Larry E. Thomas, 18, Milwaukee ... Sept. 19 Barrett Modisette, 17, Downers Grove, Ill. ... Kelly Brian Fagan, 16, Seattle ... Sept. 20 Julius Graham, 14, Chicago ... Rodney K. Wakefield Jr., 10, Akron, Ohio ... Charles J. West, 16, Kansas City, Mo. ... Eddie L. Beal, 18, Kansas City, Mo. ... Michael J. Hooper, 17, Battle Creek, Mich. ... Sept. 21 Kristopher D. Robbins, 19, Bee Mountain, N.C. ... Sept. 22 Geovanny Santiago, 13, New York City ... Sept. 23 Hassan Dorsey, 16, Newark, N.J. ... Sept. 24 James Manzell, 17, Jacksonville, Fla. ... Sept. 25 Duane ... Sept. 26 ... Sept. 27 ... Sept. 28 ... Sept. 29 ... Sept. 30 ... Sept. 31 ... Oct. 1 ... Oct. 2 ... Oct. 3 ... Oct. 4 ... Oct. 5 ... Oct. 6 ... Oct. 7 ... Oct. 8 ... Oct. 9 ... Oct. 10 ... Oct. 11 ... Oct. 12 ... Oct. 13 ... Oct. 14 ... Oct. 15 ... Oct. 16 ... Oct. 17 ... Oct. 18 ... Oct. 19 ... Oct. 20 ... Oct. 21 ... Oct. 22 ... Oct. 23 ... Oct. 24 ... Oct. 25 ... Oct. 26 ... Oct. 27 ... Oct. 28 ... Oct. 29 ... Oct. 30 ... Oct. 31 ... Nov. 1 ... Nov. 2 ... Nov. 3 ... Nov. 4 ... Nov. 5 ... Nov. 6 ... Nov. 7 ... Nov. 8 ... Nov. 9 ... Nov. 10 ... Nov. 11 ... Nov. 12 ... Nov. 13 ... Nov. 14 ... Nov. 15 ... Nov. 16 ... Nov. 17 ... Nov. 18 ... Nov. 19 ... Nov. 20 ... Nov. 21 ... Nov. 22 ... Nov. 23 ... Nov. 24 ... Nov. 25 ... Nov. 26 ... Nov. 27 ... Nov. 28 ... Nov. 29 ... Nov. 30 ... Nov. 31 ... Dec. 1 ... Dec. 2 ... Dec. 3 ... Dec. 4 ... Dec. 5 ... Dec. 6 ... Dec. 7 ... Dec. 8 ... Dec. 9 ... Dec. 10 ... Dec. 11 ... Dec. 12 ... Dec. 13 ... Dec. 14 ... Dec. 15 ... Dec. 16 ... Dec. 17 ... Dec. 18 ... Dec. 19 ... Dec. 20 ... Dec. 21 ... Dec. 22 ... Dec. 23 ... Dec. 24 ... Dec. 25 ... Dec. 26 ... Dec. 27 ... Dec. 28 ... Dec. 29 ... Dec. 30 ... Dec. 31 ...



Bryan Greene  
16



Damien M. Ayler  
15



Venessa Valerio  
9

\*Because of difficulties accessing some state records, this list names only some of the thousands of children who died last year. If you know of a child whose name is not on the list, let us know. Write to: Year of Tears, FAMILY CIRCLE, 110 Fifth Ave., New York, NY 10011.



the tragedy to come. Townspeople say that Michael, a farm boy big for his age, had a history of bullying kids. The morning he died, Roxie Kulp says, Michael was seen burning holes in somebody's boat tarp with cigarettes. They say he carried a switchblade, and they considered him fast because he hung out in Philadelphia.

Jason, on the other hand, was quiet and never bothered anybody, friends say. Until May 24, the day he killed Michael. He pleaded guilty and is now serving 12½ to 25 years in state prison after a plea bargain with prosecutors.

**R**afael Saldana was a lively child who liked to sit up front in class and help the teacher erase the blackboard or collect papers, who dreamed about cars and sports, sang in the school choir and liked to run up and hug people. He was 10 years old, chubby and bright faced, and he lived in a rented house in Houston with his mother, stepfather and 14-year-old brother. It was there that he died from a single gunshot wound—on Mother's Day.

Rafael and his brother, who has not been named by the authorities because of his age, had been playing with their stepfather's 10-millimeter semiautomatic pistol. The boys were pretending to shoot each other. The gun was unloaded on that hot, muggy morning, and each time they pulled the trigger, the "victim" played dead, just like in the TV cartoons. Later that evening in the living room, the brothers picked up the gun again while their mother and stepfather were in another room. This time the gun was loaded, but the boys didn't know it. The older brother fired as he always had, the gun aimed point-blank at Rafael's head. *Every day a child dies in a handgun-shooting accident.*

The next morning, Karen Holt, the principal at South Houston Elementary School, had to break the news to classmates that the fourth grader everybody called Ralph

was dead. "It was one of the most difficult things I have ever had to do as a principal," she recalls. At first the 10-year-olds just sat there quietly, too numb to speak. Can this be true? Then they started crying, and all the questions came. "What does this mean? Will he be back after summer vacation? How could this be? Why did this have to happen to Ralph?"

With the proliferation of guns, particularly the newer, more sophisticated handguns that many people keep on hand for protection, the number of children killed in their own homes has risen steadily in recent years. An estimated 700 children 19 and under died in shooting accidents in 1992, up from 567 in 1989. About 350 of those accidents occurred in the home, according to the National Safety Council. A 1988 analysis of 266 accidental handgun shooting deaths of children found that in almost a third of the cases, the shooter and victim were related.

So it was with Rafael and his brother. Their stepfather, Juan Castillo Cedenio, was charged with violating a recently enacted Houston gun-safety ordinance that seeks to prosecute parents who do not properly secure their guns. It is a misdemeanor charge punishable by a fine of up to \$500 and six months in jail. Cedenio's trial, the first under the new law, was scheduled to begin this month in Houston municipal court. Rafael's brother was released to his mother's custody.

(Continued on page 90)

Each time Rafael and his brother pulled the trigger, the "victim" played dead just like in TV cartoons. This time, though, the gun was loaded, aimed point-blank at Rafael's head.

## FROM THE FRONT LINES: KIDS TALK ABOUT GUNS

Twelve-year-old Lucy Childress avoids public phones on the street. It's not a phobia but a tactic for survival in her New York City neighborhood. Ever since a man was shot at a pay phone three blocks away, she uses one only if it's absolutely necessary. Even then, she says, "I keep it short and always look over my shoulder."

Lucy's fears are echoed by some of her schoolmates at Hunter College High School in Manhattan. In group discussions, students described how gun violence is so prevalent in their lives that it affects even the route they take home from school each day. Marcus Mitchell, 12, saw a teammate get shot while playing baseball in Harlem. Fourteen-year-old Joshua Caesar was mugged at gunpoint while riding the subway home from school. Philip Legendy, 12, knows of three people who were shot at his corner convenience store in Manhattan.

These may be tales from one of the nation's meanest cities, but there are similar stories in tiny towns and quiet suburbs across the country. Last year a nationwide study of more than 2,000 students in grades six

through 12 found that in the face of rampant guns and violence, young people are truly scared. "I don't think anywhere is totally safe," says one Hunter student, Meredith Summerville. "Today people will kill each other for their sneakers, clothes or hats."

Forty percent of those in the study, which was conducted by the Joyce Foundation with Harvard's School of Public Health, said they knew someone who had been killed or injured by gunfire. About 40 percent also said the threat of violence has "made me change where I go, where I stop on the street, what neighborhoods I walk in, who I make friends with."

The Hunter students ticked off precautions they take to avoid trouble while on the streets: Walk confidently, travel in groups, leave valuables at home. But classmate Ariana Lindermayer thinks it's futile: "I don't think that the way you look would make a difference if they had a gun," she says. "It would be bang, you're dead. Even if you are stronger, bigger, taller—if they have a gun, you're dead."

—Randi Rose



After Rafael died, his classmates decorated his desk with a wreath made out of construction paper, and planted a baby plum tree in his memory at a special ceremony. The whole school turned out. His mother and grandparents came as well. Everyone held hands as the principal said a prayer, thanking God for the brief time they knew Rafael. Some classmates wrote a poem to him and were going to read it at his funeral, but there was a mix-up and his aunt read it, which was O.K. with them. The children took up a collection and bought a book that they placed in the library in his memory. They wrote letters to him and put them in a box that they buried in front of the school near the hole they dug for the tree. It was a way for them to mourn their friend Ralph, who they now understood would not be returning from summer vacation after all.

