

# YOUTH VIOLENCE PREVENTION PROGRAM

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HEARING  
BEFORE A  
SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
UNITED STATES SENATE  
ONE HUNDRED SIXTH CONGRESS  
FIRST SESSION  

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**SPECIAL HEARING**

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## YOUTH VIOLENCE PREVENTION PROGRAM

TUESDAY, SEPTEMBER 14, 1999

U.S. SENATE,  
SUBCOMMITTEE ON LABOR, HEALTH AND HUMAN  
SERVICES, AND EDUCATION, AND RELATED AGENCIES,  
COMMITTEE ON APPROPRIATIONS,  
*Washington, DC.*

The subcommittee met at 9:35 a.m., in room SD-106, Dirksen Senate Office Building, Hon. Arlen Specter (chairman) presiding.  
Present: Senators Specter, Harkin, Byrd, and Murray.

### OPENING STATEMENT OF SENATOR ARLEN SPECTER

Senator SPECTER. Good morning, ladies and gentlemen. The Subcommittee on Labor, Health and Human Services, and Education will now proceed. That is the longstanding title of this subcommittee, but it is an unusual occurrence when we have all three Departments—Labor, Health and Human Services, and Education—together with the distinguished Secretaries who are present today to testify, along with the distinguished Deputy Attorney General, because the subject matter of today's testimony comprehends in great depth the three Departments funded by this subcommittee, or the recommendations initially made by this subcommittee, and also the Department of Justice.

Today we are going to be looking into a Youth Violence Prevention Program, which is especially timely now, after the incidents at Littleton, but this has been a subject which has been timely for quite a while. This problem of juvenile violence was characterized by the Surgeon General in the 1980's as a national health problem. And that is the direction of this prevention initiative.

We are seeking to reallocate very substantial funding within the jurisdiction of this subcommittee to be directed to prevent youth violence. This matter has been worked very coordinately with the three Departments and the Department of Justice, and with the President's domestic counselor. So I think that we are all on the same wavelength in what we are talking about. But we will have our work cut out for us in terms of finding adequate funding and getting legislative agreement on the objectives which we are seeking here.

We are not looking for any quick fixes. We are not pointing the finger at the movies, television or video games, but there is funding within this allocation for the Surgeon General to conduct an exhaustive summary of the existing studies and to undertake additional studies, because some have questioned the methodology, where there is a causal factor attributed to movies or television. So

we want to get as much accurate information on that as possible, wherever the facts lead us, to work in a coordinated way with the industries involved, considering the obvious, the very sensitive first amendment issues, which are involved there.

We have had a series of meetings—three long sessions—about 1½ hours in length each, where we have called together the experts in each of the three Departments. Two of our meetings were graced with the attendance of the Deputy Attorney General, where we went through nuts and bolts. After each meeting, the practitioners, technicians and experts went back and worked in preparation for the next meeting, and then the three meeting. Staff has put together, what I would submit and others are going to have to judge, an 11-page summary for our markup, which lays out the program in some comprehensive detail. Which of course I will not go into now.

But we are dealing here with a coordination of education matters on character education, elementary school counselors, literacy programs, after-school programs. We are dealing with health issues on drug-free schools, alcoholism, mental health services. We are dealing with labor issues, on job training. We are dealing with Department of Justice issues, on the youth offender grants. That is only a very, very brief summary.

Just a word or two about where we stand in the budget process. It has been very, very difficult in the past 2 years to have a bill on Labor, Health and Human Services, and Education. We are facing very severe constraints this year again.

It is my view, and the view of the distinguished ranking member, and I think the subcommittee generally and beyond that, where we have to have at least \$92 billion just to stay even. That does not even account for inflation advances. The allocation is \$80.4 billion, which is totally insufficient. The question is: What do we do?

The ideas have been advanced for some extensive forward funding. That is not new to this subcommittee. And that is not new to the Congress.

In my comments, I have been frank to say that there is smoke and mirrors here. I did not invent them. I have not even been a very extensive practitioner of them. But that is the way the funding works, to stay within caps and to stay within accounting techniques and practices. I am not sure exactly how we are going to work it out this year, but we are determined to have adequate funding in Health and Education and the Labor Departments on all of those very, very important issues.

I think it is just worth a very brief comment on today's story which appears in the Washington Post, which has a headline about a 13-month fiscal year. I am actively quoted in this story on the two statements which are in quotations. The first says: We all know we engage in a lot of smoke and mirrors, but we have to fund Education, NIH, worker safety and other programs. It is a question of how we do it. That is in quotes and that is accurate.

I am also quoted accurately as saying that: "If the money can be pushed off to expenditures in 2001, that would give us the latitude of using that year's surplus without breaking the caps." That is also accurate.

Underneath this unflattering but accurate picture of me, however, it says: Arlen Specter believes the 13-month fiscal year would ensure adequate funding for Labor, Education, Health programs and social programs. Well, I did not say that. Frankly, candidly and openly, I have never even heard talk until this morning's Post about a 13-month budget.

But I do stand by the statements which I made in the earlier quotes here about smoke and mirrors. If we can do it without smoke and mirrors, I would be glad to sign up. I am determined to see that these three Departments are adequately funded. I am just absolutely, positively determined.

I believe that this initiative will help us get the funding, because people will realize the importance of it. Much of my professional life was as a prosecutor, as a district attorney. You do not need leadership in Congress to be tough on criminals. That goes naturally with political office holding. I wrote the Armed Career Criminal bill and tough sentencing and the death penalty and the rest of it.

But I do believe that when you deal with juveniles, you have to deal with the web of difficulties to at-risk youth. When we see the violence and shootings, the enormous problem in this country, it is my conclusion that categorizing it as a national health problem is exactly the way to go. These are the three Departments, in conjunction with the Department of Justice, to do it.

#### PREPARED STATEMENT

I have talked a little long, but I wanted to make a couple of points here. We are honored in the subcommittee to have with us the distinguished ranking member, ex-chairman of appropriations, ex-President Pro Tempore, Ex-Majority Leader, ex almost everything of importance, and still very, very important, and will probably have all those titles again in the future, Senator Byrd.

My formal statement will be made part of the record.

[The statement follows:]

#### PREPARED STATEMENT OF SENATOR ARLEN SPECTER

Good morning. Today the Subcommittee on Labor, Health and Human Services, and Education will discuss the troubling issue of youth violence and how it can be prevented. To put this issue in perspective, homicide is the third leading cause of death for young Americans between the ages of 10 and 14. Our nation's adolescent homicide rate is 8 to 9 times higher than the rest of the world. An estimated 3 million crimes are committed each year in or near America's 85,000 public schools. A recent survey shows that 18.3 percent of high school students carry a weapon to school.

Clearly, youth violence is a public health crisis, demanding a comprehensive, coordinated national response. Last Friday, I unveiled a youth violence prevention initiative that Senator Harkin and I plan to include in the fiscal year 2000 Labor-HHS-Education appropriations bill. This \$850.8 million initiative calls for \$330.2 million in new funding to enhance existing program dollars of \$520.6 million. These funds, together with research dollars at the National Institutes of Health, will provide a means to combat youth violence through prevention, education, and treatment strategies.

Among other things, this initiative includes:

- \$10 million to establish centers at academic institutions around the country to set the research agenda on risk and prevention factors for violent behavior
- \$80 million for mental health services
- \$20 million for counselors in our nation's schools
- \$100 million to promote safe environments for students

- \$60 million to recruit, hire, and train school safety coordinators
- \$400 million for after-school programs
- \$80 million to train teachers to detect and manage signs of destructive behavior
- \$76 million to expand youth offender and neglected and delinquent programs

I am pleased that Secretary Herman, Secretary Shalala, Secretary Riley, and Deputy Attorney General Holder have joined us here today to discuss this important issue. Their presence is a recognition that youth violence is a national crisis, requiring a multi-pronged, coordinated effort.

To ensure that we have sufficient time for questions and answers, I ask that each witness limit their opening remarks. Your statements will be included in their entirety at the appropriate place in the record.

#### OPENING STATEMENT OF SENATOR ROBERT C. BYRD

Senator BYRD. Thank you, Mr. Chairman. I compliment you on conducting this hearing. I also compliment you on assembling the very distinguished panel of witnesses here today. I will be very brief.

I thank you for giving me this opportunity to participate. I agree that you have a very tough job ahead of you, dealing with the budget. I think it was in the year 46 B.C. that there was a 15-month calendar. So perhaps 13 months will not be entirely out of the ordinary.

However, you can be assured that Senator Stevens and I—he as chairman and I as ranking member—will do all we can to help you. You do need additional funds. I think we ought to break the caps, because we have to be realistic. But, one way or another, I think we are going to find the money to enable you and the subcommittee to deal with the important problems and issues that face us.

Thank you for holding this hearing on the fiscal year 2000 Youth Violence Initiative, to be included in the subcommittee's Labor, Health and Human Services, Education, and Related Agencies mark for fiscal year 2000. I extend my appreciation to Chairman Specter and to the subcommittee for all of the hard work and commitment in making the Youth Violence Initiative an integral part of this year's bill.

Let me thank those panelists who are here today. They are very busy people. One wonders how they are able to budget the time that is in the limited 24-hour day to appear before various and sundry subcommittees and to respond to all of the demands that are made upon them by members of Congress and by the administration itself and by our common constituencies.

Last month, at West Virginia University, I convened a day-long symposium on school safety, entitled "Building Safe Schools and Healthy Communities: The West Virginia Response." West Virginia State Police troopers, parents, students, family resource providers, judges, counselors, church community leaders, and other men and women with a variety of backgrounds, examined strategies to reduce youth violence. Keeping our Nation's schools safe is an effort that requires cooperation and collaboration. No viewpoint can be summarily dismissed as we search for ways to protect our Nation's children.

With that in mind, symposium participants sought to strengthen the collaboration among citizens, elected officials, community, religious and civic leaders in identifying factors that place young people at risk of committing violent acts, and to then mobilize these partnerships to bolster prevention and intervention efforts.



Mr. Chairman, the subcommittee work seems to go hand in hand with the West Virginia symposium efforts. One of the noteworthy ideas shared by participants during the West Virginia symposium included the notion of expanding after-school programs to all children, a notion that we discussed here at some length. I am pleased to see that the subcommittee has endorsed this important concept of providing children with fulfilling, wholesome activities, not just between the hours of 8 a.m. and 3 p.m., but after the school bell rings.

In today's two-parent working world, it is increasingly important to provide these opportunities. And expanding after-school initiatives, such as the 21st Century Community Learning Centers Program, is an important step in this direction. Furthermore, I am encouraged by the attention that the subcommittee has devoted to bolstering parental involvement, particularly in the early years of a child's life, and to the training of teachers on how to detect and manage and monitor the warning signs of potentially destructive behavior in the classroom.

The importance of connectivity among families, teachers and students, and the need to foster healthy relationships cannot be understated. These connections are integral to building safe schools and communities.

Often a child may feel that he is just a faceless number, an automaton, moving through a school. But by engaging students both inside and out of the classroom, and by taking a true interest in their lives, both socially and academically, teachers and parents will lead the way in helping to curb youth violence in our country.

It is absolutely critical that collaborations between home and school and community be promoted to bring about lasting results in preempting youth violence. Efforts at the national, State and local levels must be designed so that all members of the team work seamlessly and cooperatively to meet children's needs and to alleviate more senseless schoolyard tragedies.

The situation today, of course, is much unlike what it was when I was attending school in a two-room schoolhouse in southern West Virginia. Boys carried pocketknives, but they did not settle their disputes with those knives. My wife and I are grateful that we have reared our two daughters and helped to rear our grandchildren in an atmosphere that is much different from that in which she, my wife, and I grew up.

These members of the panel have to deal with those problems. They too, I am sure, can look backward and see how things were so different back then. Things were a lot better.

I thank Secretary Riley and Secretary Herman and Secretary Shalala and Deputy Attorney General Eric Holder for your time and consideration and efforts, your talents and your energies and your vision. I thank you for helping the subcommittee.

Now, Mr. Chairman, I have a couple of questions that I would like the panel to address. At the symposium in West Virginia, participants seemed to agree that engaging children is very important. I would like to know what steps the panel believes can be taken to assist in that effort. Are there things that we could be doing to better encourage parents to become involved with their child's edu-

cation? Are there ways to get more children involved in their schools and communities?

Many people believe that smaller schools—I am getting into an additional question now—many people believe, as do I believe, that smaller schools are part of the answer to giving students a sense of belonging. You just heard me say that I attended a two-room school in Mercer County. These give students a sense of belonging. They get personal attention from the teachers.

We felt that the teachers knew us and loved us and wanted us to succeed. We strove to excel to please the teachers, of course, and also I strove to please my foster father. I knew that he would want to see that report card at the end of the month. There was a special category on the report card, titled “deportment.” He was always very careful to note how I had scored in deportment. He saw to it that I well understood that if I got a whipping in school, I would get one at home that would be worse.

So we felt that we knew each other in the schoolroom. There were only 28 in my graduating class. I was valedictorian. Had there been 29, I might not have been valedictorian. So we had small classes. Teachers were not paid much in those days. They were highly dedicated. But we loved our teachers. We strove to please them. They strove to encourage each of us to excel. So I believe in this small school setting.

I realize so many things are different today. But there was a different environment in those small schools. So I think that smaller schools are part of the answer. I would like to know what the panel thinks.

In the Sunday edition of the Charleston, WV, Gazette Mail, an article noted that of the seven most recent deadly school shootings in the United States, five took place in schools with enrollments close to or more than 1,000. The average enrollment for the seven schools is 1,069 students. Yet, especially in rural areas, it is a challenge to have small schools, replete with quality teachers and learning equipment. Now how can that balance be better struck?

Mr. Chairman, I have asked several questions, and I do not expect each of the panelists to attempt to respond to these here. I know the subcommittee does not have the time. I would like for these to be on the record. I would be interested, if you would allow me, in seeking a response from each of the panelists on some aspect of the set of questions that I have addressed.

Senator SPECTER. Senator Byrd, would it be satisfactory to you if they would address the answers to your questions when they begin their regular presentations?

Senator BYRD. Yes, indeed. I am sorry I probably will not be here for that purpose. I probably misunderstood your recognition of me at this time.

Senator SPECTER. Well, if you would like to ask questions now, you go ahead and do so.

Senator BYRD. Well, thanks. If I have misunderstood, please forgive me. I quite often make that mistake. So what is your suggestion?

## ADDRESSING YOUTH VIOLENCE IN SCHOOLS

Senator SPECTER. If you would like to ask questions, go ahead and do so. We will take your questions now, since you have other commitments.

Senator BYRD. Well, thank you, Mr. Chairman.

May I just get your response on the large schools/small schools aspect of my question?

## INCREASE INTERPERSONAL CONTACT THROUGH SMALLER CLASSES

Secretary RILEY. Mr. Chairman, Senator, your point is well taken. We had a conference with the Justice Department, pulling in all the key security people of the large school districts in this country, looking at school violence, what should we do. We looked at metal detectors and all of the other things.

Their answer was the most important thing they thought we could do was to have smaller schools and smaller classrooms, where the teacher knows the children, especially young children. If a child is struggling or having difficulty, either making friends or bullying or whatever, that teacher would work with the child. If it was a serious problem, that teacher would know where to refer the child to.

## POLL SHOWS STUDENTS WANT SMALLER SCHOOLS/CLASSES

We recently had a Shell poll, which was a poll of teenagers, high school students, and they said the same thing. Some 80 percent of them were positive about the future; 20 percent were having all kind of difficulties—drugs, family problems, school problems. But the 80 percent, as positive as they were, said that they very much craved smaller schools, smaller classrooms, more personal contact with each other, with students and with teachers and principals and coaches and families.

Senator BYRD. Thank you.

## INCREASE FAMILY SUPPORT SYSTEMS AND FAMILY INVOLVEMENT

Secretary HERMAN. If I could just respond, Senator Byrd, as well, to the question of how can we better engage parents. I think it is so important to recognize that families generally today are more stressed and more stretched for time. And we need to do more to recognize how we can help families balance work and family. We need to have more support systems available, from child care to elder care to support systems, the after-school care programs, even preschool programs now, to help parents to have more time to become more directly engaged, more hands on today, with their children and with family life.

It is a problem not only for at-risk youth today, but generally for family life in this country today.

Senator BYRD. Thank you.

## CREATING SMALLER SCHOOLS FROM LARGE SCHOOLS

Secretary SHALALA. I would make two quick points, Senator. First, to reinforce what my two colleagues have said. Dick Riley makes the point about people really wanting smaller schools. There is extensive experience around the country in taking large schools

and breaking them down into smaller units. So it doesn't necessarily mean that we have to build a new set of schools that are smaller, but we can take larger schools and break them down into smaller units—the importance is that more than just the classroom teacher who interacts with those young people; principals as well, should not have schools so large that they do not know every child's name.

#### IMPORTANCE OF CLOSE INTERACTION IN SCHOOLS

I remember very well a story, which still haunts me, of a young man who came to me for a job, and he was illiterate. I asked him why he was illiterate, why he had not learned in school, and he told me a terrible story. When he was in the fourth grade—his mother was an alcoholic—he came to school with torn jeans and the principal sent him home to get his jeans fixed or to get another pair of pants. He said he did not have another pair of pants. His mother was completely disoriented. So he sewed up the pants himself, went back to school and the principal said he had not done a good enough job. So he left school.

I said: Did not anyone notice? He said: No one noticed I was gone. No one noticed. We need schools in which lots of people notice and listen to young people.