**O**n a brisk March afternoon, at the end of spring break last year, Charity Metz, a 17-year-old senior at Jasper High School in Harrison County, Indiana, left her father at a friend's house and told him she would see him back at the farm. He never saw her alive again. She drove home, walked out to the barn, knelt down on a blanket and shot herself with a .22-caliber revolver she got from her father's truck.

Two months earlier, Kurt Witte, a 15-year-old sophomore at Jasper High who liked hunting rabbit and worked part time on a farm, took his father's pistol and shot himself in the woods behind his family's house. The previous August, Scott Schneider, quarterback of the high

school football team and a member of the student council, shot himself in his bedroom two days before school started.

Of all the ways a child can die, suicide may be the most perplexing. *Every six hours, someone under 19 commits suicide with a firearm.* Jasper has certainly had more than its share in the past two years. The sorrowful trilogy of suicides has torn at this rural town of German Catholics, where everybody knows everyone and people work hard and are devoutly religious. Deer and squirrel hunting are seasonal rituals there, and guns were something you always just took for granted. There is no evidence that three suicides in a row were anything but coincidence, but people here are questioning whether they may have been too hard on their children, whether they expected too much or pressed too hard for good grades and perfection, and whether the pressures of a world with AIDS and drugs and violence were just too much to bear.

It got to the point that Jeff Jessee, assistant principal at Jasper High School, began dreading any more news. "I'm a little jumpy when my phone rings in the morning," he says. "I don't know if it's a teacher calling in sick or another call telling me a student has committed suicide."

To those who knew Charity Metz, she was a cheerful, down-to-earth teenager. She let her light brown hair hang down around a pretty face that was rarely made up. She talked of becoming a nurse or an anesthesiologist. "She was just the greatest person I ever knew," said Rachel Wessel, her best friend. Charity liked romance novels, historical ones. She liked fishing (Continued on page 92)

## DEFEND YOURSELF: STRATEGIES FOR SAFETY

By Deborah Prothrow-Stith, M.D.

When I was working at Brigham Hospital about 16 years ago, a young man I had just stitched up told me to be prepared to do more work, because as soon as he left, he was going to beat up the guy who had cut him. I realized then that as a health professional with a responsibility for treating and preventing illness, I also had a responsibility to prevent violence.

The Violence Prevention Curriculum for Adolescents, which I wrote in 1987, is used in schools nationwide to teach young people how to understand anger and settle conflicts. Parents of Murdered Children, Inc., has a new program, Murder Is Not Entertainment (MINE), which aims to reduce violence on television and in movies, as well as in books, games and toys. Contact Parents of Murdered Children at 513-721-5683 (100 E. Eighth St., Cincinnati, OH 45202).

### Other ways to keep kids safe:

1. Disarm. Don't keep a gun.
2. If you feel you must have a gun, keep it safe. Unload it and lock it up. Store bullets in a separate place.
3. Remember, kids will be kids. Children are curious by nature and explore their environment. Explain that guns are dangerous and that they should never touch guns or remain in a house where a gun is accessible.
4. Encourage straight talk. Get your teenager to ex-

press his or her feelings. Even the best-behaved teenager might try to handle a gun when afraid, angry, depressed or under the influence of alcohol or drugs.

5. Pass the word. Talk to adults in the homes where your child visits. Urge them to take precautions.

6. Get involved. Work with your child's school to start a violence-prevention curriculum and mediation program. Organize or join a school safety task force.

7. Show and tell. Inform your children about School Crime Stoppers (1-800-474-8477), a hotline that encourages students to report information about crime at school. Callers may get rewards for information.

8. Get political. Support local and state lawmakers who take a tough stand on guns. Write senators, care of the U.S. Senate, Washington, DC 20510; representatives, care of the U.S. House of Representatives, Washington, DC 20515.

9. Tune out violence. Write your local TV stations to complain about violent shows or ads. Tell them you'd rather see shows that discourage violent behavior.

10. Tune in what's good. Contact KIDSNET, which has information on positive TV and radio programs for children. P.O. Box 56642, Washington, DC 20011. □

Deborah Prothrow-Stith is assistant dean of Government and Community Programs at the Harvard School of Public Health.

at the little pond, where it was peaceful, and running, and listening to Reba Mc Intyre. "Poison" was her favorite perfume. She worked part time at the Jasper Cinemas box office. "I usually put people in the box office who've got a friendly face," says the theater manager, Debbie Sattler. "She always had a smile on her face."

What the smile concealed—and what even her closest friend did not know—was that Charity was pregnant. She wore baggy pants and tops, the style for a lot of teenagers, and nobody realized her condition or could have imagined how far along she was. The baby, which was apparently due any day, did not survive. It was a boy. He was buried in her arms.

Charity left questions that will never be answered and swatches of conversation—clues, some believe—that her friends will be deciphering for years. Rachel cannot stop thinking about the day Charity asked her what she would do if she ever got pregnant. "I'd probably kill myself," Rachel said. She never imagined how seriously her words might be taken. "So would I," Charity responded.

In 1990, the most recent year for which statistics are available, 1,474 people aged 10 to 19 killed themselves with guns. The odds that suicidal adolescents will kill themselves double when a gun is kept in the home, according to the Centers for Disease Control.

For more than a year now, there has been a suicide watch in Jasper. Some families have gotten rid of their guns. Parents are looking for signs of depression—loss of appetite, sleeping problems, lethargy—and listening for talk of death. There were counseling sessions at the school, where all the problems and fears came out. "Some of the kids feel, 'Where did my childhood go?'" Jesse says. "It's kind of like opening the side door of a volcano."

Charity's friend Rachel still has a hard time understanding what went wrong. "At times when I really need her, I get angry because she's not here."

**L**aunice Smith did not live long enough to learn to write her name or go to kindergarten or plant pumpkin seeds at Halloween with the other children in her preschool. She was alive for only four years—the length of time between Olympic Games or Presidential elections.

She lived in Fort Dupont Dwellings, a weary housing project in a battle-scarred section of Washington, D.C. Last September, she went with her mother, Angelia, to a pickup football game at the abandoned grade school near their housing complex. It was hot out, and neighbors welcomed a break. Her mother propped Launice up to see the neighborhood boys try to score their touchdowns. Suddenly, the pop-pop-pop of gunfire rang out, and bullets flew into the crowd. Launice was hit in the head. She died four days later.

The bullets were apparently intended for Kervin Brown, a 26-year-old man who died the day of the shooting from gunshot wounds to the chest, neck and back. Launice was caught in the middle. Two young men from the neighborhood, Steven Chadwick, 19, and Anthony Dawkins, 22, have been charged in the shooting.

Launice had just started at Plummer Elementary School

## JOIN FORCES, FIGHT BACK

Across the country, dozens of support groups and programs are fighting violence, pushing lawmakers to enact tougher gun laws and providing mentors, training and counseling for young people.

Here are some of them:

- **Ad Hoc Group Against Crime**, 3330 Troost Ave., Kansas City, MO 64109; 816-531-0000
- **GRIEF (Gun Responsibility in Every Family)**, P.O. Box 743, Naugatuck, CT 06770; 203-729-3636
- **SOSAD (Save Our Sons and Daughters)**, 2441 W. Grand Blvd., Detroit, MI 48208; 313-361-5200
- **Yes! Atlanta**, 955 Spring St., Atlanta, GA 30309

To find out how to organize an anticrime group, contact the **National Crime Prevention Council**, 1700 K St. NW, 2d Floor, Washington, DC 20006-3817; 202-466-6272.

that week. She had big bright eyes and wore her hair in pigtails with little barrettes at the ends. She would cry and cry when her mother left her at school. Then she would settle down to finger painting like the rest of the children.

Launice's teacher, Jacqueline Pogue, worries that she may show up to work one day and another small student will be missing. "I would be able to understand if it were just a fluke," Pogue says, "if it were not just Launice. But I could come in here tomorrow and hear it was another one of my kids. You can't promise them safety."

In 1985, 862 black children under 19 were killed by gunfire. By 1990, the number had more than doubled to 2,057. Firearm homicide is the leading cause of death for young black men, according to the National Center for Health Statistics. The F.B.I. says that although blacks made up 12 percent of the U.S. population in 1992, they were nearly half of those murdered that year.

More than most homicides, Launice's death attracted a deep soul-searching in a city worn down by gun violence. Launice became a kind of poster child for campaigns against killing. She was buried in a tiny white casket in the "babyland" section of a Washington cemetery. Dignitaries turned out to pay their respects. The Rev. Jesse Jackson spoke at her funeral. He called her "an angel" sent to wake up the country. A group of mothers whose children had been killed sat in a row up front. President Clinton sent condolences.

Launice's short life left little to eulogize. The words on her funeral program were sadly brief and innocent. "She was a spirited and beautiful child," it read. "She had an extreme love for music and dancing. She also had an extreme fondness for Barney the dinosaur and loved her doll baby very much. She was quick to smile and learn from everyone. She was extremely close to her mother. We will miss her very much."

At Launice's preschool class, the other 4-year-olds do not know exactly what happened, but they have an idea. Still, at playtime, when they finish finger painting and listening to the stories about Spot going to school, they go to their play area and make guns from their Legos and building blocks.

# *Their* Crimes *Don't Make* *Them* Adults

**J**acqueline Ross has handled upward of 3,000 cases in her five years as a public defender, all in Chicago's imposing Criminal Courts building. She represents mostly young men, many of whom have been in prison before. But one case still haunts her — that of Pauletta R., who, at the age of 14, was charged with first-degree murder. Pauletta and three girlfriends schemed to lure a man into an alley for sex where another companion, a man in his 20's, waited with a handgun. The robbery went sour and the young man shot the intended robbery victim.

During the trial, Ross recalls, Pauletta would sit at the defense table, her head buried in her hands, her thumb in her mouth. At other times, during particularly tense moments, she would rock in her chair, childlike.

"She had very little idea what was going on," Ross recalls. "She should have been tried in juvenile court."

Pauletta is one of thousands of children who, accused of violent — and in recent years nonviolent — crimes are transferred to adult court, where retribution rather than rehabilitation is the result, if not the objective. This, according to a recent USA Today/CNN/Gallup Poll, is what the public wants. Three-quarters of those polled said children who commit a violent crime should be treated as adults.

As more and more juveniles are arrested for murder, rape and armed robbery — arrests for violent crimes went up 27 percent in the decade between 1980 and 1990 — politicians, partly out of desperation, partly out of fear (for their jobs), are cracking down on kids. It is a frenzy that child advocates have labeled the "adultification" of children.

*Alex Kotlowitz is the author of "There Are No Children Here: The Story of Two Boys Growing Up in the Other America" and a distinguished visitor at the John D. and Catherine T. MacArthur Foundation in Chicago.*

Last year alone, the Colorado, Utah and Florida Legislatures passed laws making it easier to try certain youth offenders as adults. A number of other states are considering similar legislation. Senator Carol Moseley-Braun, the freshman Illinois Democrat, has introduced a measure calling for the automatic transfer of juveniles as young as 13 who are accused of Federal crimes.

The juvenile courts were founded on the premise that they could be more flexible in working with children; there the accused would be defined less by their offenses than by their youth and their need for adult guidance and care. In juvenile court, the judge — in consultation with probation officers, psychologists and social workers — has great leeway as to what kind of treatment and punishment to impose. Children, because their personalities are still in the process of formation, are thought to be more open to rehabilitation than adults. The "waiving" of juveniles into adult courts protects neither the public nor the children. Consider Pauletta's case.

On the night of July 27, 1991, Pauletta drove around the streets of a tough neighborhood on the North Side of Chicago with three girlfriends and a young man named Michael Brandon. They stopped to chat with a neighborhood gang leader whom Pauletta's sister owed \$100. He told Pauletta that if she didn't come up with the money, he'd hurt her. Pauletta and her friends, one of whom was also in debt to the gang leader, then drew up a plan. They'd pose as prostitutes and rob a customer.

In the early hours of the next day, the four girls primped and posed on a street corner when a young man approached them for sex. They told him he could have his pick. He chose Pauletta's friend, Robin, also 14. Robin and her prey walked into a nearby alley where Brandon lurked in the shadows with a pistol. A struggle ensued, and Brandon shot once, killing his victim. Pauletta heard the gunshot as she walked toward a friend's house. Within hours, the police arrested Pauletta — as well as the four others. All five were charged with first-degree murder.

Given the serious nature of the crime, the prosecu-

tion asked the courts to try this eighth grader as an adult. The court psychologist, Nancy Feys, testified that Pauletta, who lived on welfare with her mother, had "serious problems with depression" and functioned "like a small child" with wide mood swings, including suicidal impulses. Pauletta had told the psychologist, "I just don't like the world," according to court documents.

Feys urged that Pauletta be placed in a long-term residential treatment center; both she and Pauletta's probation officer recommended that Pauletta remain in the juvenile system. The judge, though, sent her to adult court where, last summer, she was found not guilty of murder, but guilty of armed robbery. She received a six-year sentence that insured she would spend her formative teen-age years behind bars.

The crackdown on children has gone well beyond those accused of violent crimes. In Florida, for example, between October 1990 and June 1991, 3,248 children were transferred to adult court for offenses as serious as murder and as trivial as possession of alcohol. And Florida is not alone.

In November, I met Brian H. and his father, Leon, a supervisor at an electrical company, in Courtroom 301 of the same Criminal Courts building where Pauletta's case was heard. Brian, dressed in a gray suit and tasseled brown loafers, sat erect on the bench, nervously clenching his hands as he awaited the judge's arrival. His father leaned over to straighten his tie.

Brian is 15. He had been arrested and charged with possessing 1.9 grams of cocaine with the intent to deliver. This would be Brian's first offense, but because he was accused of selling drugs on the sidewalk near a local

elementary school, he will be tried in the adult courts. Under Illinois law, any child charged with dealing narcotics within 1,000 feet of a school or public housing property is automatically transferred into the adult system.

"What does a kid know at 15?" asks his father. "How can you hold a kid at that age responsible for adulthood? There's got to be another way."

Children like Pauletta and Brian live in neighbor-

Despite  
 harsh public  
 views,  
 punishing  
 children as  
 adults  
 probably  
 makes things  
 worse.

BY ALEX  
 KOTLOWITZ

hoods that don't allow much room for adolescent mistakes. They experience more than they should. This past summer, for instance, Brian saw a friend shot in the forearm; another schoolmate was killed in a gang shootout. Pauletta came from a family shattered by alcohol and domestic violence. Still, despite the wreckage caused by astronomical unemployment, daily gunfire and inadequate schools, they are just children. They hunt for snakes, ride bikes, play video games and go on dates. They are also impulsive and silly. They often make wrongheaded decisions. They're easily swayed by peers.

Treating adolescents as adults ignores the fact that they are developmentally different. "We can't rewire them," says Dr. Katherine Kaufer Christoffel, a pediatrician and director of the Violent Injury Prevention Center at Children's Memorial Medical Center in Chicago. "It seems like we're saying, 'Don't be a child in the wrong place.'"

Dr. Christoffel argues that preventing youth crime requires changing the child's environment. She cites studies indicating that the greatest impact on diminishing drunken driving among teen-agers comes from changes like curfews, alcohol-free proms and raising the driving age to 17.

Dr. Christoffel is concerned about what she perceives as a backlash toward children. "To the extent that parents and community fail, society has to back them up," she says. What has society done to back up urban children and their parents? Not much.

Brian's situation is illustrative. When he first showed signs of trouble — coming home late, failing classes, being suspended for fistfights at school and wearing expensive jewelry — his parents sought help. The assistance Brian could receive at his school is limited; there's only one full-time social worker and one part-time psychologist for 1,700 students. His parents called the juvenile detention center to ask if Brian could visit the facility. They hoped that might shake him up. Officials there don't give tours and had no suggestions for referral. His father then called the local police station to ask if an officer would come to their house to talk with Brian. But

the police, according to his parents, said they couldn't do anything until Brian got into trouble.

"We wanted to frighten him," Brian's mother says. "We wanted him to get back on track. I was under the impression that as a parent if you were willing to work within the system you could get help."

Children need to face consequences, particularly if they're involved in criminal activity. They cannot be absolved of responsibility. Moreover, the painful truth is that some children need to be locked up for a long time, if for no other reason than to assure public safety. But a blanket policy of sending children like Pauletta and Brian into the adult courts is a grievously misguided policy. This law-and-order approach assumes that trying kids as grown-ups will deter crime. But longer sentences haven't necessarily reduced adult crime. Worse, these transfer laws often have an unintended consequence. The criminal courts are already so overburdened that some adult-court judges have shown a propensity to give children lighter sentences than they might receive in juvenile court.