#### IMPORTANCE OF PARENTAL INVOLVEMENT

The final point I would make is about parents' interaction with their young children. Head Start is an example of a model program which requires that the parents spend time with the program and work with their young people. Parents are integrated into that program, and often are hired as staff. It has become a model for parental interaction.

#### INVOLVE YOUNG PEOPLE IN FINDING SOLUTIONS

The final point I would make, which I make in my testimony but I wanted you to hear in particular, is I think young people have to be seen as part of the solution. They have to be integrated into the strategies of the schools. They have to take on responsibility for themselves. Peer groups are so important, particularly as kids move to their preteens. If young people see themselves as part of our educational and our social and youth development strategies, they will be part of the solutions, rather than adults just seeing them as something we manage, with their parents, through a series of recommendations.

#### SYMPOSIUM FOR YOUTH INVOLVEMENT

Senator BYRD. I like that suggestion. And it is my plan, Mr. Chairman, to follow on in West Virginia with a symposium made up of young people, so that they will have that opportunity to participate.

Mr. Holder.

#### ADDRESSING YOUTH VIOLENCE IN NONTRADITIONAL WAYS

Mr. HOLDER. Yes, Senator Byrd, I think you have raised some very good points, and I think these are points that people in law

enforcement are beginning to recognize. That we cannot think of ourselves as simply law enforcers, and do things in the traditional way. That if we want to be really effective in law enforcement, we have to understand the problems that we see in law enforcement arise from a whole variety of places. That if we want to be truly effective, we have to address those problems in nontraditional ways.

You now have prosecutors and agents and police officers who are concerned, very concerned, about the way our schools operate. Because we understand that if you have smaller classrooms, for instance, if you have good relationships between students and teachers, all of that can be a very positive thing, a very helpful thing in preventing the kinds of incidents that have so troubled the Nation over the past few months.

#### ED AND DOJ GUIDE TO SCHOOL VIOLENCE PREVENTION

Smaller classes allow teachers to recognize warning signs, so that they identify students who are at risk and who are having problems. The Department of Education and the Department of Justice put out an early warning guide that I think, had it been followed, had it been looked at by people, we might have been able to prevent the incidents that happened in the schools over these past few months. A teacher who knows the students quite well can become a positive role model for so many of our youth who have many problems that they are dealing with and are searching for people to model themselves after.

In law enforcement now, we have to not only do the traditional kinds of things that we are expected to do—investigate cases, make good prosecutions—but we also have to be concerned with the social factors that tend to breed crime, as well.

Senator BYRD. Mr. Chairman, I thank you for allowing me to interrupt this schedule here. You are so gracious, as is so characteristic of you, and I really appreciate your friendship and your scholarship. And I appreciate you as a fellow colleague in the Senate. I do not see any aisle separating you and me. And I thank Senator Harkin, as well.

Senator SPECTER. Well, thank you, Senator Byrd, for those generous comments. We appreciate your being here. And we are flexible enough to allow a question or two at any time.

Senator BYRD. Thank you.

Senator SPECTER. We will get along fine with that schedule.

Senator BYRD. I thank the panelists, again.

Senator SPECTER. Thank you.

Senator Harkin, our distinguished ranking member.

#### OPENING STATEMENT OF SENATOR TOM HARKIN

Senator HARKIN. Thank you very much, Mr. Chairman. Again, I apologize for being a little late. I had a longstanding engagement over in Crystal City.

I will just ask that my statement be made a part of the record.

Senator SPECTER. Without objection.

Senator HARKIN. Again, I want to commend you, Mr. Chairman, for drawing attention to the issue of school violence, for taking a strong leadership role in the very bipartisan way that you have

done this. Again, I want to commend you for calling today's hearings and to thank you for your leadership in this area.

PREPARED STATEMENT

I will just ask that the rest of my statement be made a part of the record.

Senator SPECTER. Thank you very much, Senator Harkin.  
[The statement follows:]

PREPARED STATEMENT OF SENATOR TOM HARKIN

I want to commend our Chairman for drawing attention to and taking the leadership role in the battle against school violence. The bipartisan initiative he has put forward reflects a comprehensive prevention-focused response to this major problem. I also want to commend him for calling today's hearing so that we may discuss with our skillful and dedicated Secretaries of Education, Health, and Labor, and the Deputy Attorney General of the Department of Justice how we can work together to achieve our common goals.

It is truly disturbing that a nation as rich as ours has an adolescent homicide rate 8 to 9 times higher than the rest of the world. That is a national disgrace.

Violence in our schools is both unwarranted and intolerable. We all agree now that this is a multifaceted problem—not just the responsibility of one particular group. Everyone must pitch in—law enforcement officers, teachers, parents, students, policymakers, religious, business, and civic leaders, and the health care community.

This summer, Senator Specter and I met with members of the entertainment industry to discuss their role in quelling violence in our society. As I am certain you will all agree, this is no time for finger-pointing. It is time for coordinated action.

We have all contributed in some way to the problems we face today. In fact, I would guess that every one of us has sent messages to our children that, in hindsight, we wish we hadn't—by condoning cliquish behavior among our children, by turning a blind eye to displays of intolerance or abuse, or by being too busy to listen and watch more closely for signs that could indicate the need for intervention in a child's life.

That is why I believe very strongly that elementary and secondary school counseling programs are vital to the success of our efforts.

I want to thank Senator Specter for including \$20 million in his Initiative to expand the number of counselors in our nation's elementary schools.

We know from experience that programs like Smoother Sailing can make a difference, especially in the early grades. Teaching young people to manage anger and resolve conflict peaceably in the early grades can certainly provide many of the tools and skills children will need throughout their lives. There are times when I think perhaps Members of Congress could benefit from such skills as well! But that is for another discussion.

In closing, I must stress the importance of this initiative's focus on prevention.

Too often we want to have a quick fix that misses the underlying causes of the problem. We don't look at the children involved and the circumstances they face. We don't look at what preventive steps could have been taken.

For example, a child who is facing abuse at home may not have access to the counseling he needs; a child with a disability that causes her to act out may not be receiving the behavioral interventions she needs.

And another child who goes home to a neighborhood controlled by gangs may not have access to an after-school program that could make all the difference.

We must do all we can to help students face these and other problems so they can succeed and so our schools can be safe.

I look forward to hearing the testimony presented today by Secretary Riley, Secretary Shalala, Secretary Herman, and Deputy Attorney General Holder.

And I look forward to working with all of you in our collective efforts to provide safe schools and safe, healthy communities in which all America's children can learn and grow into healthy adults.

OPENING STATEMENT OF SENATOR PATTY MURRAY

Senator SPECTER. Senator Murray, do you have an opening statement?

Senator MURRAY. Thank you, Mr. Chairman. I will not make a long opening statement. I just want to thank the panelists, all of them, who have been very involved in this issue and who have worked very hard to make sure that young people across this country feel connected.

I think Senator Byrd's opening statement and his questions really touched on the heart of what is wrong. That is that a lot of young people do not feel connected today. There is no simple, single answer. But certainly we need to work at every level to make sure that more people are involved, pay attention to our young people, and connect them to the rest of their community.

I absolutely agree that smaller class sizes are essential. That is something I have worked very long and hard on. Because I know that if a teacher knows their kids, they are much less likely to have incidents like this. I thank Senator Byrd for his strong support of that.

I think we have to also make sure that parents have the time to be involved. When you ask parents why are not you involved with their child, they are at work. They have to be in today's world. I have introduced legislation to extend the use of family and medical leave, to allow parents time off to participate with their child in their school. I think we have to set those examples and set that tone in this country so that it is acceptable in our society for parents to participate with their kids again and not fear losing their job if that is there. I think jobs are important. We all have one. But we have to also tell parents it is OK to be a parent, too. So I think that is extremely important.

I think we have to reconnect our communities, our businesses, our nonprofit groups with their involvement with young people today. I hope that each one of us, as adults, takes the time to smile at a young person in a mall instead of passing them by and looking away. Because I think it is a very important part of their lives, and a lot of them do feel that adults are not connected.

There is a lot of work to be done, and I appreciate Senator Specter taking this issue on and looking at it in a very broad perspective, and all the panelists who are involved. I would just urge all of us to involve students in this, as well. I have a group I call my Senate Advisory Youth Involvement Team, my SAYIT group. They are a young group of students in my State who advise me on policy. I meet with them on a quarterly basis, and we connect through E-mail and on telephone calls. My goal is to make them understand that the policy we do here affects them, but also to be a listener to all of them.

Senator Byrd, I think when you have your forum that you will find that they have a lot of ideas and are worth listening to, as I am sure you know, as well.

So I hope, in your legislation, Senator Specter, we were to involve students in the decisionmaking process and get their input as we go along, too. Because they are the ones who really know what the solutions are.

So I thank the panelists and I thank Senator Specter.

Senator SPECTER. Thank you very much, Senator Murray.

We now turn to our distinguished panel. Considering the sequence of speakers, I was searching for a way to do this with ap-

propriate protocol. I found that there was an absolute answer, that I did not have to reinvent the wheel. The answer is that secretaries are recognized in the sequence in which their departments were created. So, that is that.

We turn first to the very distinguished Secretary of Labor, whose Department was organized in 1913. The question probably is in some minds when the other Departments were established.

We will let you know when we come to them in the sequence.

**STATEMENT OF ALEXIS M. HERMAN, SECRETARY OF LABOR, OFFICE OF THE SECRETARY, DEPARTMENT OF LABOR**

Secretary Alexis Herman was confirmed in May of 1997. Prior to that, she served as Assistant to the President as the Director of White House Public Liaison. Her career in public service goes back to the Carter administration, where she was the Director of the Women's Bureau. She is a graduate of Xavier University, in New Orleans. We welcome you here again, Madam Secretary, and look forward to your testimony.

Our practice is to have 5-minute intervals. So we will put the green lights on. But we do not expect you to stop necessarily at the red, considering your lofty position and the importance of this subject.

Secretary HERMAN. Thank you very, very much, Mr. Chairman. And thank you for convening this most important hearing. To you, to Senator Harkin, Senator Byrd, Senator Murray, to the distinguished members of this subcommittee in their absence, we are very pleased to be with you today. I am very happy to join my colleagues, Secretary Riley, Secretary Shalala, and Deputy Attorney General Eric Holder, to describe to you the administration's wide-ranging approach to this urgent national problem of youth violence.

In Colorado, Oregon, Arkansas, and too many of our American States, we have seen great tragedies. All of us have shared in the grief of the young people and their parents. It is altogether necessary that we work together to find ways to solve this problem.

I believe that youth violence, that this problem reflects the reality, as you have said, that a growing number of our Nation's young people feel disconnected and disenfranchised. They feel left out and they are frustrated. Many youth in our poorest communities are unemployed, undereducated and idle. Crime rates rise as a result, and they feel no opportunities exist for them to be successful.

All of us want the best for our children. We want them to have all of the knowledge, skills and tools that they can have to achieve and to succeed. We need to provide hope to left-behind kids in left-behind communities, to make sure that young people from our rural communities, from our inner cities, have a real shot to be a part of the inner circles of opportunities.

I have made the issue of working with young people a top priority for most of my life, and certainly a top priority now for me as Secretary of Labor. I believe it is important to provide viable alternatives to life on the streets.

I know, Mr. Chairman, that you have recognized this need for alternative choices very early on. You certainly have been at the helm of our efforts to provide leadership to our Youth Offender



projects. When you and I had the opportunity to visit, in Philadelphia, this past May with you and Mayor Rendell and the District Attorney, to award one of the Department of Justice and the Department of Labor Youth Offender grants, we heard firsthand from young people there about their criminal records and the fact that they want jobs. We heard in particular from one young man, Kenneth Dulaney, who told us in his own words:

I began hanging out with the wrong crowd. I started smoking weed and selling drugs at age 14. I dropped out at 16 and started selling drugs and robbing people for a full-time job. If I could rewind the time, if I could go back, it would all be good. But I can't.

He was introduced to Ralph Midora, who now runs the TOPS program in Philadelphia, at Simon Gratz High School. He helped this young man to realize that there was more to life than violence. He said to us: Now I'm working full-time and also attending high school. I will be the first male in my family to graduate in three generations.

Unfortunately, Kenneth's story is not alone. We know today that there are nearly 15 million out-of-school youth. Almost 90 percent do not have a college degree; 70 percent of them have a high school degree or less. That is over 10 million kids.

The Urban Institute estimates that the lost wage potential of each year's half-million high school dropouts adds up to \$88 billion in lost revenue to our economy, and that the added crime rate for high male dropouts is an additional \$33 billion in costs to society. That is unacceptable.

We cannot comfort ourselves by assuming that these young people will ultimately make their way out of trouble and into the work force. Because when we take a hard look at this population, we know that they live in communities where jobs have dried up, where support networks have broken down. They face a new world economy that will literally be unforgiving to them without the skills to get ahead. When young people cannot fulfill their potential, America cannot fulfill its promise. We have to do better.

We must make sure that we help these young people turn their lives around. We can do this, in part I believe, by recognizing that the best crime prevention strategy is in fact a jobs promotion strategy. As a part of this effort, I strongly urge Congress to support the President's \$2.7 billion fiscal year 2000 request for the Department's investment in at-risk youth. We have a new delivery system that is a part of the new bipartisan Work Force Investment Act. We have now Youth Opportunity grants that go to high poverty areas. We need to continue funding our longstanding commitments, in particular to Job Corps.

Funding these investments, I believe, need to be a part of a three-part strategy. First, we need to engage the whole person. Second, we need to engage the whole community. Third, we need models that will actually work.

Engaging the whole person means that we can no longer simply look at hard skills, but all of the interpersonal skills that are also necessary today. Engaging whole communities means exactly that—faith-based communities, community based organizations, law enforcement communities. We all have a role to play. Then, we

need to look at the model communities and look at the model efforts that are working.

I am very pleased that we have launched something that is now called the YO! Movement, the Youth Opportunity Movement, where we are working very closely with the private sector to do just that. Since July, we have been able to raise \$30 million, and we have been able to generate an additional 4,000 in jobs for commitment to our Youth Opportunity Movement.

As we look to the future, I know that you recognize that we can ill afford to have a generation of young people who may never know what it is to work. You know the better some of us do, the better all of us do. We do not have a person to waste in this new economy. We certainly do not have a generation to lose.

I look forward to working with you on this most important effort as we go forward together into the new millennium.

Thank you, Mr. Chairman.

Senator SPECTER. Thank you very much, Secretary Herman.

[The statement follows:]

PREPARED STATEMENT OF HON. ALEXIS M. HERMAN

Mr. Chairman, and distinguished Members of the Subcommittee: I am pleased to have the opportunity to testify before you today concerning the Department of Labor's commitment to alleviating the pervasiveness of youth violence in the United States. Mr. Chairman, I commend your leadership in holding this hearing on such an important national problem.

With the 15 shooting deaths at Columbine High School, along with other shootings in the broader community that we witness all too frequently through the media, our Nation is quite appropriately shocked at the severity of youth violence in this country. In 1997, 6,083 young people between the ages of 15 and 24 were victims of homicide. That is an average of 17 youth killed in the U.S. every day. And over the past decade, there was an annual average of nearly 400,000 crimes against another person committed by young people.

I believe the youth violence problem reflects the reality that a growing number of our Nation's young people feel disconnected and disenfranchised from our communities. When our youth feel as if they have no role in society and no educational or employment opportunities, the likelihood of becoming involved in delinquent and violent activities increases. In particular, out-of-school youth in our poorest communities often lack access to adequate educational and employment opportunities. In these communities, high unemployment rates and low educational attainment levels are often inextricably linked to high crime rates. I believe that these various problems are symptoms of lowered expectations and the belief among young people in our poorest neighborhoods that no real opportunities exist for them to be successful in a career, or to live and work at a level above the poverty line.

All of us—wherever we are in this world—want the very best for our children. We want our children to have all the knowledge, skills and tools that they will need to meet the challenges they will face in being successful, contributing members of our society in the 21st Century, including the challenges of next century's workplaces. Our young people will benefit from early work experiences—they learn responsibility, punctuality, working productively with others, and many other important skills that can last a lifetime.

As Secretary of Labor, I have made as one of my top priorities providing youth with viable alternatives to life on the streets. Our Department's vision for young people is very clear: that all youth, particularly those out of-school, acquire the necessary skills and work experience to successfully transition into adulthood, further education and training, and careers. If we are to succeed in stemming the youth violence problem that threatens our communities and families, we must begin by building opportunities for at-risk young people and out-of-school youth to acquire skills and gain jobs so that they can become productive, contributing members of their communities. I firmly believe that one of the most effective ways to keep young people from turning to crime is to provide ample opportunities to succeed. That is why it is imperative that the Department's programs for at-risk youth be fully funded at the President's request level.

While we want our young people to have opportunities for instructive and constructive early work experiences, at the same time, these experiences must enhance, not compete with their education. And, above all, we want our children's work experiences to be safe.

Mr. Chairman, you recognized the connection between employment, education and training opportunities for youth and the prevention of juvenile crime early on. It was under your leadership that Congress established the Youth Offender projects to increase education levels and employment and reduce recidivism and gang involvement among youth offenders.

When I was in Philadelphia this past May with you, Mayor Rendell, and the District Attorney to award one of the Youth Offender grants which the Department of Labor jointly carries out with the Department of Justice, we heard first hand from youth with criminal records that they want jobs. Their pasts have often been filled with despair and poor choices, but they desperately want to look to the future and to believe there is opportunity ahead of them. As Kenneth Dulaney told us in his own words, "I began hanging with the wrong crowd. I started smoking weed and selling drugs at age 14. . . . I dropped out at 16 and started selling drugs and robbing people as a full time job. If I could rewind the time to when it was all good, I would, but I can't." He was introduced to Ralph Midora, who runs the TOPS program at Simon Gratz High School. "Mr. Midora helps me realize that there's more to life than violence. Now I'm working a full time job and also attending Simon Gratz High School. I will be the first male in my family to graduate in three generations." And Adelina Costible, a 17 year-old from South Philadelphia echoed the need for training and employment opportunities. Adelina, who was recently discharged from the Gannondale juvenile correctional facility and is now enrolled in a GED program, wants to find a job where she can live with her grandmother, stay off the streets, and be a productive member of society. She believes that with meaningful work she can turn her life around. I believe this too.

And Kenneth and Adelina are not alone. I have met with youth from all parts of the country, and the number one concern they raise is the need for jobs. Young adults know that in order to succeed in today's dynamic economy, they need skills and they need someone to show them the path to opportunity.

While this country has been experiencing an extended period of economic growth, geographic pockets of extreme poverty still exist in both urban and rural areas across the country. Young people living in these poverty areas are simply not afforded the same educational and employment opportunities as youth in other areas. The employment rate for young high school dropouts who live in urban poverty areas is 45 percent. The comparable rate for dropouts in rural poverty areas is 49 percent.

We know that unemployment rates are closely linked to educational attainment. In America's largest urban school districts, less than 50 percent of each year's entering 9th grade class graduate from high school four years later. This statistic represents many youth who never complete high school and who are at risk of never having a productive career. Worse yet, many of those youth become caught up in a culture of violence and crime.

We also know that persons living in high-poverty neighborhoods are more likely to be perpetrators or victims of violent crime. A study by the Vera Institute shows that a disproportionate number of prison inmates were raised in high-poverty neighborhoods. Children in families with annual incomes of under \$15,000 are 22 times more likely than children in families with incomes of \$30,000 to suffer from abuse and neglect. Hispanic and other minority youth are disproportionately affected by crime and violence in this country. Homicide is the leading cause of death for African-American youth ages 15 to 24. African-American males in that age group are ten times more likely to be murdered with a gun than their white peers.

The lack of economic development in poor communities, whether urban or rural areas, means less after-school or part-time work for young people. The high levels of unemployment among adults mean that young people do not have effective networks of job information or the ability to get jobs through informal means, such as referrals from family and friends. And economic hardship in their neighborhoods means that the major social institutions that help in employment, such as schools, churches, and community organizations, face significantly higher barriers in their efforts to help young people.

#### COORDINATED FEDERAL STRATEGY

Given the multiple factors influencing our young peoples' success, and the multiple public and private entities and programs which can help youth transition to adulthood, it is imperative that we have a coordinated youth strategy at the na-

tional level in order to maximize the impact of our Federal resources at the local level. As you know, the Administration is considering establishment of a youth violence council that would build on the existing collaboration between the Departments of Labor, Education, Health and Human Services, Justice and other Federal agencies, to increase policy coordination and assist in program integration in ways that benefit local communities.

Mr. Chairman, your leadership in Congress has also brought much needed attention to the value of a national strategy for addressing youth violence. My staff has appreciated the opportunity to engage in the cross-disciplinary discussions about youth violence which you have chaired. Today's hearing is another important step towards bringing focused attention to one of the most serious social problems facing our country. Let me explain in a bit more detail how the Department of Labor has been working with other Federal agencies, State and local governments, and private sector partners to address youth issues.

#### DEPARTMENT OF LABOR YOUTH STRATEGY

We know that no community can thrive if large numbers of its youth and adults are unemployed. To address chronic joblessness in high-poverty communities, our research and program experience tell us that we need a combination of efforts to intensify local economic development, boost employment rates of young adults, and increase the long-term educational attainment of children growing up in these areas. Simply put, community resources have to be brought together to create jobs, and competent, caring adults must work to ensure that our young people are prepared for and can be placed in them.

At the Department of Labor we are working fervently to do just that through an all-encompassing strategy called the Youth Opportunity Movement (YO!). We are working through local communities to build partnerships among government, community and faith-based organizations and business and labor leaders—and also with youth to ensure that young people are prepared for the jobs of the 21st century and can share in the benefits of our growing economy. The YO! Movement focuses on the “whole person” and engages the whole community to bridge gaps and break cycles that lead to poverty and despair.

In early July while in the Watts area of Los Angeles for an event with the President's New Markets tour, the President and I kicked off the YO! Movement. The New Markets initiative seeks to extend the economic prosperity enjoyed by so many in this country to those in our poorest geographic areas. The YO! Movement specifically targets the youth in these areas for increased job opportunities, as well as increased academic and skill attainments.

The Los Angeles event has resulted in the commitment of over 4,000 jobs by major employers and over \$30 million in private sector funds for at-risk youth in 11 disadvantaged communities across the country that are currently receiving Youth Opportunity demonstration funds from the Department of Labor. My staff is using these national commitments by employers, foundations, and other organizations to foster the creation of jobs and training opportunities to improve the employability prospects for youth living in those local areas.

Too often in the past, we mistakenly assumed that merely providing Federal money to local areas, particularly impoverished local areas, would remedy problems that had been building up over many years. The Federal investment that was provided to these areas was never enough to serve more than a small fraction of the eligible population—often less than 10 percent. Now, though, we appreciate that the coordination and support of multiple organizations, at all levels, is required. Local communities need the attention and involvement of employers, foundation leaders, organization directors, and others able to provide the local opportunities our young people need. That involvement, though, has to be real. It has to move beyond event strategies and large national meetings. The Federal Government's role has to become that of helping to actualize those commitments and connections to make an impact at the local level and, in some cases, sustain that impact after the cessation of Federal funds. In the case of Youth Opportunity Grants, for example, the Federal financial commitment is not a permanent contribution but rather seed money designed to assist in the development of a permanent investment in youth at the local level.

The first step towards doing so is to ensure that we—at the Federal level—strategically coordinate and integrate our programs and resources. At the Department of Labor we will soon release a “How-to-Guide” for local leaders interested in building their own YO! Movement. This resource guide shares examples of programs that exemplify key principles—such as comprehensive services, long-term follow-up, the involvement of caring adults, and a commitment of excellence—along with suggestions

for how to effectively involve foundations, employers, and community-based organizations in meeting the employment and training needs of young adults.

DEPARTMENT OF LABOR YOUTH PROGRAMS AND INITIATIVES

There are several ways the Department of Labor adds value to the resources Congress provides to reduce the incidence of youth violence in our society. The President's fiscal year 2000 request includes over \$2.7 billion for the Department's investments in at-risk youth. Fully funding this request, which would serve almost 800,000 youth, is an important part of addressing the youth violence problem. Our largest investments come under the new Workforce Investment Act of 1998 (WIA) that we are now implementing and that becomes fully effective on July 1, 2000. WIA makes a number of reforms and improvements to youth programs currently operating under the Job Training Partnership Act. For example, WIA focuses on providing youth assistance in achieving both academic and occupational learning; acquiring leadership skills and offering youth development activities; making a commitment to youth through long-term follow-up services; and preparing young people for education, training, and eventual employment. The President's fiscal year 2000 request includes \$1 billion for WIA formula-funded youth programs, an amount that is essential for these improved programs to succeed.

One of the major reforms of the WIA is the establishment of a youth council in each local workforce investment area. The youth council is a subgroup of the local workforce investment board and is responsible for recommending and coordinating the youth policies and programs within the specific geographic area. In accord with the legislative intent of WIA, we are promoting the local youth council as an important tool for broadening participation in the design and delivery of youth services in order to enhance coordination and effectiveness at the local level. For example, we are currently working with the Department of Justice to encourage the participation of local juvenile justice officials on local youth councils. Likewise, we expect education representatives from local school-to-work partnerships and youth health practitioners to join the youth councils. Ultimately, young people and their parents will benefit because they will be able to take full advantage of available youth assistance, regardless of the funding source. In addition, area service providers that include local workforce, education, and community- and faith-based organizations, will be better able to guide our young people to services most suited to meet their diverse needs.

WIA also authorizes \$250 million a year for five years for Youth Opportunity Grants, and the President's fiscal year 2000 request includes \$250 million for this important initiative. These competitive grants to highly impoverished areas will provide them with the funds to improve the employability prospects for their youth. The mission is simple: that youth in our Nation's poorest areas, particularly those who are out-of-school, acquire the necessary skills and experiences to successfully transition into adulthood and viable careers. All too often the transition to adulthood is made as a member of a gang, disconnected from any caring and responsible adults. In the worst cases, they never have a chance to become adults.

This reality truly raises the stakes for our Youth Opportunity Grant initiative. The Youth Opportunity Grants, building on those 11 initial demonstration projects that I spoke of earlier, offer a chance to build improved systems for addressing the needs of youth in high poverty areas. I envision that these grants will be used as a complement to our formula funds, Youth Offender Grants, Safe Schools/Healthy Students grants, Department of Education monies, Empowerment Zone and Enterprise Community funds, and other programs funded at the Federal, State, and local levels. We have announced the availability of 25-30 Youth Opportunity Grants to high-poverty areas and will receive grant applications by September 30. We expect to award these grants in December, 1999.

Staff from across the Department of Labor, as well other Departments, including Justice, Education, Health and Human Services, and the Corporation for National Service have been working to connect our youth programs. We are working to lessen the bureaucratic burdens at the local level for those communities attempting to coordinate multiple funding streams by encouraging cross-participation and linkages with our programs, and through involvement in the One-Stop system under WIA. For example, we are engaging the Department of Justice to assist in curbing youth delinquency and dropping-out of school, as well as preventing gang and gun violence in the Youth Opportunity target communities. Connectivity for these projects and others like them is key if we as a Nation are to make any headway in meeting the needs of youth who lack the necessary skills to succeed in this society, and who are at risk of becoming perpetrators or victims of violent crime.

The difficult task we have before us becomes evident when we consider the multiple problems faced by at-risk or out-of-school youth: high drop-out rates; learning disabilities; problems at home, such as lack of parental involvement, improper nutrition, unsafe or unsanitary conditions, or abuse; gang influence; criminal environment; responsibilities for younger siblings, children of their own, or children of their siblings; or drug or alcohol abuse, either on the part of their parents, or as a personal abuse problem.

Suffice it to say that the needs of an at-risk or out-of-school youth are so manifold that no single program or single youth funding stream will be able to address all their complex problems. No one program can speak to the issues of employability, parenting, crime, violence, drug abuse, and all of the other potential hurdles that at-risk youth may need to tackle at the same time. We must do whatever possible through a variety of programmatic methods and practices that are truly connected.

One such model that we have been working with for some time to more effectively connect to schools, community-based organizations, and other local entities is the Job Corps, for which the President requests \$1,347 million for fiscal year 2000—an increase of \$38 million. Job Corps has succeeded in providing youth with the opportunity to move from a negative environment to a more positive one by enrolling in residential Job Corps centers. At these centers, youth are able to benefit from academic and vocational training, work-based learning, employability skills development, counseling, and related support services. Consistently, 80 percent of all youth who participate in Job Corps are placed in employment or higher education.

Enrollment in a Job Corps center often brings an important aspect into a youth's life that he or she may not otherwise experience: responsibility to help create and maintain a safe environment. Job Corps operates with a policy of zero tolerance for violence and drug use. This policy, supplemented by Job Corps center rules and behavior management systems, seeks to make students understand that they are accountable for their own actions.

The Job Corps model is a successful program structure, and provides opportunities for nearly 70,000 young people every year. However, the capacity of Job Corps is finite and its service strategy requires a substantial investment. Accordingly, the number of youth served each year represents only a small fraction of Job Corps' target population of unemployed high school dropouts from families with low income levels and high welfare dependency. We are working to maximize the reach of our Federal resources by partnering with other Federal programs. For example, staff at our Job Corps sites are working with staff at the Corporation for National Service to enroll our Job Corps participants in the National Civilian Community Corps so that Job Corps students gain community service and work experience. We also are working with the U.S. Army to establish Junior ROTC programs at our largest Job Corps centers to encourage personal responsibility and expose Job Corps students to career opportunities in the Army.

The need for additional opportunities for our young people, as well as their distinct learning and support needs, requires that we continue to look to a number of varied youth service models.

The School-to-Work opportunities initiative, jointly administered by the Departments of Labor and Education, also has had positive results with at-risk and out-of-school youth. The President's fiscal year 2000 request includes a total of \$110 million for this effort (\$55 million each in the Departments of Labor and Education). Through School-to-Work, classroom activities are made more relevant to the work world by using contextual learning strategies and work-based activities, such as mentoring, job shadowing, and internships.

School-to-Work has also succeeded in achieving connectivity among programs funded by different sources. Through School-to-Work efforts, local workforce activities have become better connected to local dropout prevention initiatives, community college programs, and supportive services for young people with learning and other disabilities. School-to-Work implementers across the country have concluded that youth programs must be closely linked to both public and private resources within a given community in order to achieve success.

Such community linkages are also the focus for the \$12.5 million in FY1998 for Youth Offender Demonstration Projects which you authored, Mr. Chairman. As I mentioned earlier, Mr. Chairman, this spring we jointly announced the successful fiscal year 1998 grantees, including the Private Industry Council of Philadelphia. Eleven of these projects are using a community focus for integrating youth offenders back into workplace and education settings. Five of these are Model Community Projects that provide education, job training and placement, individual and family counseling, and case management services. Six Community-Wide Coordination Projects are located in high-crime, high-poverty areas. These projects work with local youth service providers to develop linkages to coordinate crime prevention and

recovery services for youth already involved in the criminal justice system or in gangs. Our Department has linked with the Department of Justice in the design of this service strategy and the coordinated assistance serves as a model for future projects.

This demonstration project initiative also funds three juvenile corrections facilities where youth will receive School-to-Work counseling while at the institution, and extensive case management when they return to their communities. We expect entities receiving these Federal grant dollars will fully integrate their services with other programs and funding streams. All youth served under the Youth Offender Demonstration are either: institutionalized, at-risk of becoming involved in criminal activities, or involved or have been involved in gangs.

The Department of Labor also sponsors a Federal Bonding service to help ex-offenders—youth and adult—secure and retain jobs. This service, often combined with other job training and employment services, can help employers who want to employ ex-offenders—and others including former substance abusers—but are unable to procure bonding coverage through normal commercial channels because of their prior criminal records. The Department of Labor provides each State with a floor of ten bonds and above that level, States and local communities can buy additional bonds to use in helping ex-offenders obtain employment.

In addition, the Department of Labor administers the Work Opportunity and Welfare-to-Work Tax Credits that provide employers with a tax incentive to hire specific target groups, including at-risk youth, welfare recipients, and ex-felons. Last year, tax credit certifications were issued to employers for approximately 19,000 Empowerment Zone and Enterprise Community residents aged 18–24, and nearly 10,000 ex-felons.

I also should mention our coordinated funding efforts with the Department of Justice for the start-up and operation of Career Prep programs at 40 Boys and Girls Clubs throughout the country. These programs are located at “TeenSupreme Centers,” funded by the Taco Bell Foundation, and provide job readiness and career guidance to all youth who reside in the targeted communities. A three-year independent study conducted by Columbia University confirmed that Boys and Girls Clubs in public housing communities have reduced juvenile crime in those areas by 13 percent and drug activity by 22 percent. That is one of the reasons we chose to partner in this project.

Each of these programs provides opportunities for at-risk youth to engage in productive activities as an alternative to idleness.

#### IMPACT OF DEPARTMENT OF LABOR YOUTH PROGRAMS ON YOUTH VIOLENCE

Studies have shown how our youth programs can reduce the incidence of youth violence, and serve to strengthen my belief that the continued funding of such efforts is indeed the right thing to do. The long-term evaluation of the Job Corps program completed early in the 1980's showed the program reduced serious criminal activity among participants compared to non-participants. Specifically, there were fewer arrests among Job Corps participants for murder, robbery and larceny. In 1994 we launched a new evaluation of the long-term impacts of Job Corps including its impacts on social behavior such as crime. Early next year, first impact results from this study will provide more up-to-date estimates of Job Corps' impacts on crime.

More recently, an evaluation of JOBSTART—a non-residential Department of Labor program based on the Job Corps—showed reduced criminal activity among participants during the in-program period, and also showed a six percent reduction in crime in the follow-up period among youth with prior arrest records when they entered the program.

These and other data have furthered my belief in the continued positive impact of our youth programming efforts, and have resulted in our proposing additional new initiatives aimed at assisting young people.

#### NEW ACTIVITIES TO HELP AT-RISK YOUTH AND TO ADDRESS YOUTH VIOLENCE

Building on what we have learned, the Department of Labor is pleased about the opportunity to participate in the next round of the Safe Schools/Healthy Students initiative—with linkages to Youth Opportunity and Youth Offender Grants and to the youth councils being established around the country. This expanded effort—originally a collaboration among the Departments of Education, Health and Human Services, and Justice—awards competitive grants to school districts and their mental health and law enforcement partners to promote healthy childhood development and prevent violent behaviors. We will offer competitive opportunities by supporting business and education partnerships that will improve the longer-term employ-

ability of at-risk youth and reduce teens' idle time that can contribute to negative behaviors and lead to criminal activities. These partnerships will enrich the connections between secondary and postsecondary schools, alternative schools, out-of-school youth programs, and work-based learning.

In order to be responsive to the need to more directly address youth violence problems, the Administration is proposing that the President's fiscal year 2000 pending \$75 million budget request for a new Right Track Partnership be revised. Right Track originally was a competitive grants initiative targeted to high poverty communities to prevent youth from dropping out of school and to encourage those who have already dropped out to complete their high school education.