The debate over treating juvenile offenders as adults is more than a debate over youth crime; it gets to the fundamental question of what it means to be a child, particularly in an increasingly violent world. Children need help navigating through what can be a treacherous adolescent maze. That is why children can't marry without permission of their parents, why children can't buy liquor — and why society created juvenile courts.

"What's so disturbing," says Felton Earls, a professor at the School of Public Health at Harvard University, "is to see a legal process that's lowering the age of adulthood rather than seeing this as a failure of social structures and policy towards our children."

When I met Brian and his father at court, their case was continued to another date. In the hallway, they huddled with their lawyer.

"Is it very serious?" Brian asked, his hands buried deep in his pants pockets, his eyes riveted on his tasseled shoes.

"It doesn't get much more serious than this," his attorney told him.

Because of mandatory-minimum sentencing, if found guilty, Brian — tried as an adult — will receive a sentence of at least six years. Moreover, he will carry for life the stamp of a convicted felon, making it difficult to find employment.

"I'm scared to go back," Brian told me. (He spent three weeks in a detention facility for juveniles.) "I got plans to do with my life." He says he wants to be an electrical engineer, just like his dad.

As for Pauletta, she's due to be released from the Illinois Youth Center at Warrenville this July, at which time she'll be a month away from turning 18. She will re-enter society without a high-school diploma and without the kind of intense counseling the court psychologist said she needed.

Pauletta and Brian made mistakes. Were they big enough that society should snatch away their childhoods? ■

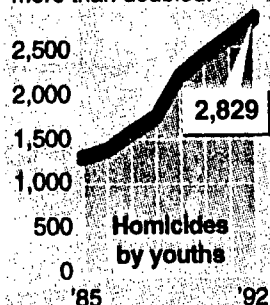
# CRIME & PUNISHMENT

## Is juvenile justice system 'creating monsters'?

► **Balancing rehabilitation and penalties, 10A**    ► **Fed up with crime, 60% say execute child murderers, 11A**    ► **Number of juvenile offenses, 50-state list, 11A**

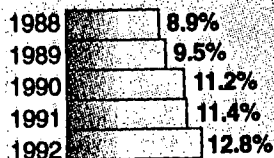
### Arrests soar

While the population under age 18 grew 5.7% from 1985-1992, the number of youths arrested for homicide more than doubled:



### More violent crimes

While juveniles constitute 25% of the population, the percentages of violent crimes cleared by juvenile arrests were:



Source: FBI Uniform Crime reports; U.S. Census Bureau

**CHARGED:** Manuel Sanchez, left, and John Duncan, both 12, are charged with fatally shooting a man.



Photo by Mike Bonnickaen, Wenatchee World via AP; graphic by Julie Stacy, USA TODAY

WEDNESDAY, SEPTEMBER 28, 1994

## COVER STORY

# Public angry over level of violence

Some critics want to get tough, others want more emphasis on rehabilitation

By Patricia Edmonds and Sam Vincent Meddis  
USA TODAY

The crimes mount while the ages fall: A 15-year-old fatally stabs two neighbors to steal money for a school dance. A 13-year-old shoots his mother in her sleep. An 11-year-old beats a widow with her cane, then slashes her throat.

With every brutal crime committed by a child, a troubled nation demands longer jail sentences, tougher treatment, even the death penalty — anything to stop the violence.

This angry crackdown rejects the original premise of the juvenile justice system: that kids can be rehabilitated and deserve a second chance.

But the system's founders didn't foresee spending \$20 billion a year to arrest and jail kids, and then watch as many as 70% commit crimes again. Nor did they envision an 11-year-old Chicago killer nicknamed Yummy, or 12-year-olds who'd shoot a man to death for throwing rocks.

Meanwhile, outrage grows at a juvenile justice system critics call overburdened and out-of-date, a second-class criminal court that fails to rehabilitate or protect.

"They let these kids off lenient because they say they don't know what they're doing," fumes Joanna Deines, a retired Portland, Ore., homemaker whose frustration speaks for many. "Don't tell me they don't know. ... Our young people are way out of hand."

Please see COVER STORY next page ►

## COVER STORY

## 'People are . . . fed up'

Continued from 1A

The problem, say the statistics and critics, is that get-tough programs don't work. They keep kids locked up for a while — but send them back more vicious, proficient criminals.

And rehabilitation programs — though some out-perform others — seem expensive and don't fulfill the public's passion to do something now about a problem spiraling out of control.

What remains is a hodge-podge of treatment and incarceration that satisfies neither camp as the share of violent crimes by kids under 18 continues to rise, with murders alone up 125% over 10 years.

## 'They're going to let me off'

The most chilling testimony to the failures of courts, detention and treatment can be heard from kids like Paul.

At 15, the Silver Spring, Md., native already had a string of convictions, from car theft to burglary, when he returned to court to be sentenced for an assault.

The judge's decision: probation.

Paul's response: "I kinda laughed at him in my head. It was like, 'So many times, and they're going to let me off!'"

Fueled by perceptions that Paul's kind are legion, the "do something" demands come from all quarters:

► A new USA TODAY/CNN/Gallup Poll shows that 60% say a teen convicted of murder should get the death penalty.

► A National Law Journal poll found 40% of juvenile judges say kids as young as 14 should be tried for murder as adults.

► At least 19 states are

planning get-tough changes in juvenile codes; many others from California to Florida already have toughened laws.

"People are getting more and more fed up with kids," says Cleveland State University law professor Victor Streib, a juvenile death penalty expert. "Only when you get down to the 11-year-old in Chicago do people say, 'He's really just a kid.'"

## 'We see the same people over and over again'

When horrific cases grab headlines, they expose flaws in the system that leave citizens outraged:

► When Craig Price was 13, he stabbed a neighbor 58 times; when he was 15, he murdered three more. But because he was convicted of the killings as a juvenile, he's due to be released from prison on Oct. 11, when he turns 21.

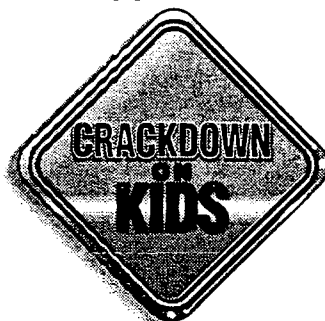
"When this guy gets out, he'll have no criminal record whatsoever," says Kevin Collins, a Warwick, R.I., police captain crusading against Price's release. "He can get a job at a day-care center or driving a school bus. He'll even be able to buy a gun."

► After Robert "Yummy" Sandifer killed a 14-year-old neighbor — and then was murdered himself — Chicago court records showed that he had been arrested on 23 previous charges. After one arraignment, Yummy hit the streets again and in five months ran up 14 more criminal charges.

He never received long-term detention or treatment.

► In a bungled robbery a year ago, four boys killed a British tourist at a Florida highway rest stop. All four — now ages 14, 15 and two 17-year-olds — have been charged as adults. One boy had a record of 56 arrests.

What to do with these kids? For nearly a century, the nation has searched for an answer.



A separate U.S. court system for juveniles was founded in 1899 with the aim of giving kids the early correction and rehabilitation that might turn their lives around.

Today, that system has evolved into one that many young criminals consider almost a joke.

"Juveniles have learned a confrontation with the system is nothing to be feared whatsoever," says Paul McNulty of the First Freedom Coalition, which advocates stiff punishment.

"We see the same people over and over again," says Judith Scheindlin, head judge of New York City's Family Court. "If the name is different, the scenario is the same."

Once kids are sentenced, many go to facilities where staffers are overworked; drug treatment, counseling and job training are meager; and violence is endemic. Even the Justice Department, in a new study, found about three-quarters of the USA's juvenile facilities lacking.

"We're creating monsters by putting (juveniles) into some of these things," says Marion Mattingly, who is conducting a Justice Department review of juvenile services in Washington, D.C. "I was in Russia looking at their juvenile justice program, and I saw nothing worse than in the District of Columbia."

Chronic offenders may rattle through a series of ineffectual "placements" until they commit a bad enough crime to be kicked up to adult criminal court.

Penn State professor Thomas Bernard calls it a Russian roulette system: "Five times out of six, you get away scot free. One time out of six, you get your brains blown out."

States grasping for solutions have seized upon transfers to adult court as a cure, with waivers of cases from juvenile to criminal court up 78% between 1985-89.

As politically popular as transfers are, "The adult court system does not offer juveniles the kinds of treatment and rehabilitation they need, nor does it necessarily protect the public," says a 1993 working paper of the American Bar Association.