Instead, this initiative would be used for a competition that complements the Safe Schools/Healthy Students grants by supporting partnerships between local business, community based organizations and education entities to improve opportunities for at-risk youth, particularly out-of-school youth. These partnerships would work with traditional and alternative schools to offer strong academic and career preparation and would be aimed at ensuring that no youth gets left behind in a dynamic economy. Partnerships would include local schools and also build links to other efforts such as the Department of Justice Safe Streets activity, the Youth Opportunity Grant program, and others such as the Youth Offender investment. Structured, year-round services would encourage students—particularly low-income and limited English proficient youth and recent high school dropouts—to return, complete their high school education and thus, be able to go on to postsecondary education, apprenticeship, or good jobs that allow them to take significant steps toward adulthood and high skill, high demand and high wage careers.

Attorney General Janet Reno and I will be announcing shortly a joint agreement that builds on our past and current efforts—including those I just mentioned—to help young men and women who become involved with the criminal justice system. We have formally agreed to move forward with the development of a comprehensive strategy to create job training, education, and employment opportunities for youth at risk of or who have been under the supervision of the criminal justice system.

The Department of Labor's participation in efforts designed to reduce youth violence seeks to achieve three goals. First, with our State and local partners, we will continue to develop a comprehensive service system for the at-risk and isolated youth of this country as such a system does not yet exist. We will develop this system by implementing the objectives of the Workforce Investment Act in establishing local youth councils. We also view the local youth councils as a mechanism for connecting our currently-funded projects to other resources that will enable our programs, and ultimately our youth, to succeed.

Second, we will encourage the workforce investment system to focus on follow-up services, and convince the young people we serve that no matter what their circumstances, local program operators will stick with them. If we know anything about serving youth, we know that sustained and long-term service strategies work, and short-term, stand-alone interventions do not. While no strategy or intervention can provide a teenager with the caring influence he or she may have lacked as a young child, many of us know from personal experiences that the right intervention at the right time in a young person's life can help them develop valuable work skills and habits and responsible behavior.

And, finally, we will continue our efforts to link our initiatives to other public and private sector programs through our YO! Movement. As mentioned above, the Administration is considering establishment of a youth violence council that would expand on the many partnerships between the Department of Labor, Justice, Education, Health and Human Services, and others which enable us to maximize the effectiveness of our Federal investments in our Nation's young people. And with the involvement of employers, foundations, celebrities, faith-based and community-based organizations that have joined the YO! Movement, we will work to truly engage in the whole community in creating productive opportunities for our young people.

With these goals in mind, I believe that we will be successful in reducing the numbers of idle young people in the poorest neighborhoods of this country. I believe that more young people will look forward to building their careers and earning a living wage, regardless of where they reside. I believe that all of our efforts will come together to meet the diverse needs of the disadvantaged, and cause fewer of them to seek out the company of a gang or otherwise resort to violence.

With all of the opportunities that we currently provide for our youth, the fact remains that the early stage of our at-risk system does not yet have enough resources for all those kids who need our help. The more varied our offerings, the more youth we are able to serve, the more likely that greater numbers of America's young people will enter adulthood as neither victims nor perpetrators of violent crime. A youth violence council would be a valuable tool for realizing these goals. And Mr.



Chairman, your leadership in Congress on this important issue is a vital contribution to the development of a national strategy to turn youth away from crime and violence and towards a responsible, successful future.

Thank you, Mr. Chairman, for the opportunity to appear before you today. I look forward to working with you and the members of this Subcommittee. I will be happy to respond to any questions.

**STATEMENT OF DONNA E. SHALALA, SECRETARY OF HEALTH AND HUMAN SERVICES, OFFICE OF THE SECRETARY, DEPARTMENT OF HEALTH AND HUMAN SERVICES**

Senator SPECTER. We turn now to the distinguished Secretary of the Department of Health and Human Services, the Hon. Donna Shalala, longest serving Secretary of HHS in U.S. history. During her career, she has been a scholar and a teacher, as well as a public administrator. As Chancellor of the University of Wisconsin, Madison, she was the first woman to head a Big 10 University, and was named by BusinessWeek as one of the five best managers in higher education. She has a Ph.D. from the Maxwell School of Citizenship in public affairs.

For those who have been anxiously awaiting to know the year her Department was organized, it was 1953. I believe at that time it was Health, Education and Welfare, HEW, and now it is Health and Human Services.

Secretary Shalala, thank you for joining us, and the floor is yours.

Secretary SHALALA. Thank you very much, Mr. Chairman, Senator Harkin, Senator Byrd, Senator Murray. I am delighted to have this opportunity to appear with my colleagues to discuss the complex problem of youth violence.

Before I outline the administration's efforts, I would like to congratulate you, Mr. Chairman, Senator Harkin, Senator Stevens, Senator Byrd, Senator Murray, and the other members of the subcommittee for the leadership and dedication that you continue to demonstrate on this and so many other issues. Your initiative to prevent youth violence has much in common with our own. That is why I am convinced that together we can promote positive youth development and help make the lives of America's children safer and more secure.

This process begins by recognizing that adolescent violence is reflective of a problem that is as large as it is persistent. While America was stunned by the 15 deaths at Columbine High School, the fact is that violence claims the lives of that many children virtually every single day in this country. Violence is one of many youth risk behaviors that are preventable. But there are no easy answers or shortcuts or panaceas. It is an extremely complex, multifaceted issue, that will depend in large part on our ability to promote the positive development of children before problems arise and become entrenched.

While we can and must continue to learn more, we now know enough to take some important steps. A key point of the 1996 Carnegie Report, "Great Transitions: Preparing Adolescents for a New Century," was that more than one problem behavior is likely to occur in the same young person, and that these problems are likely to have common roots in childhood and in educational experience.

According to a recent report published by my own Department, an increasing number of studies show that the same individual,

family, school, and community factors often predict both positive and negative outcomes for youth. This HHS report, which summarizes the literature in this field, defines the key components of effective youth development programs. They do more than prevent risky behavior. They promote the social, emotional, cognitive, and moral competence of young people.

Having said this, we must make two things clear. First, simply adding funds to Federal programs, while an important first step, cannot do the whole job. Federal agencies must coordinate their services, using models like Safe Schools/Healthy Students programs. We must include State and local governments and community organizations and businesses as our partners.

An effective long-term strategy requires that communities themselves develop integrated frameworks of services that promote healthy development, beginning at birth and continuing through adolescence. Most importantly, it must include adolescents themselves, and make them active participants in the strategies that we develop for their successful futures.

Allow me to share one statistic with you. In 1997, 6,083 young people, between 15 and 24, were victims of homicide. This is an average of 17 youth homicide victims per day. But public health researchers remind us that deaths are only the tip of the iceberg of youth violence. According to CDC's 1997 Youth Risk Behavior Survey, 37 percent of high school students reported being in at least one physical fight in the past 12 months; 18 percent reported carrying a weapon at least once in the previous 30 days; and 6 percent had carried a gun.

The President shares a deep and longstanding commitment to the prevention of youth violence. That is why last May the President directed the Surgeon General, Dr. David Satcher, to conduct a landmark study of the potential causes of youth violence and to identify successful prevention and intervention strategies. That report will carefully examine what science tells us about the role environmental influences play in normalizing violent behavior.

Through a series of regional conversations, we intend to engage parents and students as well as educators and community leaders, including religious leaders, in a wide-ranging dialogue about the causes of youth violence and the solutions. But again, Mr. Chairman, youth violence is not a single problem with a single solution.

For example, we already know we can help stop violence before it starts by ensuring that every child has a healthy start and by giving parents the helping hand that they need to nurture and protect their children. That means investing in quality child care and early educational services that can help lay the foundation for positive child development.

Current research on brain development from birth to age 3 shows the importance of children's earliest experiences in shaping their future development. The connections in the brain that are formed during this time provide the foundation for intellectual development and the capacity to form social bonds and empathize with others—key factors in promoting healthy, nonviolent development.

Given the character of youth violence in America today, I am convinced the public health community can help make a vitally important contribution to its prevention. In public health, we ap-

proach the problem of youth violence by asking four questions: What is the problem? What are the causes? What works to help prevent the problem? How does intervention work?

Responding to these questions requires the very best in all fields of research—the very best we have to offer. That is why the Department is mobilizing diverse research disciplines to respond to those questions. By doing so, to translate scientific research into programs that work.

Let me also underscore the critical role that parents play in preventing adolescent violence. In fact, the National Longitudinal Study found that adolescents who report a close connection with their parents were the least likely to engage in risky behaviors. That is why efforts to help adults strengthen their parenting skills are so vitally important.

Mr. Chairman, we know that integrated, positive youth development is far more effective than trying to prevent a single problem behavior in working with young people. Any successful strategy needs to include a long-term commitment of concerned adults, beginning at the birth of the child. Programs in schools and communities, in religious institutions or health-based organizations, that foster the presence of caring, committed adults in the lives of children have been shown to be of critical value.

The concern that you and the members of this subcommittee have demonstrated will help us develop more effective strategies for promoting positive youth development and more peaceful communities. We look forward to working with you and your colleagues on a bipartisan basis to build on these efforts.

#### PREPARED STATEMENT

Mr. Chairman, I have submitted my longer statement for the record.

Senator SPECTER. Your full statement will be made a part of the record. We appreciate your summary and we appreciate your testimony, Madam Secretary.

[The statement follows:]

#### PREPARED STATEMENT OF HON. DONNA E. SHALALA

Mr. Chairman and Members of the Subcommittee, thank you for the opportunity to appear with my colleagues from the Departments of Education, Labor and Justice to discuss the complex problem of youth violence in the United States. I am pleased to discuss our efforts at HHS to address youth violence as a public health and youth development issue and how we have coordinated our activities throughout the Administration.

Before I discuss the Administration's efforts, I would like to congratulate you, Mr. Chairman, Senator Harkin, and the members of the Subcommittee, for the leadership and dedication that you have shown on this issue. Your initiative to prevent youth violence has much in common with the Administration's efforts, including an emphasis on involving a broad array of sectors in reducing youth risk behaviors and promoting positive youth development. I believe that we can work together to make the nation's children safer and more secure, as well as prepared for the future.

Adolescent violence is reflective of a larger, persistent problem. While it is truly a tragedy that 15 lives were lost at Columbine High School, the fact is that violence takes a heavy toll on children every day in communities throughout the country, claiming the lives of far too many and affecting the lives of children and families in important and enduring ways.

Violence is one of many youth risk behaviors that are preventable, but there are no easy answers, shortcuts or panaceas. It is an extremely complex, multi-faceted issue which will depend significantly on our society's ability to promote the positive

development of children, before problems arise and become entrenched. While we can and must continue to learn more, we now know enough to take some important steps.

In the 1996 Carnegie Report, entitled *Great Transitions: Preparing Adolescents for a New Century*, the authors wrote: "Current interventions on behalf of young adolescents . . . often do not take into adequate account two findings from research: that more than one problem behavior is likely to occur in the same individual; and that these problems are likely to have common roots in childhood and educational experience." Subsequently, this June, the Department published a report entitled, *Positive Youth Development in the United States*, which revealed that an increasing number of studies show that the same individual, family, school and community factors often predict both positive and negative outcomes for youth.

These research findings are leading us to what Karin Pittman calls a significant "conceptual shift—from thinking that youth problems are merely the principal barrier to youth development to thinking that youth development serves as the most effective strategy for the prevention of youth problems." She has defined youth development as "an ongoing process in which all young people are engaged and invested, and through which young people seek ways to meet their basic physical and social needs and to build competencies and connections they perceive as necessary for survival and success."

The *Positive Youth Development* report defines the types of characteristics that are embodied in effective positive youth development programs. These programs do more than prevent risky behavior. They promote such things as the social, emotional, cognitive and moral competence of young people.

Having said this, we must also make two things clear. First, simply adding funds to federal programs, while an important first step, cannot do the whole job. Federal agencies must coordinate their services, using models like the Safe Schools/Healthy Students program. We must include state and local governments and community organizations as partners. An effective, long-term strategy requires that communities themselves develop a coordinated and integrated framework of services that promotes healthy development beginning at birth and continuing throughout childhood and adolescence into adulthood.

We also must understand that services alone will not achieve the goal of healthy development. A 1999 report written by James Hyman and published by the Casey Foundation, entitled *Spheres of Influence*, points out that in addition to the broad array of services, a comprehensive strategy must include "opportunities for constructive use of time, meaningful experiences, and the support of caring adults (family members and mentors, as well as others)." Most importantly, it must include adolescents themselves and make them active participants in the strategies that we develop for their successful futures.

#### THE SCOPE OF THE YOUTH VIOLENCE PROBLEM

Mr. Chairman, allow me to take a moment to describe some of the consequences of youth violence for our society. Rates of homicide among youths 15–19 years of age reached record-high levels in the latter half of the 1980s and continue to be among the highest ever recorded for this age group. Between 1985 and 1991, annual homicide rates among males 15–19 years old increased 154 percent (from 13 to 33 per 100,000). Homicide rates for young males began to decline in 1994 and dropped 25 percent between 1993 and 1996 (from 34.7 to 26.1 per 100,000). In 1997, the latest year for which we have data available, the rate of homicide among males 15–19 years of age was 22.6 per 100,000—a continuing decline. Despite this encouraging trend, rates are still unacceptably high.

—In 1997, 6,083 young people 15–24 years old were victims of homicide. This amounts to an average of 17 youth homicide victims per day.

—Homicide is the second leading cause of death for persons 15–24 years of age, and is the leading cause of death for African-American youths in this age group.

—In each year since 1988, more than 80 percent of homicide victims 15–19 years of age were killed with a firearm. In 1996, 85 percent of homicide victims 15–19 years of age were killed with a firearm.

—Between July 1992 and June 1994, 105 violent deaths occurred on or near school grounds or at school-associated events. The majority (81 percent) were homicides and firearms were used in most (77 percent) of the deaths. The violent deaths occurred in communities of all sizes in 25 states.

Public health research tells us that deaths are only the tip of the iceberg of youth violence. There is an underlying layer of non-fatal violent behavior that should alarm us, both for its own sake and for its role as a precursor to lethal violence. We do not have all of the information we need to quantify the impact of non-fatal

violence. Nonetheless, according to the CDC's 1997 Youth Risk Behavior Survey (YRBS)—a national survey of high school students—37 percent of high school students reported being in at least one physical fight in the past 12 months, 18 percent reported carrying a weapon at least once in the previous 30 days, and 6 percent had carried a gun. More than 7 percent of the students reported being threatened or injured with a weapon on school property during the previous 12 months. And one out of 25 students was afraid to go to school at least once in the previous 30 days because of the threat of violence.

These statistics indicate that there are “early warning signs” of potentially lethal violence. Awareness of the overall national incidence of bullying behavior, threats, weapon carrying, and other clues to potentially violent behavior is helpful. Responding effectively to these early warning signs is crucial.

In addition to being victims and perpetrators of violence, young people also are harmed by being witnesses to violence. The National Longitudinal Study of Adolescent Health found that over one in ten middle- and high-school youths witness a shooting or stabbing each year. Among African-American youth, nearly one in four young people have this experience.

We should also recognize that not all youth violence is directed at others. Youth suicide is an inseparable component of the problem of youth violence. Suicide is the third leading cause of death for young people, ages 15–24, in the United States. The rates have nearly tripled since 1950 but over the past decade have declined by about 10 percent. In 1997, according to the YRBS, about 21 percent of students in grades 9 through 12—more than one in five—reported that they seriously considered taking their own lives during the previous year. And almost 8 percent reported actually attempting suicide. Suicide among American Indian/Alaskan Native youth is especially high, with rates three to four times those of the general population.

#### THE ADMINISTRATION'S COMMITMENT TO PREVENT YOUTH VIOLENCE

President Clinton has a deep and longstanding commitment to positive youth development and prevention of youth risk behaviors. Last May, the President directed Surgeon General David Satcher to conduct a landmark study of the potential causes of youth violence and to identify successful prevention and intervention strategies. The process Dr. Satcher will follow in preparing this report will be unique. The report will look carefully at what the science tells us about the effect of environmental influences—including exposure to violence in real life and in contemporary media—in normalizing violent behavior. Additionally, we intend to engage the American people in a broad dialogue about the causes of youth violence, and the solutions. Unlike traditional Surgeon General publications, the youth violence report also will involve a series of regional conversations with parents, students, educators, business and community leaders. We expect to involve other federal departments—like Justice, Education, and Labor—as active partners in this effort, as well.

As you know, we also are working to establish a White House Council on Youth Violence, which will be an interagency coordinating body for federal youth violence services. We would welcome your input as we shape the Council's structure and responsibilities.

Mr. Chairman, in discussing youth development as a significant prevention strategy, we understand the importance of starting early in our approach to healthy child and adolescent development.

For example, we can help to prevent violence if we ensure that every child has a healthy start and if our policies support parents as they strive to nurture and protect their children from infancy through adolescence. Such a strategy includes a commitment to invest in quality child care and early childhood education services that can help to lay the foundation for positive child development. Current research on brain development from birth to age three shows the importance of children's earliest experiences in shaping their future development. The connections in the brain that are formed during this time provide the foundation for intellectual development and the capacity to form social bonds and empathize with others, which are key factors in promoting healthy, non-violent development.

In addition, research shows that the quality of child care and other early childhood programs is integrally linked to the healthy development of children, preparing them for success in school, and helping them to establish positive social relationships with adults and peers. Furthermore, quality early childhood programs can help parents to strengthen their relationships with their children, improve their parenting skills and become more actively involved in their children's ongoing education and development.

The President's fiscal year 2000 budget would expand the Child Care and Development Block Grant to make child care more affordable for low- and moderate-in-

come working parents. Our budget includes additional funds to create an Early Learning Fund to enhance the quality of child care, with a focus on school readiness. The President's budget requests \$5.3 billion for the Head Start program, a \$607 million increase over the amount appropriated in fiscal year 1999. This funding increase will continue our bipartisan commitment to expand Head Start, America's premier early childhood development program, while assuring that increased investments are made in the quality of Head Start services. The request will support the expansion of Early Head Start for infants and toddlers and their parents.

These investments reflect what Surgeon General Satcher described when he said: "A crucial part of having a healthy start in life is communicating a message of hope. Without hope, a mother will not seek prenatal care. Without hope, a violent young person sees little purpose in treating their peers with respect and caring." That means parents, families, students, teachers, government officials, public health experts, nurses, doctors, researchers, and corporate, community and religious leaders must work together if we are to build a community foundation that instills hope, provides security and fosters optimism—all essential conditions for a healthy and safe childhood.

#### WHAT DOES A PUBLIC HEALTH APPROACH HAVE TO OFFER?

Mr. Chairman, I would like to discuss in more detail the contribution that we believe public health can make in preventing youth violence. Because the problem is so complex, the response needs to draw on the best that all fields of research have to offer: education, psychology, psychiatry, social work, criminology, public health, medicine, research, sociology, and others. This Administration is providing leadership in mobilizing these diverse disciplines to seek creative solutions to the problem of violence, and to translate what we know from science into sound prevention programs. This new approach begins with the coming together of the fields of youth development and public health.

For example, one of the priorities for the Surgeon General is to promote healthy lifestyles. He focuses on physical activity, nutrition, responsible sexual behavior and avoidance of toxins, because together, they promote wellness and help us prevent a whole array of negative health outcomes. Similarly, in youth development, we focus on building assets—the physical, emotional and cognitive strengths young people need for survival and success.

But the Surgeon General is also the first to acknowledge that healthy lifestyles are not just a matter for individuals, but that families and communities must support them, at every step of the way. For example, it is one thing to tell people about the value of exercise, but it is equally important to support them through after school sports programs, building safe walking paths in communities, or having workplaces develop exercise programs. Likewise, positive youth development will require not only the actions of young people themselves, but also a collaborative, coordinated approach by families and all segments of our society. And they have to occur in every community.

Applying a public health approach to the problem of youth violence, we begin by asking four questions:

1. *What is the problem? (Surveillance).*—We collect useful data on the problem to better understand it and to do something about it. We ask "to whom, what, where, when, and how did it happen?"

As an example, consider how CDC, in order to improve our monitoring of school-associated nonfatal injuries as well as violent deaths, is exploring the use of sentinel schools to report nonfatal injuries from violence on a routine basis. We hope to provide this kind of information to communities and schools throughout the country to alert them to emerging problems and to help them monitor the success of their responses.

2. *What are the causes? (Risk Factor Research).*—We seek to discover what puts people at risk and what protects them from that risk.

CDC and the National Institute for Mental Health (NIMH) are working together to conduct risk and protective factor research. We hope to learn more about the risk factors and the protective factors for youth violence and to disseminate this information to parents, teachers and public health officials. As we achieve a greater understanding of these circumstances, we can better assist parents, schools and health care providers to identify children at risk and help them before another tragedy occurs. We must also collect information about the existing individual and community assets that can be brought to bear on a violence problem.

3. *What works to help prevent the problem? (Intervention).*—We use the knowledge we have of the pattern of the problem to develop interventions that might work to prevent it.

President Clinton announced Saturday the award of the Safe Schools/Healthy Students grants, which are a good example of an effective intervention in the problem of youth violence. The Department of Education, the Department of Justice and the Department of Health and Human Services collaborate to provide students, schools and communities with enhanced comprehensive educational, mental health, social service, law enforcement, and, as appropriate, juvenile justice system services that can promote healthy childhood development and prevent violence and alcohol and drug abuse. In the future, we hope to work more closely with Department of Labor as an additional partner in this initiative.

An important function of this interdepartmental grant program is to require local communities to coordinate various youth services in order to access funds from three federal agencies concerned with promoting healthy child development and preventing violence in schools. Local education agencies consult with community leaders in law enforcement, mental health and social services and apply for grants from the Departments of Health and Human Services, Education, and Justice using a single application. The Substance Abuse and Mental Health Services Administration (SAMHSA) component of this initiative will provide support to 54 local education agencies to implement the mental health intervention services and early childhood psychological and emotional development portions of their comprehensive Safe Schools/Healthy Students Strategic Plan.

4. *How does intervention work? (Evaluation and Implementation).*—We test those interventions to understand if they succeed better than current practices and how they actually accomplish their results. And we look at how we can accelerate the dissemination of research findings more quickly and effectively. We also explore how we apply the proven effective interventions broadly in the community. We seek to learn how to transfer successful interventions from one community to the other.

To help state and local education agencies and schools promote safety and teach students the skills needed to prevent future injuries and violence, CDC, in collaboration with other federal and national non-governmental organizations, has recently begun to develop evidence-based injury and violence prevention guidelines. The guidelines development process has been successfully employed to prevent tobacco use and HIV infection prevention, and to promote good nutrition and physical activity. It includes an extensive review and synthesis of the literature on effective program components and the creation of an expert panel to guide the process.

#### PARTNERS IN VIOLENCE PREVENTION

For many young people, violence begins at home. Research has shown that over two-thirds (68 percent) of youths who are arrested have a prior history of abuse and neglect. Moreover, abuse and neglect can cause significant neurological damage and frequently lead to learning and emotional problems. The Administration believes that our communities should invest in child abuse and neglect prevention efforts, and child welfare programs that protect children, while helping families address problems that place children at risk.

We should underscore the critical role that parents play in preventing adolescent violence—and that parents could use some help. We know from research that violence prevention programs that include parent training and family intervention have a better chance of success. It's not hard to understand why.

Last year, the National Longitudinal Study on Adolescent Health—a large study of 90,000 students in grades 7 through 12—found that adolescents who reported a close connection with their parents were the least likely to engage in risky behaviors. This is consistent with a National Institute of Mental Health study indicating that the adolescents most likely to engage in delinquency and violence are those who spend the most time with peers doing the same thing.

But parents are under enormous stress. They're working longer hours with less job security. They have less time to spend with their children. Many cannot afford the child care they need to ensure that their children are safe while they are at work. And there are fewer families that feel connected to strong, supportive communities and extended families.

In this regard, we see great promise in parenting services that help parents to learn appropriate developmental expectations for their children at different ages, establish positive relationships with their children and learn non-violent forms of discipline. Programs such as Head Start, the Community-Based Family Resource and Support Grant, and the Promoting Safe and Stable Families program, all support community-based efforts to help adults strengthen their parenting skills.

## CONCLUSION

Mr. Chairman, we know that integrated, positive youth development is far more effective than a focus on preventing a single problem behavior when working with young people. Any successful strategy needs to include the long-term commitment of concerned adults beginning at the birth of the child and lasting throughout the child's development to adulthood. Programs in schools, communities, religious institutions, or health-based organizations that foster the presence of caring, committed adults in the lives of children have been shown to be of critical value. All sectors of society must work together to build a caring community. Our children deserve this.

The concern that you and Senator Harkin and the members of this Subcommittee have demonstrated will help us to develop more effective strategies for promoting peaceful communities and communicating a powerful message of hope and good health. Thank you for the opportunity to share with you the public health perspective on youth violence and to highlight some of the initiatives underway in the Department of Health and Human Services to promote positive development and prevent violence in the lives of our nation's young people. We look forward to working with you and your colleagues on a bipartisan basis to build on these efforts.

**STATEMENT OF RICHARD W. RILEY, SECRETARY OF EDUCATION, OFFICE OF THE SECRETARY, DEPARTMENT OF EDUCATION**

Senator SPECTER. We turn now to Secretary of Education Richard Riley, who has had a distinguished career in the executive and legislative branches. He is a former governor, a former State Senator, a former State representative. Secretary Riley is a graduate of Furman and the holder of a law degree from the University of South Carolina.

The Clinton administration has benefitted by Secretary Riley's tenure since the administration began. He was sworn in in January of 1993, as was Secretary Shalala. I think that is quite a tribute to the administration and to you two Secretaries. Because that continuity is very helpful and very important.

Secretary Riley, I thank you for joining us, and the floor is yours.

Secretary RILEY. Thank you, Mr. Chairman.

The criteria for the order of speakers, if you had based it on the age of the people instead of the Departments, I would have fared better. [Laughter.]

I thank you and the other members of the committee for giving us this chance to appear. It is great to be with my colleagues. Like my colleagues, I appreciate your strong leadership in crafting this Youth Violence Prevention Initiative as a point of departure, a great positive point of discussion. I appreciate your determination, and that of the other members of this subcommittee, to have adequate funding for these three Departments and the Department of Justice.

**NATION'S SCHOOLS REMAIN BASICALLY SAFE**

Let me make just a couple of comments. First, despite the terrible tragedies of the last 2 years, our Nation's schools remain basically very safe. Parents have every right to be concerned after these terrible incidents. We can always do more to make them safer.

Having said that, let us also remember that while we send 53 million young people off to school every day, less than 1 percent of the homicides among youth aged 12 to 19 occur in and near schools, though they are there most of the day. I make this point because there is a tendency to become so focused on these tragic



instances that we can give parents really a distorted impression about the level of violence in our schools.

#### MEDIA COVERAGE OF YOUTH VIOLENCE IN SCHOOLS

When the media replays the same graphic image over and over and over again, it can really give people kind of a false impression. Yes, we have to do more to reduce youth violence. We all agree with that. But let us be sensitive to the force of fear, the power of fear to distort all that our schools are achieving, and to acknowledge the good things, the safe things that are happening there generally.

Second, all of these terrible tragedies have been defined by two common factors: disconnected boys with guns. We have a culture of violence in this country that is deeper I think than any of us realize. I find it astonishing that some schools allow gun shows to take place on their school property. I think that needs to change. We need to keep sending a very clear signal that unsupervised gun use and school children simply do not mix.

#### NEED TO OVERCOME SENSE OF DISCONNECTION IN YOUTH

We also have to do a much better job helping young people overcome their sense of disconnection, Senator, that both you and Senator Murray have talked about. When we build high schools the size of shopping malls, we simply lose some of our young people in the crowd.

#### YOUTH CONCERNS AS EVIDENCED IN THE SHELL POLL

I released this poll, which I mentioned previously, Senator, a few weeks ago, the Shell poll, which interviewed 1,000 high school students. The students told us several things, I think, that are pertinent. While most of our young people are optimistic about the future and have good values, they have some real worries. They are worried about drug and alcohol use among their friends. They are looking for help in learning how to respect one another. They want more adults helping them to deal with their emotions. They do not like big impersonal schools. They want smaller classes and smaller schools.

#### NEED TO END THE SENSE OF YOUTH DISCONNECTION

Now, all of these factors lead me back to the idea that young people are looking for these connections that we are talking about. If we want our schools to be safer, we ought to have the goal of making sure that every single child in America, every student, feels that there is at least one caring adult out there for them. To accomplish that, it is going to take help from the entire community—community-based organizations, other groups—everybody is going to have to be concerned. But I think that is a good goal for us to look at.

#### EDUCATION PROGRAMS EXTENDING CONTACT AND TIME FOR YOUTH

I am pleased the chairman's encouraging support is out there for our 21st Century Learning Centers, our after-school and summer school programs, our middle school coordinators effort, the Safe

Schools/Healthy Students Initiative, increased support for more school-based mental health counselors.

#### 21ST CENTURY LEARNING CENTERS

I urge the chairman to be even more encouraging on his support for the 21st Century Learning Centers. The President's request was for \$600 million. You have a very significant increase in your proposal, \$400 million. There have been over \$1 billion of applications for those programs. We were able to fund only \$200 million.

#### SAFE AND DRUG-FREE SCHOOLS PROGRAM

We continue to work hard to improve the Safe and Drug-Free Schools Program. We want to target our funding, make it more research based, and get recipients of funds to put in place real performance indicators.

#### NECESSARY ROLE OF FUNDING IN SUPPORTING SOLUTIONS

All of us at the table have been working closely together. Eric mentioned the early warning guide and the other efforts for these agencies to work together, but we will be hard put if this committee's budget allocation remains billions below the President's fiscal year 2000 budget request.

If this committee supports holding spending at the current level, we will have little opportunity to help the many schools and many communities that are looking for support when it comes to youth violence prevention initiatives.

#### CONGRESSIONAL LEADERSHIP IN FINDING SOLUTIONS

We appreciate, Mr. Chairman and others, your interest in this major problem, and that you are trying to deal with it.

#### PREPARED STATEMENT

Finally, Mr. Chairman, as always, I am very pleased by your commitment to advancing education and by your leadership on this important issue. I know you have gone out of your way in the last few months to meet with experts around the country and with Federal agency heads, with the goal of crafting this initiative. We appreciate your leadership very much.

Thank you.

Senator SPECTER. Thank you very much, Secretary Riley.

[The statement follows:]

#### PREPARED STATEMENT OF HON. RICHARD W. RILEY

Mr. Chairman and Members of the Subcommittee: Thank you for the opportunity to appear before you this morning to talk about the issue of youth violence. This is a topic of great importance to all of us at the Department of Education as well as to educators throughout the country. Tragic events in places such as Conyers, Georgia; Littleton, Colorado; Springfield, Oregon; Paducah, Kentucky; Pearl, Mississippi; and Jonesboro, Arkansas have driven home the fact that horrible acts of violence can strike anywhere, even in communities and school districts that are generally safe.

We recognize the devastating effects that violence can have on families, communities, and schools. Children cannot learn and teachers cannot teach if they are victimized or threatened. If students are to reach the high academic standards the

States have set for them, we must find ways to create safe, disciplined, and drug-free learning environments that support academic achievement.

This morning I'd like to talk with you about: (1) some of the things we have learned as we have worked with parents, students, teachers, and community members; (2) the actions we have taken to ensure that all students and teachers go to schools that are safe, disciplined, and drug-free; and (3) additional actions we are planning to take.

However, before proceeding I want to urge the Subcommittee to give very careful consideration to the President's fiscal year 2000 request for education programs. We believe that the initiatives identified in that proposal are critically important in creating safe, disciplined, and drug-free learning environments and preventing youth violence. The existing proposal includes funding for many initiatives, including Safe and Drug-Free Schools, class size reduction, 21st Century Community Learning Centers, and Reading Excellence. Funds for these and other important programs are necessary to improve the quality of education in the country and to ensure that students and teachers are safe. Funding of the programs included in our fiscal year 2000 request, many of which affect the school environment, is our highest priority.

In particular, I want to encourage the Subcommittee to consider providing the full \$600 million for the 21st Century Community Schools program requested in the President's fiscal year 2000 budget. This program has generated tremendous interest from schools and communities across the country, and combines an important violence prevention strategy—increased adult supervision of adolescents—with an emphasis on improving academic skills.

#### LESSONS LEARNED

We have been intensively involved in helping schools create safe, disciplined, and drug-free learning environments for many years. Over that time we have learned some important things about our schools and their safety. For example, we know that:

- Despite recent, high-profile cases such as those in Jefferson County, Colorado and Springfield, Oregon, schools remain safe places. Less than one percent of homicides among youth aged 12–19 occur in schools and 90 percent of schools haven't reported any serious violent crime. I have included a copy of the Annual Report on School Safety with my remarks for the record.
- There are many examples of schools that are doing a great job of ensuring that all students and faculty work and learn in an atmosphere that is safe, disciplined, and drug-free. We also know that there are numerous programs that, if implemented appropriately, can be very effective in reducing and preventing school crime and violence.
- There is a direct link between school reform issues and safe schools. Safe schools are schools where teachers are adequately trained; where the ratio between teachers and students is sufficient to ensure that no children “fall between the cracks”; where the instructional program is strong; where teachers and students treat each other with respect and civility; and where buildings are not over crowded or decaying.
- The most effective way to address school crime and violence is through a community-wide approach. While sound discipline policies and effective violence prevention programming are important elements in any effort to create safe, disciplined, and drug-free learning environments, we must also work to create access to adequate mental health resources; after-school programming; quality child care; early childhood services; and family strengthening programs. These services, while necessary for ensuring that our children and youth remain safe and healthy, do not necessarily need to be provided for by schools; however, linkages with medical and public health professionals, community groups and others that have responsibility for providing these services are necessary.
- Almost every school in the country is doing something to help create environments that are conducive to teaching and learning. For example, every school district in the country has policies prohibiting the possession of firearms, and almost every school has policies regarding the use and possession of illicit drugs. Further, almost every school district in the country has some sort of programming related to the prevention of drug use or violent behavior. Unfortunately, not all the programs being implemented are based upon sound research and many may have only limited effectiveness.
- Schools have not always been prepared to deal with issues related to crime, especially serious violent crime. While a growing number of schools have “crisis plans” or “school safety plans”, many still do not.

- Schools are not always prepared to deal with the aftereffects of a serious crime or crisis. Experience with recent shootings in Springfield, Oregon, and Jefferson County, Colorado has taught us that there are significant psychological and emotional consequences of serious and violent crime and that these issues have to be dealt with if teaching and learning are to resume.
- There are ways to identify students who are experiencing trouble and the earlier we can provide these students with help the more likely it is that we will be able to help them resolve their problems. Unfortunately, in many school systems and communities resources are simply inadequate to support students identified with mental health problems.