While transfers may "give the public the appearance that something is being done . . . that appearance is not even skin deep," the paper says. The kids frequently get lesser penalties because they look like small fry among adults. Or, if they get hefty sentences, they may go to adult jails, where most don't get rehabilitation, but do get a "higher education" in crime.

## Failure means a 'reign of violent crime'

What doesn't work is much clearer than what does. The theories are many, and conflicting.

A smart plan for dealing with young criminals, says Mark Soler of the Youth Law Center, "would take the most violent juveniles, lock them up for the protection of the community, and put lots of resources into working to rehabilitate them."

Mark Lipsey, who studied more than 400 programs nationwide that intervene with delinquent juveniles in a variety of ways, says some programs improve kids' chances of staying clean — but others do more harm than good.

The programs that focused on modifying violent behavior with training, counseling and education produced a 40% drop in recidivism rates, says Lipsey, director of the Center for Crime and Justice Policy at Vanderbilt University.

So-called "scared straight" or boot camp programs, he says, actually produced a 10-12% increase in repeat offenders.

"If we're using treatment methods that make kids worse when they get out," he says, "we're just setting ourselves up."

But boot camp proponents say they have great successes by adding rigorous classwork and treatment to their pseudo-military regimens. Commandant Lee Vallier, who runs the nation's first boot camp for hard-core juvenile offenders in Manatee County, Fla., says his camp graduated 93 youths in 18 months' operation — and only 10 have re-offended.

While the criminals get crueler younger, the advocates of harsh penalties and the advocates of rigorous rehabilitation each claim that their course will stem the bloodshed.

Unless rehabilitation is offered, says federal juvenile justice chief John Wilson, the nation can't claim "the children have had an opportunity and they have failed."

Rather, he says, the nation will have to consider whether "we have failed them."

Unless tough action is taken, says former Bush administration official McNulty, run-amok youths will produce a "reign of violent crime unprecedented in U.S. history."

Contributing: John Larrabee, Brian O'Connell

COVER STORY

# Disparities suggest the answer is yes



Steve Jennings, Picture Group  
**BUST:** Police in Newton County, Mo., seek drugs

By Sam Vincent Meddis  
USA TODAY

If you are black in the USA, you are four times as likely to be arrested on drug charges as a white person.

If you live in Minneapolis, you are 22 times as likely.

In Columbus, Ohio, 18 times; in Seattle, 13 times.

Although law enforcement officials say blacks and whites use drugs at nearly the same rate, a USA TODAY computer analysis of 1991 drug arrests found that the war on drugs has, in many places, been fought mainly against blacks.

In every part of the country — from densely packed urban neighborhoods to sprawling new suburbs, amid racial turmoil and racial calm — blacks are arrested at rates sometimes wildly disproportionate to those of whites.

At the same time, critics charge, the decade-old war against drugs — the largest and costliest mobilization against crime in U.S. history — routinely has not paid as much attention to drug use and dealing where it happens most: among whites.

"It's just astonishing," says Allen Webster, president of the National Bar Association, the USA's largest black legal group. "Basically, it's a war against minorities."

Please see COVER STORY next page ►

STEREOTYPES FUEL DRUG CRISIS, 6A

# IS THE DRUG WAR RACIST?



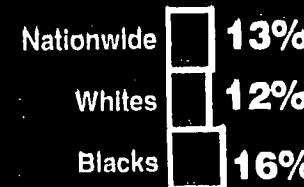
WAR ON DRUGS: Oakland police arrest a suspect in a drug-related incident.

Blacks are four times as likely as whites to be arrested on drug charges — even though the two groups use drugs at almost the same rate.

Drug arrests per 100,000:



U.S. adults who used illegal drugs within the past year:



Sources: USA TODAY analysis of drug arrest records filed with the FBI; NIDA Household Survey on Drug Abuse, 1991 (latest available).

COMING MONDAY: DRUG ARRESTS — HEARTLAND TO THE SUBURBS



## COVER STORY

# Drug policy change planned

Continued from 1A

"It just shows how deep racism is institutionalized in American criminal justice," says Jesse Jackson, Washington, D.C.'s shadow senator, upon seeing USA TODAY's analysis.

"It's racist, that's the bottom line," says Rep. Charles Rangel, D-N.Y., head of the House narcotics abuse caucus.

Former attorney general Edwin Meese, a leading architect of the drug war under President Reagan, insists racism is not the cause, as do many police officials.

But he acknowledges the figures are troubling. "The disparity is something nobody likes to see," says Meese, now with the Heritage Foundation, a conservative policy organization.

USA TODAY first studied the issue four years ago and found blacks, about 12% of the population, made up almost 40% of those arrested on drug charges in 1988, up from 30% in 1984.

The new analysis, which uses city-by-city racial breakdowns from the 1990 Census and arrest data from police agencies that report to the FBI, found that by 1991 the proportion of blacks arrested for drugs increased to 42%.

Among other key findings in the new analysis:

► In at least 30 major cities, from Little Rock to Yonkers, N.Y., from Peoria, Ill., to Lubbock, Texas, blacks are at least 10 times as likely to be arrested for drugs as whites. In many of those cities, the disparities are much greater.

► In the Midwest, blacks are eight times as likely to be arrested on drug charges, compared with four times as likely in the Northeast and West, and five times as likely in the South.

► In the suburbs, blacks are most at risk of arrest on drug charges — six times as likely as whites. That falls to four times as likely in central cities; three times as likely in rural towns.

► In 67 of the nation's 195 largest cities, from Hartford, Conn., to San Diego, the likelihood of blacks being arrested on drug charges, though still greater than that of whites, falls below the national average.

Attorney General Janet Reno, a former prosecutor whose appointment was applauded by supporters of drug policy reform, says the racial disparity is a "very great concern."

But she cautions against blaming police or generalizing about the causes. Reno says the disparity could be due to such factors as different levels of drug use, more complaints to police, or economic factors.

"You'd have to understand the whole picture, community by community, to understand the figures," she says.

You also have to understand the drug war and the anti-drug fervor of the 1980s that spawned it, with get-tough politicians daring each other to take urine tests and pushing through laws mandating prison sentences for drugs that rivaled the punishment for rape and murder.

Federal anti-drug spending soared from about \$1.2 billion in 1981 to nearly \$12 billion by 1992 — with one-third for treatment and prevention.

Tens of thousands of arrests — mostly in the inner-city — resulted from dragnets with paramilitary names. Operation Pressure Point in New York City. Operation Thunderbolt in Memphis. Operation Hammer in Los Angeles.

But largely lost in law enforcement's anti-drug fervor, critics say, is the fact that most drug users are white.

The 1992 National Household Survey on Drug Abuse found nearly 8.7 million whites had used an illicit drug within the past month, compared with 1.6 million blacks.

And while no statistics analyze drug dealers by race before they're arrested, Drug Enforcement Administration chief Robert Bonner says it's "probably safe to say whites themselves would be in the majority of traffickers."

Yet between 1986 and 1991, the number of non-Hispanic whites in state prisons on drug charges grew more than 16,000, to almost 30,000, while the number of blacks grew more than 65,000, to almost 80,000.

Most police officials — black and white — say the reason blacks became the targets of the drug war isn't racism, though many are disillusioned with the drug war's results.

Instead, they say blacks are arrested more frequently because drug use often is easier to spot in the black community, with dealing on urban street corners and in open-air markets rather than behind closed doors.

And, the police officials say, it's cheaper to target in the black community.

"We don't have whites on corners selling drugs. . . . They're in houses and offices," says police chief John Dale of Albany, N.Y., where blacks are eight times as likely as whites to be arrested for drugs.

A typical conspiracy investigation against upper- or middle-class whites may last six months and yield fewer than six arrests, says Dale, a 34-year department veteran who is black.

Police say they're so deluged with complaints about drugs in black neighborhoods that they can't get to them fast enough.

"You've got to try to deal with the problems that are most immediate," says Ed Dennis, former criminal division chief at the Justice Department. "You've got to make those arrests."

The DEA's Bonner also says the increase in black arrests "directly tracks" the spread of crack cocaine and the violence it brought to urban neighborhoods in the mid-1980s. "There's never been any targeting of blacks because they're blacks."

But many blacks say skin color alone makes them automatic suspects for police — whether they're guilty or not.

The result? An us vs. them mentality and what critics say are overly aggressive police tactics with the black community in urban areas nationwide.