#### VIOLENCE PREVENTION ACTIVITIES

As you know, the Department of Education has been involved in a variety of activities and programs designed to ensure that every child has the opportunity to go to a school and every teacher has the opportunity to teach in a school without being threatened, attacked, bullied, robbed, or forced to witness the use or exchange of drugs. We are not alone in these efforts. Working with us every step of the way are our colleagues within the Department of Justice (DOJ), the Department of Health and Human Services (HHS), the Department of Labor (DOL), and the Office of National Drug Control Policy (ONDCP). Our work with these agencies reflects a partnership approach to creating safe environments—an approach that is necessary in every community in this country so that educators, law enforcement personnel, mental health and public health providers, youth-serving organizations, businesses, churches, parents, and youth themselves, come together to craft workable solutions. Success in creating safe schools is contingent upon our ability to forge linkages at all levels of government, to share resources and ideas and work together in a community, for our children and youth.

Generally, ED activities designed to reduce violence in our schools are focused on a limited number of strategic goals. We work to identify, disseminate information about, and support effective, research-based violence prevention strategies. We also seek to improve the quality of data available to the public about the issue of school violence. And finally, we want to encourage communities and neighborhoods to bring resources to bear in a comprehensive way to address the issue of school violence.

Our Safe Schools, Healthy Students initiative, which we are implementing jointly with agencies from the Departments of Justice and Health and Human Services, emphasizes all of these strategic priorities. The initiative is designed to provide students, schools, and their communities with enhanced comprehensive educational, mental health, social service, law enforcement, and, as appropriate, juvenile justice system services that promote healthy childhood development and prevent violence and alcohol and other drug abuse. As part of the initiative, applicants develop a single application for funds to support activities that together form a comprehensive, community-wide approach to promoting healthy childhood development and preventing violent behavior among youth. Funds from the three Departments to provide support for these comprehensive activities. In the future, we hope to work more closely with the Department of Labor as an additional partner in this initiative.

The initiative requires that applicants use objective data to demonstrate the nature and magnitude of the problems to be addressed by the grants. Applicants must also establish performance-based goals for their program and evaluation activities that measure progress toward goals. Safe Schools/Healthy Students applicants must also demonstrate the existence of effective community partnerships, and use of activities that have a solid base of research demonstrating their effectiveness.

We are also implementing a number of other important youth violence prevention initiatives, including:

- In conjunction with the Departments of Justice and Health and Human Services, we developed and disseminated the “Early Warning Guide” to schools across the country. The guide provides information to teachers, school personnel, and students about the warning signs that help identify students who need help and support to avoid choices that can harm them and their classmates. We are following up The Early Warning Guide this fall with a new “took kit” that will provide additional resources to help school personnel recognize and assist troubled students.
- We established an expert panel to identify exemplary and promising school-based drug and violence prevention programs, as well as a recognition program, designed to identify schools that are implementing research-based drug and violence prevention programs in comprehensive community-wide contexts.
- We are engaged in a number of activities designed to improve the nature, quality, and accessibility of data about school violence to school personnel and the

public. For example, in conjunction with the Department of Justice, we developed and released the first Annual Report on School Safety released in 1998. This document summarizes data about important indicators concerning school safety, and also includes information about research-based strategies. The second Annual Report is scheduled for release in October. We have also provided grants to States to help them develop or improve State-level data collection activities related to youth drug use and violence and, in conjunction with the National Center for Education Statistics, developed an agenda for more regular collection of information about school violence. And, in partnership with the Centers for Disease Control, we are studying school-associated violent deaths for the past several school years to improve our understanding of the circumstances surrounding those deaths.

- We recently awarded grants to support the hiring of school safety and drug prevention coordinators at middle schools around the country with the most serious drug and violence prevention problems. These coordinators will help middle schools assess the nature and extent of their drug and violence prevention problem, select and implement research-based prevention strategies, work with community-based entities to create safe, disciplined, and drug-free learning environments, and evaluate progress toward reducing drug use and violence. We will also be providing training to each of the coordinators hired as part of this initiative to ensure that they have accurate, up-to-date information about violence and drug prevention.
- We have established “Principles of Effectiveness” to govern the Safe and Drug-Free Schools and Communities Act (SDFSCA) State Grants program. These principles require local school districts and other recipients of SDFSCA funds to use objective data to assess their drug and violence problem; establish measurable goals for their prevention programming; implement effective, research-based programs; and evaluate their progress toward preventing school violence and student drug use.

I have included a more detailed list of current initiatives with my statement for the record.

#### FUTURE PLANS

While we plan to continue many of our existing initiatives, we also look forward to improving the Safe and Drug-Free Schools program to ensure that school districts develop more comprehensive and effective responses to school safety, and to providing support in other important areas.

The President transmitted to Congress his plans for reauthorization of the Elementary and Secondary Schools Act (ESEA), including Title IV, the Safe and Drug-Free Schools and Communities Act (SDFSCA) in the spring. The proposal for the SDFSCA contains several changes, which if adopted, will help strengthen the program. Proposed changes include:

- Emphasizing the implementation of high-quality, research based programs that are consistent with the “Principles of Effectiveness.”
- Targeting funds to districts with high need by awarding funds to school districts that have significant need and are able to develop high quality programming.
- Strengthening program accountability by requiring State and local recipients of SDFSCA funds to adopt performance indicators for their programs, and to develop comprehensive safe schools plans.

The reauthorized program would also change the way we deal with students who bring firearms to school. While we believe that students who bring firearms to schools must be removed from the regular classroom, we continue to be concerned about what happens to those troubled students who are expelled from school. Our reauthorization proposal requires that students who bring firearms to school be evaluated to determine if they pose an imminent threat of harm to themselves or others and need appropriate mental health services before they can be readmitted to schools.

In order to keep those students and others who are suspended or expelled for serious violations of student conduct codes connected to school, our reauthorization proposal also requires that States adopt a discipline policy that requires local educational agencies to adopt sound discipline policies including providing appropriate supervision, counseling, and educational services to suspended or expelled students. We also plan to award grants to local educational agencies to help them develop and implement alternative schools or placements. This is one area where we expect that collaboration with the Departments of Labor and Justice on their efforts to place out-of-school youth and youth offenders in alternative learning environments will be particularly useful.

Another provision in the reauthorization proposal would help local educational agencies (LEAs) respond to violent or traumatic crises by establishing the "School Emergency Response to Violence (SERV)." This program would authorize the Secretary to provide rapid assistance to school districts that have experienced violent or traumatic crises. Assistance would take the form of both short-term and long-term mental health crisis counseling, added security services, and training. I would also like to note that we have requested funds (\$12 million) for this initiative in the President's fiscal year 2000 budget request. I hope you give it serious consideration.

Finally, I would like to note some of the other provisions of the ESEA proposal would address issues related to school safety and use violence. These include a requirement that data concerning school safety be included in annual state report cards and that States provide information to ED on school-associated violent deaths. Other proposals, including the high school reform initiative, are likely to impact school safety concerns by reshaping the learning environments in our nation's high schools to create smaller, more personal settings.

We also look forward to expanding related activities implemented jointly with other agencies. In conjunction with the Department of Justice, we plan to award grants to support mentoring programs. And we will be joining with the Department of Justice in disseminating a publication that provides technical assistance to schools about removing weapons from school settings.

#### SUBCOMMITTEE'S DRAFT YOUTH VIOLENCE PREVENTION INITIATIVE

I applaud the Subcommittee for its interest in this very important topic, and look forward to working with the members of the Subcommittee to provide our schools and communities with the resources they need to create safe, disciplined, and drug-free learning environments where students and teachers can focus on achieving academic success.

As you know, your interest in this important topic is shared by the Administration. The Administration is considering ways for agencies to come together and improve the Federal response to youth violence, and we are looking to elevate this critical function to the White House. I think this mechanism would be an excellent way to build on the significant progress we have made in collaboration on this issue throughout the Executive Branch, and I look forward to participating fully. Given your interest and leadership on issues of youth violence, I hope that you and other interested members of Congress will provide us with your input and suggestions as we proceed.

I appreciate your including me in your hearing this morning, and look forward to working with members of the Subcommittee on this and other important education issues. I will be happy to answer any questions that you may have.

#### ADDITIONAL EXAMPLES OF DEPARTMENT OF EDUCATION INITIATIVES SUPPORTING SAFE AND DRUG-FREE LEARNING ENVIRONMENTS

##### PUBLICATIONS

##### *MTV Fight for Your Rights: Take a Stand Against Violence*

Interactive CD-ROM and guide for adolescents on violence prevention and conflict resolution.

##### *Early Warning, Timely Response: Tool Kit*

Practical information for schools on how to develop policies and implement effective violence intervention programs.

##### *Revised National Association of Attorneys General (NAAG) Guide on Protecting Students from Hate Crime and Harassment*

Revised to reflect Supreme Court decision in *Davis v. Monroe County Board of Education*.

##### *Publication on relevant laws/court precedents related to harassment*

Companion piece to the NAAG guide. Will provide a brief overview of relevant civil rights laws and court precedents and explain how they impact school policies.

##### TRAINING/TECHNICAL ASSISTANCE

##### *Focus Group Meeting with Secretary Riley on Youth Suicide Prevention*

To educate on the extent and nature, as well as risk factors, of youth suicide and suicide ideation and to begin a dialogue on the role of the Federal Government, and specifically the U.S. Department of Education, in suicide prevention efforts.

*Conflict Resolution Training (ED, OJJDP)*

To provide schools and community groups with training and technical assistance on how to develop and implement effective conflict resolution programs.

*Hate Crimes (ED, OJJDP)*

To support training and technical assistance to schools and community groups interested in developing and implementing hate crime prevention programs.

*National Resource Center for Safe Schools (ED, OJJDP)*

The National Resource Center for Safe Schools provides training and technical assistance to schools on how to develop and implement safe school strategies.

## TELECONFERENCES

*White House Conference on Mental Health**Safe Schools, Safe Students: What Parents Can Do*

Special discussion for parents about keeping their children safe. Produced with support from the Pfizer Foundation.

*Satellite Town Hall Meetings*

Series of meetings will emphasize school safety theme.

*Safe and Effective Schools for All Students and All Communities: What Works (ED, HHS, DOJ)*

Teleconference for SEAs and LEAs on how to foster collaboration.

*Building Bridges: Strengthening Schools and Communities.*—Partnerships for Preventing Violence, Harvard School of Public Health, ED.

*NEA/EchoStar/ED/HHS/DOJ Teleconference Series*

Series of three events, first will provide training consistent with “Toolkit” publication.

## CONFERENCES/MEETINGS

*Educational Implications for Children Exposed to Prenatal Drug Use (ED)*

An interactive workshop session for local superintendents and federal staff on education policy and risk factors and interventions for children exposed to prenatal drug use.

*Education and Leadership for Safe Schools Conference (OJJDP)*

The 14th Annual Conflict Resolution Education Network (CREnet) Conference will focus on supportive teaching and learning environments, and teaching conflict resolution and leadership skills.

*National Youth Gang Symposium (OJJDP)*

Addresses practitioner’s needs on gang-related programs geared toward school personnel, community organizations, law enforcement, researchers, and elected officials.

*Weed and Seed National Conference (OJJDP)*

Conference will feature insights into effective community partnerships and interactive workshops focusing on community revitalization.

*Safe and Effective Schools for All Students and All Communities: What Works (ED, HHS, DOJ)*

Sponsored by 11 Federal Agencies across three Departments (U.S. Department of Education, U.S. Department of Health and Human Services, U.S. Department of Justice) and key national associations. Invitational working meeting focusing on the exchange of knowledge and strategies for establishing safe and effective schools. Six-person teams from every state will, with the assistance of facilitators, engage in analysis of state data, strategic planning, collaboration, and networking that emphasizes improving student behavior and discipline and preventing violence in schools.

*School Security Officers Meeting (ED, COPS)*

Meeting of school security chiefs from large urban districts to discuss trends in the field, emerging issues, and information sharing.

*IASA Conferences (ED)*

Three regional conferences regarding education priorities and initiatives, recent research and model programs, and funding opportunities.

## GRANTS

*Middle School Coordinators (ED)*

Hiring grants for LEAs to recruit, hire, and train middle school coordinators to assist schools with implementing and evaluating effective drug/violence prevention programs and strategies.

*Safe Schools/Healthy Students (SDFS, OJJDP, SAMHSA, COPS)*

LEA grants to provide students, schools and communities with enhanced comprehensive educational, law enforcement, mental health, and juvenile justice services. Services and activities will focus on development of improved youth social skills and emotional resiliency to prevent violence and drug abuse.

*Safe Start Demonstration Project and Evaluation (OJJDP)*

Cooperative agreements for communities that have formed strong collaborative relationships with key partners to prevent and address the impact that exposure to violence has on young children.

*State and Local SDFS Formula Grants (ED)*

Formula grants to States to support research-based drug and violence prevention programming at the school and community level.

## REPORTS

*Gun Free-Schools Act Implementation Report (ED)*

Data from the 1997–98 school year.

*School-Associated Violent Deaths Survey Report (ED, CDC)**Youth Risk Behavior Surveillance Survey (CDC)*

Weapon carrying, drug use, etc. for students in alternative schools.

*1999 Annual Report on School Safety (ED, DOJ)*

Will provide an overview of nature and scope of school crime, as well as model programs, profiles of successful Safe Schools/Healthy Students grantees.

## OTHER

*Improved Data Collection (SDFS, NCES)*

SDFS and NCES collaboration to regularly collect and analyze data related to school crime and violence.

*Safe and Drug-Free School Recognition Program (ED)*

Identify schools that have effective drug and violence prevention programming.

*Expert Panel on Safe, Disciplined and Drug-Free Schools (ED)*

The panel will review and examine drug and violence prevention programs. Programs recommended as “promising” or “exemplary,” based upon objective criteria, will be forwarded to the Secretary for recognition.

**STATEMENT OF ERIC HOLDER, DEPUTY ATTORNEY GENERAL, OFFICE OF THE DEPTUTY ATTORNEY GENERAL, DEPARTMENT OF JUSTICE**

Senator SPECTER. We turn now to the Deputy Attorney General, Eric Holder, who has had a very distinguished career. He was educated at Columbia College and Columbia Law School. He served as an associate judge of the Superior Court of the District of Columbia. He was U.S. Attorney for the District, and now holds the number two position in the Department of Justice. We especially appreciated, General Holder, your joining us at the working session, and we look forward to your testimony.

Mr. HOLDER. Thank you, Mr. Chairman.

If I might be so bold, I was kind of sitting on the edge of my seat. I did not hear you discuss when the Department of Education was formed. I am not sure, I might have missed that.

Senator SPECTER. I was wondering if anybody had noticed. [Laughter.]



In 1979. Not only was it formed in 1979, it has withstood repeated attacks for its abolition, without my support. I have always been an irrelevant footnote, for which this body is famous. When I ran for President, I was the only respective candidate who wanted to keep the Department of Education. It did not sell too well, either.

Mr. Holder, we will start your time again.

Mr. HOLDER. I guess I am from the oldest Cabinet Department, but I am the lowest ranking person here. So this explains why I am where I am.

Mr. Chairman, Senator Harkin, Senator Byrd, Senator Murray, it is my pleasure to discuss with you today the problem of youth violence. First, I want to thank you for including the Justice Department in the development of your youth violence plan. Your work has bridged agencies, disciplines, perspectives, and appropriation streams to reach consensus on this issue of deep concern to all of us.

Youth violence is a justice issue. It is a school issue. It is a social service issue. It is also a labor issue. Addressing it requires a team effort, one that cannot be done in isolation.

I was pleased to participate in a series of youth violence meetings, chaired by Senator Specter, earlier this summer. I was also glad to see that you differentiated between me and the experts who were there.

I also want to express the appreciation of the Justice Department to Chairman Specter, ranking member Harkin and other members of the subcommittee with whom we worked closely for your commitment to working with the Department to find solutions to the youth violence problem. I look forward to continuing to work with all of you in this important effort.

#### YOUTH VIOLENCE

Now, we have heard a lot about youth violence in the news recently, and, to some extent, we have all looked to the start of this new school year as a new beginning, putting last year's tragedies behind us. No doubt we want this year to be different. It is tempting to want to start fresh, thinking that the problems have been solved, with metal detectors, student I.D.'s and uniformed security officers, and that the recent improvements in the juvenile arrest rates, particularly for violent offenses, are cause for celebration. But, to my mind, there is clearly more work that needs to be done. Delinquency is not just a crime issue, it is a public health issue—one that must be approached from a variety of directions to effect positive and lasting change. This makes our work both complicated and challenging.

#### COORDINATING COUNCIL ON JUVENILE JUSTICE AND DELINQUENCY

The Department's activities to prevent and respond to these issues are centered in our Office of Juvenile Justice and Delinquency Prevention, what we call OJJDP. In addition to administering a variety of programs and initiatives to address juvenile delinquency, victimization and the problem of missing and exploited children, OJJDP staffs the Coordinating Council on Juvenile Justice and Delinquency Prevention. That is a statutorily-es-

tablished body, chaired by the Attorney General. The Council coordinates all Federal juvenile delinquency prevention programs, all programs and activities that detain or care for unaccompanied juveniles, and all programs relating to missing and exploited children.

The Council has spearheaded many projects that the field has positively received. In February, following the Council's suggestion, the administration announced the Safe Schools/Healthy Students Initiative, a major new collaboration by the Departments of Education, HHS, and Justice. Through a consolidated application process, this program provides students with enhanced mental health, law enforcement and juvenile justice system services to reduce drug use and violent behavior, and also to ensure the creation of safe, disciplined and drug-free schools. Importantly, the agencies are collaborating on both funding and oversight in order to ensure continued cooperative management of this unprecedented multi-agency initiative.