"I guarantee you I can get arrested this weekend driving in certain neighborhoods in this city at certain times of the day," says black civil rights lawyer Steven Belton of Minneapolis, in a comment echoed by many other blacks. "They're not stopping expensive foreign cars with white male drivers over 40."

Lee Brown, new director of the White House Office of National Drug Control Policy, says it's time for a change in drug policy — an issue that will be taken up by Congress this fall. He wants the focus to shift more to treatment and prevention.

"Our approach would be to get at the underlying causes," says Brown, former New York City police commissioner. "Our children's future . . . will be at stake if we can't do that."

Perhaps no one will welcome that shift more than some police officials who have grown critical of the drug war.

"It's far beyond the resources of any department to solve this problem," says Minneapolis police chief John Laux.

"Obviously we can't lock up the problem," says Dale. "That's what we thought previously. But we're locking up kids who are scrambling for crumbs, not the people who make big money."



# Trying 14-year-olds as adults?

**D**elivering on a campaign promise to get tough on juvenile crime, Sacramento County District Attorney Jan Scully says she is determined to try as an adult anyone aged 14 or older charged with using a gun in the commission of a serious crime.

That wish is understandable, and in some cases justified. Young people are killing each other — and adults as well — at record levels and should be held accountable for their acts. But not all 14-years-olds, even if they use a gun, sometimes in panic, are hardened criminals, which is why the law gives district attorneys discretion. Scully ought to use that discretion — and not dodge the accompanying obligation to make a reasoned judgment in every case.

Last year, when the Legislature passed the law lowering the age at which a juvenile could be charged as an adult, it recognized that teenagers mature at different ages. The crimes they commit and the circumstances

surrounding them vary widely. Specifically, the law directs prosecutors and judges to consider such factors as the gravity of the crime, the accused juvenile's degree of criminal sophistication and previous delinquent history and chances for rehabilitation before deciding to send a teenager to adult court. Why give up that ability?

Even from a strictly prosecutorial stance, a blanket policy may be counterproductive. Adult trials are more expensive and provide no guarantee that teenage criminals will be treated more sternly than in the juvenile courts. Juries, which play no part in juvenile proceedings, are likely to be more sympathetic than an experienced judge to a baby-faced 14-year-old. And except for those convicted of murder, suspects tried in juvenile courts tend to serve more time than adults convicted of the same crimes. A blanket policy may be neither wise nor compassionate nor, in the end, even tough.

## Crack in black and white

**U**nder federal law, a drug dealer caught with five grams of crack cocaine will draw a five-year mandatory prison term. If he'd been convicted for possession of the same amount of cocaine in the powdered form, he would be eligible for probation. To draw the same five years in federal prison as the crack dealer, a drug trafficker would have to be caught with at least 500 grams of powdered cocaine.

There are differences between the two forms of cocaine that may justify harsher penalties for crack dealers, as the U.S. Sentencing Commission pointed out. There's a higher correlation between crack and violence, and because crack is cheaper and more potent, it is a far more virulent threat, particularly to children.

Still, the commission concludes correctly that the 100-to-1 disparity between penalties for the different forms of cocaine can't be justified. And because crack is the drug of choice for poor blacks while powdered is used more often among whites and the afflu-

ent, the effect of the current policy is to impose far more severe punishment on minorities and poor people. Thousands of young black men and women are going to prison for possessing tiny amounts of crack, while whites who are caught with a hundred times more of the same drug in powdered form are getting probation.

The unfairness is further compounded by the inflexible mandates that Congress has imposed on the courts, making it impossible for judges to make rational decisions based upon the circumstances of a particular offense. Should judges really be required to sentence a defendant with a clean record who has a minor role in a drug distribution chain to five years hard time? Should the taxpayers really be forced to shell out \$100,000-plus to incarcerate every person convicted of a minor drug law indiscretion? For anyone concerned about fairness in the law, there are serious inequities here that badly need fixing.

## Another voice for prevention

**J**uvenile justice is uneven in California. A youngster who commits a petty theft in Kern County can be sent to the California Youth Authority, the juvenile equivalent of prison, while in Alameda County a youngster committing the same offense would probably get probation. The result, according to a recent Little Hoover Commission report, is that a lot of unsophisticated youngsters from rural California counties who've never been arrested or committed any other crime before are being locked up with extremely dangerous and violent kids from big cities.

What happens to these kids when they're locked up - rape, assault, suicide - is frightening. They often leave CYA hardened and more dangerous.

But uneven justice is just one problem highlighted in the commission's seven-month study: "The Juvenile Crime Challenge: Making Prevention a Priority." The commission acknowledges the public's growing and legitimate fear of violent young criminals, but it warns against abandoning the traditional thrust of juvenile justice: rehabilitation.

If the public is to be protected, the report stresses, early intervention and prevention programs must be a priority of all govern-

ment agencies. Now the system works against that. The state, for example, charges counties just \$25 a month to place a youngster at CYA, as opposed to the several thousand dollars that they must pay to keep the same person in a more appropriate treatment facility near home. Those incentives need to be re-examined.

**C**onfidentiality laws that keep crucial information secret from schools, social workers and others in a position to help before a troubled child turns violent also need to be re-examined.

And, as the report also points out, while the "pivotal player" in juvenile crime prevention is supposed to be the probation officer, budgets for county probation departments have been decimated in recent years in favor of incarceration. That, too, works against the ultimate goal of public safety.

There is little new in the Hoover study. It repeats what many police, judges and prosecutors have been saying about juvenile justice for years: Government spends so much on incarceration, when it's often already too late, that there's not enough left to intervene in the lives of troubled youngsters while there's still hope.

## Juvenile lockup changes

**A** new arrest policy in Sacramento that allows juveniles caught with illegal drugs to be cited and released rather than automatically booked in Juvenile Hall worries some street officers and community activists. And understandably so. They say it will undermine their efforts to halt drug trafficking.

Still the new juvenile detention rules, developed jointly by officials from probation, the Police Department, and the sheriff's office should be given a chance to work. They reflect months of careful planning and study of the severely overcrowded conditions at Juvenile Hall. Sacramento's juvenile detention facility can safely hold 270 youngsters but routinely holds over 300. Voters have refused to approve measures to expand Juvenile Hall.

Probation officials say that under the current detention system, many juveniles are released who shouldn't be; others, who are kept locked up for months, could be served more appropriately in the community. Both result from subjective decisions that depend largely on which officer made the arrest and who was in charge at Juvenile Hall on any given day. A lot of patrol time is wasted booking into Juvenile Hall kids who are released hours later.

The new detention criteria give uniform

guidance to arresting officers and probation officials on whom to keep and whom to release. That's not a go-soft approach to juvenile crime. Public safety remains the top priority. Under the new criteria, all kids charged with violent or sex crimes will be detained. So will youngsters whose offenses involved firearms, high speed chases, escape, robbery or possession of drugs for sale.

**T**he criteria were developed under a grant from the Annie E. Casey Foundation. That grant is also being used to fund more county juvenile hearing officers so that delinquents who are cited and released will have their cases heard expeditiously. Under the new rules, a teenager ticketed for drug possession will appear before a hearing officer with his parents or guardian within 72 hours to have his case adjudicated and his sentence or terms of probation imposed.

Studies have shown that for young criminals, it's not so much the severity of punishment as the swiftness that deters future crime. In the past, juvenile delinquents have often waited months to have their cases heard, by which time the impact of the sentence imposed is eroded. The new policy should speed juvenile justice and make it more rational. If it doesn't, it will be changed.

# Two Policemen Get 2½-Year Jail Terms

## On U.S. Charges in Rodney King Case

AUG 05 1993

By BENJAMIN A. HOLDEN  
And FREDERICK ROSE

Staff Reporters of THE WALL STREET JOURNAL

LOS ANGELES — Two Los Angeles police officers, convicted of assault-related charges in the closely watched Rodney King beating case, were each sentenced to two and a half years in jail plus two years probation, a far shorter term than many legal scholars had predicted.

Federal prosecutors appeared stunned as U.S. District Judge John G. Davies pronounced the sentences on Police Sgt. Stacey C. Koon and Officer Laurence M. Powell following lengthy debate about the application of controversial federal sentencing guidelines. Legal experts had been predicting sentences of about four to six years.

Judge Davies's decision, markedly lower than called for by the guidelines, could prompt a high-profile federal appeal that might set a powerful precedent for sentencing at least in the nine western states that make up the Ninth Judicial Circuit, legal experts said.