We are proud of the Coordinating Council's accomplishments, and believe it is critical to a comprehensive, streamlined and coordinated Federal juvenile justice program. Let me be very honest with you. We are disappointed that the recently-passed juvenile justice reauthorization bills now in conference committee do not continue the Council. We urge you to retain the Council as a statutorily established entity. I believe it has served us well for the last 25 years, and is a very sound investment.

Effective delinquency prevention and control is built upon solid empirical research findings. In sum, the research shows that if you catch delinquency early and address the source of the problem, you are much less likely to be dealing with a crime, and possibly a violent criminal, later. Achieving this formula, however, requires a comprehensive, coordinated effort at critical times in a child's life with a range of services, supports and opportunities—what we call a continuum of care.

#### STRATEGY FOR JUVENILE OFFENDERS

To that end, OJJDP developed the Comprehensive Strategy for Serious Violent and Chronic Juvenile Offenders, which has, since 1993, served as the foundation for our programming. The strategy promotes a systematic approach to crime reduction that draws on the public health model, and includes strategies for prevention and intervention.

Programs like OJJDP's "Community Prevention Grants Program," the only Federal funding source solely dedicated to delinquency prevention, and the Nurse Home Visitation Program are just two of the programs that we support that are designed to prevent youth from starting down the pathway of delinquency.

It is also critically important that the juvenile justice system hold youth accountable for their behavior, while providing appropriate rehabilitation services for youth who can benefit from them.

I believe the impact of our activities is enhanced by our commitment to sharing information with the people who need it most. OJJDP funds the National Training and Technical Assistance Center, the Juvenile Justice Clearinghouse, and a Web site—visited over 90,000 times in 1998.

I agree that youth violence is a public health problem that requires a coordinated interagency approach. Continuing to pool the talents and the resources of Justice with those of Labor, Health and Human Services, and Education, as well as other interested parties, will permit us to expand our endeavors to more communities and to ultimately help more juveniles at risk of delinquency and victimization. For those youth who have already entered the system, we can provide more effective treatment and interventions to turn their lives around. Only through coordination at the Federal level can we make the most efficient use of our increasingly limited resources. It is critical, therefore, that your initiative complements, supports and coordinates with those programs already in place, and builds on what the research tells us works.

PREPARED STATEMENT

I appreciate your commitment to this issue and look forward to strengthened partnership between the Federal agencies that share the mission of improving the lives of this Nation's youth. I am confident that we can work together to build on what we have accomplished so far, and expand the possibilities about what we can achieve in the future.

Thank you.

Senator SPECTER. Thank you very much, General Holder.

[The statement follows:]

PREPARED STATEMENT OF HON. ERIC H. HOLDER, JR.

Mr. Chairman and Members of the Subcommittee: It is my pleasure to be here today to discuss the problem of youth violence and how the Department of Justice is working to address the issue through a comprehensive, collaborative approach. I will begin by briefly describing the overall trends we are observing in recent rates of juvenile crime and victimization. Then, I will talk about several of the programs the Department is sponsoring to combat juvenile violence and delinquency and to improve the lives of our Nation's youth, especially those programs that focus on prevention and early intervention. I'll close by commenting on the youth violence prevention initiative currently under consideration by this subcommittee, linking our current work with that which is proposed.

Before I begin, I want to express the appreciation of the Department of Justice to Chairman Specter, Ranking Member Harkin, and the other Members of the Subcommittee with whom we work closely, particularly Senators Stevens, Byrd, Gregg, and Hollings, for your commitment to working with the Department to find solutions to the problem of youth violence. I look forward to continuing to work with all of you in this important effort.

TRENDS IN JUVENILE ARREST RATES

Youth crime remains a serious problem for this country. However, recent data show that we are moving in the right direction. After steady increases from 1989 to 1994, the juvenile arrest rate for Part I violent crimes has dropped for three straight years, falling 23 percent from 1994 to 1997. We have also seen significant declines in every type of violent crime index offense, including a 43 percent drop in the juvenile murder arrest rate from 1993 to 1997. It is important to note that in 1997, as has been true for the previous twenty years, less than one-half of one percent of juveniles age 10 to 17 were arrested for a violent crime.

Although juvenile arrest rates are falling, we cannot rest because the rate is still 23 percent above the 1988 level. Arrest rates for many violent and nonviolent offenses remain at unacceptably high levels. Drug abuse and weapons offenses arrests, for example, are up 125 percent and 44 percent, respectively. Also the trends for female juvenile violent crime arrest rates, which have risen faster and fallen slower than for males, are cause for concern, as are the disproportionately high arrest rates for minorities.

We are also concerned about the alarming rates of juvenile victimization. According to the National Crime Victimization Survey, juveniles were twice as likely as adults to be victims of serious violent crime and three times as likely to be victims of sexual assault in 1995 and 1996. Many of these children were victimized by people they trusted the most—their caretakers. The number of children identified as abused or neglected almost doubled between 1986 and 1993. In 1993, 92 percent of those victims were victimized by a parent.

In addition to being victimized by crime and child abuse and neglect, many children struggle with a host of other problems which put them at risk of becoming delinquent. The social transformation of inner cities in recent decades has resulted in the concentration of the most disadvantaged segments of society, particularly in urban African-American communities. Recent research indicates that the disproportionate level of violence many urban areas are experiencing stems from a combination of macro risk factors, such as poverty and joblessness, and individual level risk factors, particularly family disruption. The studies have also taught us that many of the children about whom we have the greatest concern have multiple risk factors in multiple domains (for example, family, school, community, peers) in their lives. This makes our work even more complicated and challenging.

#### THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Department of Justice's activities to prevent and respond appropriately to youth crime, violence, and victimization are centered in the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP is a component of the Department's Office of Justice Programs and is the Federal agency responsible for addressing the issues of juvenile delinquency, victimization, and the problem of missing and exploited children. OJJDP achieves its mission by providing national leadership, coordination, and resources to help States and local communities develop, implement, and support programs tailored to their specific problems and needs. OJJDP also funds research and demonstration programs; provides technical assistance and training to help communities and practitioners implement promising and effective programs and practices; produces and distributes publications and other materials that contain the most up-to-date juvenile justice-related information available; and provides funds to States to help improve their juvenile justice systems.

#### COORDINATING COUNCIL ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION

In addition, OJJDP is responsible for staffing the Coordinating Council on Juvenile Justice and Delinquency Prevention (Coordinating Council), an independent body within the Executive Branch of the Federal Government established by the Juvenile Justice and Delinquency Prevention Act of 1974. The Council's primary functions are to coordinate all Federal juvenile delinquency prevention programs, all programs and activities that detain or care for unaccompanied juveniles, and all programs relating to missing and exploited children.

Since 1992, the Coordinating Council has been chaired by the Attorney General and includes four other cabinet secretaries, the Director of the Office of National Drug Control Policy (ONDCP), and three sub-Cabinet officials. Nine non-Federal juvenile justice practitioners appointed by the President, the President of the Senate, and the Speaker of the House also sit on the Council.

In 1996, the Coordinating Council published *Combating Violence and Delinquency: The National Juvenile Justice Action Plan* (Action Plan), an eight-point statement of objectives and corresponding strategies designed to strengthen State and local initiatives to address and reduce the impact of juvenile violence and delinquency. These objectives are as follows:

- provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles;
- prosecute certain serious, violent, and chronic juvenile offenders in criminal court;
- reduce youth involvement with guns, drugs, and gangs;
- provide opportunities for children and youth;
- break the cycle of violence by addressing youth victimization, abuse, and neglect;
- strengthen and mobilize communities around these issues;
- support the development of innovative approaches to research and evaluation; and
- implement an aggressive public outreach and education campaign on effective strategies to combat juvenile violence.

The Action Plan is regularly used by Federal agencies and States in shaping their programmatic responses to juvenile delinquency and violence.

In addition, in an ambitious effort to coordinate one of the Federal government's most valuable contributions to community safety—research about what works—the Council facilitated joint funding by several agencies for “Early Alliance,” a research study designed to promote positive development and reduce risk for adverse outcomes in children attending schools located in at-risk neighborhoods. Other inter-departmental collaborations spurred by the Coordinating Council are addressing such critical efforts as nurse home visitation programs; career enrichment for inner city youth; mental health needs of at-risk youth; treatment for children with learning disabilities; drug awareness, education, and prevention; a national replication of the Child Development—Community Policing program; the multiple needs of families with substance abuse problems; and international child abduction. I will describe many of these programs later in my testimony today.

In February 1999, following the approach advocated by the Council, the Administration announced a major new collaboration by the Departments of Education (through its Safe and Drug-Free Schools Program), Health and Human Services (through its Center for Mental Health Services), and Justice (through OJJDP and the COPS Office) to commit at least \$100 million dollars to the Safe Schools/Healthy Students Initiative. Accessed through a consolidated application process, this grant program will provide students with enhanced comprehensive mental health, law enforcement, and, as appropriate, juvenile justice system services designed to reduce drug use and violent behavior and to ensure the creation of safe, disciplined, and drug-free schools. Awards for up to three years are being made to successful applicants, with grants up to \$3 million annually for urban school districts, \$2 million for suburban districts, and \$1 million for rural districts and tribal schools designated as local education agencies. Importantly, the agencies are collaborating on both funding and oversight, in order to ensure continued cooperative management of this unprecedented multi-agency initiative, which will be expanded to include the Department of Labor.

We are proud of the Coordinating Council's accomplishments and believe its work is critical to creating and implementing a comprehensive, streamlined, and coordinated Federal juvenile justice program under the Attorney General's leadership. We were, therefore, disappointed to learn that the two juvenile justice reauthorization bills recently passed by the Senate and the House and now in conference committee, S. 254 and H.R. 1501, do not provide for a Coordinating Council. We were surprised by this omission, given the abundance of new funding streams, initiatives, and programs that the two bills propose. As conference proceeds on the bills and they return to the Senate and House floors for a vote, we urge you to retain the Council as a statutorily established entity. The Coordinating Council has served us well for the last twenty-five years and, at a cost of \$200,000 annually, we believe its continuation is a sound investment. We are confident that, if reauthorized, the Council will continue to play an essential role in the effective coordination of a broad-based and comprehensive Federal juvenile justice strategy.

#### RESEARCH

The foundation of effective delinquency prevention and control practice is built upon solid empirical research findings. To that end, OJJDP collaborates with a number of other Federal agencies to co-fund and oversee research related to juvenile delinquency and victimization. This enables the office to use its funds most effectively and to ensure that efforts are not duplicated across agencies. For example, OJJDP is currently working on interagency efforts with the Office of National Drug Control Policy and the U.S. Departments of Education, Commerce (Bureau of the Census), Labor, and Health and Human Services (Administration for Children and Families, National Institute of Mental Health, National Institute of Child Health and Human Development, National Institute on Drug Abuse, and Centers for Disease Control and Prevention). Partners within the Department of Justice include the National Institute of Justice, the Bureau of Justice Statistics, the Office for Victims of Crime, the Violence Against Women Office, the Executive Office for Weed and Seed, and the Office of Community Oriented Policing Services.

The research projects we have supported have significantly contributed to what is known about juvenile crime and delinquency and the effective approaches to prevent it. Of note, OJJDP is funding three on-going research efforts that are providing ground-breaking knowledge and understanding about the developmental pathways to juvenile crime and delinquency and that are helping to bridge the gap between research and practice, by providing information that has direct implications for prevention programming. They are:

- the Program of Research on the Causes and Correlates of Delinquency.
- the Study Group on Serious and Violent Juvenile Offenders (SVJ).

—the Study Group on the Very Young Offender.

Since 1986, the Program of Research on the Causes and Correlates of Juvenile Delinquency—which includes three coordinated, longitudinal research projects that constitute the largest shared-measurement approach ever achieved in delinquency research—has produced important findings about the factors that predict juvenile delinquency and the developmental pathways that juvenile offenders follow in becoming delinquents and career criminals. Among the many important and relevant findings of this program of research, we have learned that:

- most chronic juvenile offenders start their criminal career prior to age 12;
- for some youth, involvement in serious violent behavior begins as early as 10 years of age; and
- early indicators of juvenile delinquency may be apparent among boys as young as ages 1 to 5 years.

These and other research findings have a number of important implications for delinquency prevention programming. Most importantly, we know that preventing delinquency requires early identification of the risk and protective factors that affect youth development. Because prevention efforts are more successful and cost-effective if the child has not already persistently performed a negative behavior or penetrated the more serious stages of a pathway to delinquency, we must identify and address the early warning signs of problem behaviors as they emerge, from birth to adulthood.

For example, the researchers recommend that intervention programs begin as early as elementary school, since by the time many serious offenders reach high school their characters are well established and since older youth are resistant to changing their delinquent behaviors. Also, because delinquency progresses along a pathway from less serious to more serious forms of behavior, if we can identify a juvenile's position on a given pathway, we can attempt to short-circuit the progression. The focus should be on preventing young people from entering pathways in the first place. Failing this, we should intercept them from a negative pathway before the delinquent behavior becomes ingrained.

The second example I mentioned of our commitment to the importance of research-based prevention programming is the Study Group on Serious and Violent Juvenile (SVJ) Offenders. This Study Group conducted ground-breaking research that links risk-factors for serious and violent juvenile crime to successful prevention and intervention programs. Its goal was to provide up-to-date, detailed information about:

- the risk and protective factors for serious and violent juvenile offending, and the
- the effectiveness of SVJ crime prevention and intervention strategies.

The Study Group was made up of 29 leading juvenile justice and criminology scholars, including lead researchers from the Program of Research on the Causes and Correlates of Delinquency. Under the direction of Doctors Rolf Loeber and David Farrington, the research team spent nearly two years synthesizing 1decades of research on factors that affect SVJ crime rates and strategies that aim to prevent and/or reduce SVJ offending. The Study Group published its findings in a report that integrates the growing body of knowledge about risk and protective factors and the developmental pathways that lead to SVJ crime with knowledge about effective delinquency prevention and intervention programs.

From its analysis of SVJ crime data, the Study Group concluded that:

- serious and violent juvenile offenders are a distinct group of offenders who tend to start early and continue late in their offending, and who are responsible for a disproportionate amount of all juvenile crime. By targeting effective early delinquency prevention and intervention programs at this population, communities can achieve dramatic reductions in their overall juvenile crime rates.
- many potential SVJ offenders below the age of 12 are not routinely processed in juvenile court, and services in the community for such offenders appear unnecessarily fragmented, leading to a lack of public accountability for young potential SVJ offenders. Communities must integrate their juvenile justice, child welfare, mental health, and public health services in order to identify, track, and redirect potential SVJ offenders. Otherwise, these youth will continue to slip through the cracks.
- it is never too early to engage at-risk youth and their families in delinquency prevention programs, and there are programs that are effective in accomplishing these goals.

An outgrowth of the Study Group on Serious and Violent Juvenile Offenders is the Study Group on the Very Young Offender. Its creation was prompted by concern about how well the juvenile justice system, in its current form, is suited to deal with the youngest serious violent juvenile offenders. Since a very large proportion of the eventual serious violent juvenile offenders start offending as children under age 10,

the SVJ Study Group felt that a much closer look was needed at the very young serious offender. This second Study Group was constituted as a result. Specific areas being examined include whether such offending predicts future delinquent or criminal careers, how these juveniles are handled by various systems (juvenile justice, mental health, social services), and what the best methods are for preventing very young offending and persistence of offending. A report will be issued in 2000.

Together, the "Causes and Correlates" and "SVJ Study Group" research projects have greatly increased our understanding of the factors associated with juvenile delinquency and violence, the characteristics and developmental pathways of serious and violent juvenile offenders, and effective and promising approaches for preventing and intervening in juvenile delinquency. In sum, the research shows that if you catch delinquency early and address the source of the problem, you are much less likely to be dealing with a crime—and possibly a violent criminal—later. Achieving this formula, however, requires a comprehensive coordinated effort at critical times in a child's life with a range of services, supports, and opportunities—a continuum of care. It means we must get the right service to the right youth at the right time.

#### THE COMPREHENSIVE STRATEGY FOR SERIOUS, VIOLENT, AND CHRONIC JUVENILE OFFENDERS

Based on the research on what causes juvenile delinquency and what works to address it, OJJDP developed the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (the Comprehensive Strategy). Since 1993, the Comprehensive Strategy has served as the foundation for OJJDP's programming. Based on three decades of research in the fields of criminal justice, public health, and related disciplines, the strategy emphasizes six key principles:

- Strengthening families.
- Supporting core social institutions such as schools, religious institutions, and community organizations.
- Promoting prevention as the most cost-effective approach to reducing delinquency.
- Intervening immediately and effectively at the first sign of high-risk behaviors that can lead to delinquency.
- Establishing a system of graduated sanctions designed to hold every offender accountable while providing appropriate rehabilitation services.
- Identifying and controlling the small group of serious, violent, and chronic juvenile offenders who account for the great majority of serious and violent juvenile crime.

The Comprehensive Strategy promotes a systematic approach to crime reduction that draws on the basic principles of the public health model. According to this model, we must first identify the root causes of juvenile crime and then implement a range of programs and services designed to prevent delinquency from occurring in the first place. However, when offending behavior does occur, it needs to be met with immediate interventions designed to deal with the causes while sending a message that law violating behavior will not be tolerated. This is the first tier in a system of graduated sanctions designed to respond appropriately to each offense and offender based on the risks the offender presents to the community and the needs of the offender. By coming at the problem of juvenile crime and delinquency from the perspectives of public safety, accountability, and care and concern for every child—through both prevention and delinquency control—we can achieve the greatest success in enhancing positive youth development and reducing juvenile crime.