### Mitigating Factors

The judge, ruling in federal court here, turned aside prosecutors' calls for prison terms of as much as 10 years for Sgt. Koon and nine years for Officer Powell. Judge Davies cited several mitigating factors in applying sentencing guidelines: Mr. King's behavior at his arrest on the night of March 3, 1991; the expected police department hearing that is certain to result in dismissal of the two officers, and prospective jail abuse by fellow prisoners.

Judge Davies also rejected prosecutors' calls for fines and restitution to Mr. King. He ordered the officers to surrender to prison authorities Sept. 27, choosing a middle path between immediate incarceration and calls for the two men to be at liberty until completion of expected appeals of their conviction. With time off for good behavior, the officers could serve as little as two years and 45 days.

The videotaped police beating of Mr. King following his arrest, and the subsequent finding of innocence on state charges against officers Koon, Powell and two other Los Angeles policemen, sparked the most damaging U.S. urban riots of this century, with 53 deaths and destruction of nearly \$1 billion in property.

In advance of the sentencing, Los Angeles police were put on tactical alert yesterday morning. The city appeared calm in

the hours immediately following the judge's ruling, which had been seen as one of a number of pressure points in the racially charged case of Mr. King's beating and the riots that grew out of it.

### Some Blacks Are Shocked

Blacks at a preplanned prayer vigil were shocked by the sentences, said the Rev. Cecil "Chip" Murray, minister of the politically influential First A.M.E. church on the edge of South Central Los Angeles. He said the 250 people who attended the vigil at first "were aghast." Soon, "there were tears, and there was silence," he said, adding that "this is about symbols; and this [sentence] presents a rather unhappy symbol."

Legal experts saw a different symbolism. "The sentence reflects widespread judicial disenchantment with the sentencing guidelines," said former federal Judge Layn R. Phillips, who said he expects the sentences to be appealed by prosecutors. "I like the government's chances in such an appeal," he added. Mr. Phillips said that, since the 1987 advent of federal sentencing guidelines, there have been 27 appeals by federal prosecutors of sentencing of noncooperating defendants within the Ninth Circuit. In 14 of those cases, sentences were stiffened, Mr. Phillips said.

Officers Koon and Powell were convicted April 17. A federal jury in Los Angeles found that Officer Powell, who struck most of the blows on Mr. King, was guilty of violating Mr. King's constitutional right to be free from an arrest made with "unreasonable force" and that Sgt. Koon, the officer in charge at the scene, was guilty of permitting the civil-rights violations to take place.

Two other police officers, Theodore Briseno and Timothy Wind, were innocent of violating Mr. King's civil rights. All four police officers are white. Mr. King is black.

During more than four hours of proceedings, Judge Davies denied motions by the officers' lawyers that the police actions be viewed as a minor assault, which would have reduced sentences to the range of 10 to 18 months. The judge ruled instead that the officers' actions constituted aggravated assault, which calls for far longer prison terms, approaching 10 years. Thereafter, however, Judge Davies held that several factors supported deviation from the sentencing guidelines and substantially lessened the terms.

## Harsh Judgment

## Many Well-Off Blacks See Injustice at Work In King, Denny Cases

## Personal Gains Don't Dispel Lack of Faith in System In Two Los Angeles Trials

## Why Dr. Meilleur Pulls Over

AUG 05 1993

By BENJAMIN A. HOLDEN

Staff Reporter of THE WALL STREET JOURNAL

Now that we've seen the sentencing in this case, we'll have to see how those young men in the Denny trial are treated.

— The Rev. Cecil "Chip" Murray, First African Methodist Episcopal Church of Los Angeles

LOS ANGELES — What in the world do they have to do with each other?

Two white Los Angeles policemen who beat black motorist Rodney King were sentenced to 2½ years in federal prison last week. Meanwhile, jury selection continues in the case of two young black men accused of beating white trucker Reginald Denny during the rioting that followed an initial acquittal of the police.

They are very different cases with very different facts and very different defendants. But in the minds of a large number of black people, the cases give substance to a widely held belief: that the criminal justice system is much tougher on blacks than whites. And because of that, they feel, the King and Denny cases have everything in common.

These are people who were outraged by the sentences given the police officers, but not surprised. Such an opinion has a remarkable breadth in the black community, including among doctors, lawyers and other successful, middle-class blacks — many of whom vividly recall their own past brushes with what they see as racist law enforcement.

### Threat to the Peace

Now many in this city fear that convictions and long sentences in the Denny beating case might tear asunder a fragile truce that has kept Los Angeles quiet since the worst urban rioting of the century erupted 15 months ago. While no one expects the black middle class to take to the streets, it also is doubtful many will try to temper the outrage that they themselves share.

Take John W. Patton, a 40-year-old senior litigation counsel with Litton Industries Inc., the big defense and technology company. A Howard University graduate, he lives in the exclusive, racially mixed Ladera Heights area of Los Angeles and is widely respected for his restrained views on social issues. Yet when asked about justice for people who, like him, are black,

CONTINUED ON NEXT PAGE

he says: "The criminal justice system just doesn't work when we're involved, unless it's justice on our heads."

The bespectacled, lanky, 6-foot-4 Mr. Patton hasn't any great love for the defendants in the Denny case. "The guys I saw on that videotape were basically hoodlums," he says. "But if they were white, they wouldn't be charged with half of what they're facing."

### 'Hands on the Wheel'

Most of Mr. Patton's white friends and associates, he acknowledges, don't think of the Denny and King cases as related. "They don't see the police as their enemy," he says. "They start off from a premise that police officers have a tough job, and they only occasionally step out of line." In short, their reasoning resembles that of the Simi Valley jurors who, in April 1992, acquitted Sgt. Stacey Koon, Officer Laurence Powell and two other Los Angeles policemen on state charges of beating Mr. King — the acquittal sparked three days of deadly rioting here.

Mr. Patton's view of the law, despite his current success, may forever be colored by an experience he had in Cleveland about 18 years ago, when he and a friend were stopped by three police cars as the two men drove down the street in an older auto. The officers leaped out, guns drawn and barking instructions: "Driver, put your hands on the wheel," said one. "You! Put your hands out the window," another snapped at Mr. Patton. The pair was then ordered out of the car and told to "assume the position."

"When we asked why they'd done this," he recalls, "they said it was because one of us was sitting in the back seat and that made us look like we were about to commit a robbery."

### 'Any Black Male'

Even now, years later, Mr. Patton believes that most police officers see the profile of a potential criminal as "any black male." There is "nothing to prevent that from happening to me now," he says, adding: "You can't even imagine all the ways a black man can be killed where a white man would not even be at risk."

Mr. Patton has argued on behalf of clients in the courtroom of Judge John G. Davies, the U.S. district judge who sentenced Sgt. Koon and Officer Powell to jail terms considerably shorter than those outlined by federal sentencing guidelines. The judge said his primary reason for departing from the guidelines was that Mr. King's conduct caused the beating.

The Litton attorney is outraged by that notion, but also is incredulous that whites, given the racism in America's history, would think that blacks of any economic stripe would expect fairness from the justice system. "My father's from Tupelo, Miss., a place you'd have a 15-year-old white boy calling a 70-year-old black man 'boy,' and the man calling the boy 'Mr.' or

*Please Turn to Page A5, Column 1*

## Harsh Judgment: Blacks See Injustice In King, Denny Cases

*Continued From First Page*

'sir.' So now you're asking that man or his kids to trust this system?" asks Mr. Patton.

On the other hand, Mr. Patton believes the repulsion reflected in the white public's view of the Denny defendants — Damian "Football" Williams and Henry Keith Watson — is a product of cultural separation. "It's easy for me to see the human beings involved," he says, "but others may have a tough time seeing the human beings here. They could be related to me. They are constantly harassed by police, and they live in neighborhoods where there are no jobs, no banks; they sit and wait in line at check-cashing places — people lined up around the block. These are dehumanizing episodes, and these people live like this every day of their lives."

To whites, this point of view is generally hard to understand. John E. Preston, a white, 51-year-old Litton associate general counsel who describes Mr. Patton as "very even, very calm," is surprised to learn that his colleague sees racial bias in Judge Davies's light sentencing of the police officers. "I really felt the judge was trying to deal fairly with the individuals who were in front of him," Mr. Preston says.

Enforcement statistics illustrate some justification for the sensitivity of blacks. In 1990, for example, 15% of all drug users were black, but blacks made up 37% of all drug arrests, according to Mark Mauer, assistant director of the Sentencing Project, a Washington-based research group. A report by the Federal Judicial Center, a research arm of the federal courts, finds that blacks get 49% longer sentences for equivalent drug offenses than do whites. And federal sentencing guidelines, like many state statutes, suggest punishments for crack possession that are much more severe than penalties related to powdered cocaine—a drug of choice among middle-class whites. But while the large majority of crack prosecutions involve African-Americans, only Minnesota courts have found the sentencing disparity unconstitutional.

"I don't think there is a conspiracy," says Mr. Mauer, who is white, "but if there were a conspiracy the results would be very similar to what we see now."

Many blacks feel that bias in the criminal justice system begins with the cop on the beat. Police "are not there to serve you, but to control you," says Jerry Ziegler, a 30-year-old venture capitalist who works on economic-development projects in the Los Angeles black community.

It is difficult, he says, to separate the Denny and King cases. The Denny defendants weren't thinking, "I hate Denny and I'm going to beat him," Mr. Ziegler says. "It was, 'I hate the white man, and I hate the system, and I'm going to take out my rage on the first thing that comes by here representing that system.'" Regi-

nald Denny, says Mr. Ziegler, who has an engineering degree from Tufts University and an M.B.A. from the University of California at Berkeley, is "suffering the consequences of the frustration that has built up in the black community."

Like many blacks in Los Angeles, Mr. Ziegler has a mental list of high-profile cases of unpunished police brutality against fellow blacks. The message of the Denny and King cases, he says, is that "if a group of black men beats a white guy, the law will be enforced to the fullest extent, but if a group of uniformed white officers beat a black guy, there will be mitigating circumstances."

Initially, the local district attorney returned a 39-count indictment against the defendants, including allegations of torture, and gang membership—charges that have since been dropped. But the remaining attempted premeditated murder charge could result in a life sentence for Mr. Watson. And Mr. Williams, who is faced with the murder count plus aggravated mayhem, could get two concurrent life terms. It is thus a virtual certainty that, if convicted, the Denny defendants will receive far stiffer sentences than Judge Davies gave to Sgt. Koon and Officer Powell.

No one defends the beating of Mr. Denny. But many blacks see the treatment of Messrs. Williams and Watson going beyond normal bounds. Then-Police Chief Daryl Gates personally arrested Mr. Williams, who along with Mr. Watson faces a bevy of charges, including attempted murder. And the district attorney's office, in one motion to increase bail to \$1 million (it now stands at \$580,000 for each defendant), informally added a political charge: that the defendants "were a major force in the ignition of the disturbance which has come to be known as the 'L.A. Riots of 1992.'"

"Blaming these guys for the riots is so ridiculous it's laughable," says Nancy J. Taylor, associate director of business and legal affairs for the MCA Records unit of Matsushita Electric Industrial Co.

Ms. Taylor, 32, believes both white and black Americans "are socialized to believe that white life in a criminal case is worth more than black life, whether the white person is the defendant or the victim." The light sentence for Sgt. Koon and Officer Powell "makes me afraid," says Ms. Taylor. A woman with a normally sunny personality, Ms. Taylor expects to marry and have children. Like other black women, though, she has amassed scraps of a kind of police etiquette to teach to the male children in her life — including, some day soon, her five-year-old godson. Among the bits of advice: "Don't look to the police as your protector and your friend, because they may be your adversary." She longs, she says, for "a world in which I won't have to teach my sons to fear the police."

Among the white entertainment executives at MCA, many shared her outrage about the police sentences. But few of these co-workers, she says, are able to appreciate her view that the Denny defendants are being treated more harshly than they would if they were white.

Vernon E. McGhee, 48, a Beverly Hills

entertainment lawyer, who is black, doesn't believe there is a "conspiracy per se" against blacks in the criminal justice system, "but when I look at the statistics and the way the penalties are handed out unfairly, I'd have to agree with the brothers from the 'hood that maybe there is a national policy, or understanding, among the powers that be to wink and look the other way."

Mr. McGhee, who pursued law to escape poverty and a tough Detroit neighborhood, says opportunities were available to him that many in the inner city now lack. "I understand their rage," he says of the Denny defendants. "I understand the feeling of helplessness that consumes them when society has more or less said, 'You don't count, and you're not fit for anything but abuse.'"

Keeping one's perspective, or "remembering where you came from" is a constant burden for the black middle class. Viewed as sellouts by many in the inner city, some black professionals see inequities in the Denny and King cases as a sign that their advancement in society may be illusory. And they also are reminded of how hard it is, even with success, to have a personal impact on the issues they believed caused the riots: poverty, police oppression, poor education and hopelessness.

Christopher Meilleur, a 42-year-old obstetrician-gynecologist who doubles as a department chairman at Centinela Hospital in Inglewood, Calif., saw in last week's sentencing a chilling reminder of the innocent verdicts in the first King beating trial. "When things like the King acquittal and the sentencing happen, white America has to know what it's saying to black youth," he says. "You are saying, 'There is no place for you here.' White people should know they are creating their own hell."

It also reminds him of his own reality, one few whites are likely to understand. "Every time a policeman gets in back of me," Dr. Meilleur says, "I look for a parking lot or a store to pull off into. It may come from earlier days, but I do not view the police as allies. I don't know any black men who do."

Dr. Meilleur recalls a routine traffic stop one hot summer day 10 years ago in nearby Long Beach. Police ordered him out of his car and made him stand, legs spread, with his hands on the hood of his car while they checked to see if there were any outstanding warrants on him.

When he lifted his hands slightly to relieve the burning from the sweltering hood, he says one officer barked: "If you don't keep your hands down we're going to beat the s— out of you."

His voice falls to a near whisper as he confides his belief that "any black man in this city, including me, could have been in Rodney King's place." Says Dr. Meilleur of his fellow black professionals: "None of us has J.D. or M.D. tattooed on his forehead."

The Rev. Mr. Murray, of First AME Church, who has for years been a voice of racial tolerance and understanding in Los Angeles, reflected the views of parishioners in a sermon Sunday. "We're going to be watching," he said. "We're going to ask that you give these black boys the same consideration that you gave the white

**LAW**

## Prosecutors Open Their Case in Beating Of Trucker During Los Angeles Riots

AUG 20 1993

By BENJAMIN A. HOLDEN

Staff Reporter of THE WALL STREET JOURNAL

LOS ANGELES — Prosecutors began their case against two black men accused of beating white trucker Reginald Denny by declaring: "We are not here to try the Los Angeles riots."

The case, which has inflamed racial passions in the nation's second-largest city, ultimately boils down to legal questions of identity and intent, they said. Defendants' attorneys have complained that their clients are being blamed for the riots.

Armed with three amateur videotapes, one television news station's tape and many photographs, prosecutors hope to win convictions of Damian Monroe Williams and Henry Keith Watson, accused of participation in civil unrest last year that was sparked by a state jury's acquittal of four white police officers who beat black motorist Rodney King.

After the verdict many blacks took to the streets, including, prosecutors say, Messrs. Williams and Watson. The two deny they are the men in the pictures.

A subsequent federal trial of the white police officers resulted in two convictions, but the relatively light, 2½-year sentences handed down a few weeks ago angered blacks anew. The trial in a local criminal courtroom drew protesters who claimed Messrs. Williams and Watson are being treated unfairly.

Shortly after the high-profile arrests of the two defendants last year, prosecutors in court papers said the beating of Mr.

Denny, which came a few hours after the King verdict was announced, was a "major force in the ignition" of the riots. They have now taken a less inflammatory approach, under a new district attorney with a more conciliatory style.

During his opening statement, Assistant District Attorney Larry Morrison pointed a red laser beam at images of men he said were the defendants, focusing on clothing and characteristics that he said left little doubt of their identity.

But Mr. Williams said in a televised interview this week that he is not the man shown throwing a brick at Mr. Denny's head in a well-publicized videotape. Judge John W. Ouderkirk scolded Mr. Williams' lawyer for attempting to try the case in the media. The lawyer repeated Mr. Williams' claim in court Thursday.

Both men are charged with attempted premeditated murder and could face life in prison. Mr. Williams, 20 years old, also faces charges of assault and robbery against seven other people. Mr. Watson, 28, is charged with crimes against two other people. Mr. Denny has recovered from the beating but has permanent skull damage and facial disfigurement.

The jury, empaneled late last week, comprises three men and nine women and includes three Hispanics, five whites, three blacks and one Filipino. They have been warned from the beginning of jury selection against taking other factors—like the Rodney King beating case and potential unrest from this case—into account as they weigh the evidence.