The Department is currently providing training and technical assistance to six States to implement the Comprehensive Strategy—Florida, Iowa, Maryland, Ohio, Rhode Island, and Texas—with each site implementing the strategy in up to six jurisdictions. In addition, three pilot sites—Jacksonville (Duval County) and Fort Myers (Lee County), Florida and San Diego, California—are engaged in implementing the Comprehensive Strategy.

#### PREVENTION PROGRAMS

As noted previously, the principles of the Comprehensive Strategy are the basis for many of our programmatic efforts. For example, we know that the best way to combat juvenile crime is to prevent it from happening. In 1992, Congress enacted a new Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 and established the "Incentive Grants for Local Delinquency Prevention Programs," more commonly known as the "Community Prevention Grants Program." This program is the only Federal funding source solely dedicated to delinquency pre-

vention. It uses a community-initiated planning process that leads to implementation funding for communities nationwide.

The Community Prevention Grants Program is founded on a research-based framework that focuses on reducing risks and enhancing protective factors to prevent youth from entering the juvenile justice system. It offers a funding incentive to encourage community leaders across disciplines, bridging public health and community justice approaches, to engage in multi-disciplinary assessments of risks and resources specific to their communities and to develop comprehensive and collaborative plans to prevent delinquency. Such programs maximize the chances of preventing juvenile crime, delinquency, and other related problems.

To enhance the capacity of communities to formulate, implement, and evaluate comprehensive delinquency prevention plans, OJJDP sponsors orientation training for community leaders and training on developing risk and resource assessment while providing technical assistance at no cost to the recipients. Since 1994, OJJDP has provided training to nearly 6,000 community leaders.

With training and technical assistance to develop local plans and seed funding to begin to implement plans over a 3-year period, communities are empowered to develop and implement delinquency prevention programs that best suit their unique needs and circumstances. In the past five years, 620 communities have received subgrants to mobilize resources and implement delinquency prevention programs. Over \$40 million in matching funds have been leveraged from State and local resources.

As a consequence of OJJDP's support, we are seeing some encouraging results. For example, the Clinton, Iowa Families and Schools Together program has produced a 37 percent decrease in school behavior problems in the first program year and a 31 percent decrease in the second year. The Clark County, Washington School Reentry program showed a 39 percent decline in gang involvement in participating students from 1995 to 1998.

#### PREVENTION—CHILD PROTECTION PROGRAMS

In addition to the Community Prevention Grants Program, we support the Strengthening America's Families Project. Through this program, OJJDP provides free training and technical assistance to family services organizations and administrators to enable them to improve or establish effective family strengthening programs nationwide by disseminating information on 34 model family strengthening approaches, providing training and technical assistance on implementation barriers and issues, and helping communities to select and evaluate family programs. With OJJDP's commitment, dozens of these promising or effective models are being implemented in more than 150 communities. As a result, we have seen programs improve the quality of parents' relationships with their children and achieve significant and sustained reductions in delinquency and dependency.

Recognizing that minority children are over represented in the dependency system, we have also provided funds to support the national Parents Anonymous organizations' comprehensive model of neighborhood-based, shared leadership with families in low-income, high-crime areas. Through this effort, parents are given the opportunity to observe, practice, and learn skills in parenting, communication, conflict resolution, and other related life skills.

Another family strengthening program we support, the Nurse Home Visitation Program, sends nurses to visit low-income, first-time mothers during their pregnancies and until their babies reach two years of age. The nurses help women improve their health, making it more likely that their children will be born free of neurological problems. Parents also learn to care for their children and to provide a positive home environment. Recent reports indicate that the Nurse Home Visitation program reduced State-verified cases of child abuse and neglect by 79 percent among mothers who were poor and unmarried and resulted in 44 percent fewer behavioral problems because of their use of drugs or alcohol. Adolescents whose mothers received nurse home visitation services over a decade earlier were 60 percent less likely than adolescents whose mothers had not received such services to have run away, 55 percent less likely to have been arrested, and 80 percent less likely to have been convicted of a crime.

To help break the cycle of violence, OJJDP supports the Child Development—Community Policing program, developed in 1993 by Yale University in partnership with the New Haven Police Department. The program model trains police officers and mental health professionals to work in collaboration to provide direct intervention and treatment to youth who are victims or witnesses of violent crime. The partnership assists children, families, and the community in dealing with the psychological effects of community violence by ensuring that children receive appropriate mental health services. Building on the success of the Yale-New Haven project, the



Department, in an initiative called Safe Start, is providing financial and technical assistance to approximately 12 additional communities to implement similar partnerships that reach into schools, courts, and child protection services.

In December, the Department took the lead on the President's Children Exposed to Violence Initiative, which focuses public attention on the abuse and violence that affects the lives of too many children, and challenges Federal, State, and local law enforcement—in partnership with families, communities, social service agencies, child protective services, mental and physical health care providers, schools, courts, the private sector, and Federal, State, and local government leaders—to improve prevention, intervention, and accountability efforts addressing children exposed to violence.

As part of the initiative and with support from the Department, the Yale Child Study Center will serve as a national center on children exposed to violence and on law enforcement partnerships. The center will provide training and technical assistance, devoting special attention to the link between early victimization and later juvenile and adult criminality. This new center will serve as an important resource for all communities that are in need of assistance and support in developing programs focusing on children exposed to violence.

Our child protection efforts also include activities to combat child abduction and exploitation. OJJDP has worked with the National Center for Missing and Exploited Children (NCMEC) since 1984 and has recently expanded its joint efforts to protect children from Internet exploitation. With support from OJJDP, NCMEC has provided training and technical assistance to law enforcement to address Internet crimes against children and is conducting a national survey on Internet pornography. NCMEC also operates a Cyber Tipline that collects information from citizens regarding computer-related sexual exploitation of children and forwards it to appropriate law enforcement agencies. In addition, OJJDP has provided assistance to 10 State and local law enforcement agencies through its Internet Crimes Against Children program to establish "cyber units" to investigate these crimes.

#### PREVENTION—PROGRAMS PROVIDING POSITIVE OPPORTUNITIES FOR YOUTH

OJJDP also supports a number of programs that provide more positive opportunities for youth, such as mentoring, after-school activities, and conflict resolution programs. Among the goals of such programs are to help children develop positive life skills, give them support and direction, and create opportunities for community involvement and service, all of which are believed to provide a good defense against involvement in delinquent behavior.

For example, the Juvenile Mentoring Program (called JUMP) is designed to provide one-to-one mentoring for youth at risk of delinquency, gang involvement, educational failure, or dropping out of school. Mentors provide youth with personal connectedness, supervision, and guidance; skills training; career or cultural enrichment opportunities; a sense of self-worth; and goals and hope for the future. Since 1995, OJJDP has awarded more than \$39 million to support local mentoring efforts through JUMP and currently funds 166 JUMP sites in over 40 States.

Probably the best known mentoring program in the United States is Big Brothers/Big Sisters of America. An extensive evaluation of this program by Public/Private Ventures and OJJDP's 2-year experience with JUMP show that mentoring programs improve school performance and reduce antisocial behavior, including alcohol and drug abuse. Youth involved in the Big Brothers/Big Sisters mentoring programs were 46 percent less likely to experiment with drugs, 27 percent less likely to experiment with alcohol, and almost 33 percent less likely to hit someone than youth not participating in the program. Participating youth also skipped school less often than youth not participating in the program and showed a modest grade improvement in academic performance.

To strengthen local mentoring projects, OJJDP is establishing a National Mentoring Center. The center will develop and field-test a core curriculum for training mentoring project staff and volunteers in specified program areas; design and conduct a set of interrelated training events that help mentoring projects to improve; and develop and disseminate technical assistance packages, publications, and other resource materials and facilitate the sharing of information across sites.

The National Youth Network, funded by OJJDP, provides opportunities for youth leadership. The Network serves as a catalyst for youth across the country to prevent crime and victimization and make a difference in their communities by collaborating among youth-focused national, State, and community organizations; distributing information on successful programs and strategies; advocating youth perspectives to policy makers; promoting the need for positive youth activities through the media;

and reaching out to non-affiliated youth, especially those in the juvenile justice system.

OJJDP funds after-school activities at Boys and Girls Clubs that provide young people with appealing alternatives to drug use, drug dealing, violence, and crime. Funds were also provided by OJJDP for Boys and Girls Clubs to expand in public housing to keep youth from becoming involved with gangs or to intervene with those in the early stages of gang involvement. Boys and Girls Clubs have reached out to 6,000 youth at risk of gang involvement in 93 sites. The Department of Labor is working with us on this effort and is providing additional funding for workforce development activities. Portland University studied the program and found that 90 percent of potential gang members have maintained regular contact with the club, 48 percent improved their school behavior, more than 33 percent improved their grades, and as many as 33 percent improved their school attendance. According to a Columbia University outcome study, the OJJDP supported Boys and Girls Clubs in public housing programs reduced the juvenile crime rate by 13 percent, increased rates of school attendance, and improved academic performance.

OJJDP is also working with the Department of Labor (DOL) to increase job training and employment opportunities for high-risk youth. Specifically, we have been actively engaged in the development and implementation of the Concentrated Services for Youth Offenders Demonstration program (which Senator Specter supported and we will be evaluating for DOL), providing technical assistance for the Youth Opportunity Grants program, and evaluating the Quantum Opportunities program and the TEEN Supreme life skills program. We soon expect to finalize an agreement with DOL to build on our current efforts to create a comprehensive strategy to serve youth who are at risk or who have been under the supervision of the criminal justice system.

In the area of drug abuse prevention, one of the most promising approaches we have observed is the Life Skills Training (LST) program developed by Dr. Gilbert Botvin at the Institute for Prevention Research at Cornell University Medical College. The LST program targets the psycho-social factors associated with the onset of drug involvement, providing general life skills training and social resistance skills training to junior high school students.

One promising approach for reducing conflict and violence in the schools is bullying prevention. For example, a program to reduce bullying among school children was launched in Norway in the early 1980's. This program involves interventions at multiple levels (e.g., school-wide, classroom, and individual) designed to establish norms within the school environment that support pro-social and inclusive behavior among children and that discourage bullying and other antisocial behavior. Reductions in bullying, victimization, and antisocial behavior were observed as a result of a bullying prevention program implemented in Norwegian schools. Specifically, there were strong reductions in self-reports of vandalism, fighting, theft, alcohol use, and truancy.

Until recently, there have been few attempts to establish antibullying initiative in American schools. The South Carolina Bullying Prevention study, funded by OJJDP, evaluated a bullying prevention program implemented in the State's middle schools. Preliminary findings indicate that the program reduced self-reported delinquency after 1 year.

Conflict resolution training has also proven to be effective in resolving the schoolyard problems of bullying, teasing, and fighting. However, in addition to improving children's behavior in the classroom, the culture of the school must be changed. OJJDP and the Safe and Drug-Free Schools Program of the U.S. Department of Education have recently tripled their commitment to increase the number of conflict resolution programs available through schools, juvenile facilities, and community-based organizations. To support this work, OJJDP provides funding to the National Center for Conflict Resolution Education. The Center's mission is to build partnerships with national, State, and local organizations to develop conflict resolution programs, including those in school districts and local communities.

School violence, truancy, drugs, and gangs are problems confronting many communities. To address these issues, OJJDP funded the development of the Hamilton Fish National Institute on School and Community Violence at George Washington University to test the effectiveness of violence prevention methods and to develop more effective strategies. A consortium of seven universities work directly with local school systems to implement and test school-wide interventions that promote safety by reducing fighting and bullying, truancy, and drug use and by enhancing positive student interaction. The Institute is identifying programs that can be replicated to reduce violence in America's schools and their immediate communities.

The work of Hamilton Fish in school violence is complemented by the activities of the National Resource Center for Safe Schools. This center, funded jointly by the

Safe and Drug-Free Schools Program and OJJDP, provides training and technical assistance to help schools and communities to create safe school environments.

#### INTERVENTION

Prevention programs and positive opportunities for at-risk youth represent just one part of the Comprehensive Strategy. It is also critically important that the juvenile justice system hold youth accountable for their behavior while, at the same time, providing appropriate rehabilitation services for youth who can benefit from them—services involving both social control and treatment. The system must have the capacity to appropriately assess a child's needs when they first enter or become known to the system. Delinquents who come into the juvenile justice system have often had previous contact with the system, for example as victims of child abuse or runaways. It is important to assess the needs of children and provide appropriate interventions as early as possible.

OJJDP is encouraging the type intervention activities that are necessary through a new Community Assessment Center (CAC) project. CAC's, which ideally will provide a 24-hour centralized point of intake and assessment, are designed to improve the assessment of children on a variety of needs the first time they come into contact with the juvenile justice system—as dependents, status offenders, or delinquents. Juvenile justice and community-based youth service providers co-locate at the CAC to make both basic and in-depth assessments of the juvenile's circumstances and treatment needs, arrange for detention or release to a safe and appropriate setting, develop recommendations, facilitate access to services, and manage or monitor appropriate treatment services.

Once the justice system has completed an assessment, it must have in place a range of programs to successfully deal with the issues that have been identified. This requires implementing programs that have proven to be effective. Two examples of effective programs that we are supporting include the Multisystemic Therapy program and Treatment Foster Care.

*Multisystemic Therapy (MST)* is a non-residential delinquency treatment/family strengthening program developed by Dr. Scott Henggeler of the Medical University of South Carolina. This program views individuals as being "nested" within a complex of interconnected systems, including the family, community, school, and peers. MST targets problems in any of these systems for change and builds the capacity of the family and individual to work within these systems to effect that change. Several evaluations of the programs have demonstrated that juveniles receiving MST have substantially lower recidivism rates than those receiving traditional services.

*Treatment Foster Care (TFC)* was developed by the Oregon Social Learning Center in 1983 as an alternative to residential and group care placement for serious and chronic juvenile offenders. Four studies have been conducted on the effectiveness of the TFC approach and overall, the results showed that, compared with alternative residential treatment models, TFC was cost effective and led to better outcomes for children and families.

Although the prevalence of mental health and substance abuse disorders among youth in the juvenile justice system is largely unknown, recent research suggests that these problems are significantly greater for juvenile delinquents than for other youth. To effectively rehabilitate juveniles, there needs to be an increase in the number and quality of treatment programs in the community and in juvenile institutions. OJJDP is currently working with other Federal agencies to provide increased levels of funding for mental health and substance abuse treatment programs both in the community and in juvenile institutions. For example, OJJDP is contributing to a multi-year National Institute of Mental Health study on substance abuse, antisocial behavior, and the long-term efficacy of medication and behavioral and educational treatment for children with attention deficit/hyperactivity disorder. OJJDP funds will permit the study to focus on delinquent behavior and juvenile justice system interaction. OJJDP is also contributing to the National Institute of Corrections' training and technical assistance initiative with the GAINS Center. The Center helps court and juvenile justice leaders improve treatment and services for juvenile offenders with co-occurring disorders.

A strong system of intervention also requires effective partnerships between courts, services, and law enforcement. OJJDP is funding and evaluating the demonstration of this approach in three communities: Oakland, California; Baton Rouge, Louisiana; and Syracuse, New York. These communities are forming partnerships among community residents, faith organizations, law enforcement agencies, the media, schools, and families to reduce juvenile gun violence—focusing on strategies related to the access, possession, and use of guns by juveniles as three critical aspects to the problem.

Juvenile gang violence poses the same challenges and requires the same comprehensive approach as gun violence. There is general recognition among gang experts that the most effective strategies to deter gang involvement are likely to be comprehensive, multi-pronged approaches that incorporate prevention, intervention, and suppression activities while encouraging collaboration among various community agencies. The Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program is an OJJDP demonstration initiative that is currently being implemented in five jurisdictions. This is a multi-year effort to implement and test a comprehensive model developed by Dr. Irving Spergel at the University of Chicago. The strategies in this model consist of a combination of community mobilization, social intervention and outreach, provision of social and economic opportunities for youth, suppression, and organizational change and development. The demonstrations are currently being evaluated.

OJJDP is committed to the support of all States that are focusing on the needs of at-risk girls and young females in the juvenile justice system. The Office recently published *Guiding Principles for Promising Female Programming: An Inventory of Best Practices* which highlights exemplary and effective gender-specific program practices that State and local jurisdictions can use immediately. Gender-specific programs encourage healthy attitudes, behaviors, and lifestyles, and promote social competence in girls. Elements which have proven vital to the development of promising gender-specific programming include: relationship building, responding to victimization, non-traditional vocational training, staff training, life skills development, parental skills training, and prenatal-postpartum care.

#### COORDINATION AND INFORMATION SHARING

The impact of all of these activities—from research and evaluation to effective prevention and intervention programming—is enhanced by our concerted commitment to sharing information with the people who need it most. To that end, OJJDP funds a National Training and Technical Assistance center which coordinates our various training and technical assistance resources. We also support the Juvenile Justice Clearinghouse (the Clearinghouse), a component of the National Criminal Justice Reference Service (NCJRS). NCJRS is one of the most extensive sources of information on criminal and juvenile justice in the world, providing services to an international community of policymakers and professionals. In 1998, the Clearinghouse distributed over 3.5 million copies of OJJDP's publications, a 45 percent increase from 1997; received over 44,000 requests for information, a 14 percent increase from 1997; and provided support to 136 national and local conferences. The OJJDP website was visited over 90,000 times in 1998. In addition, we sponsored six national satellite conferences, broadcasting to an average of over 450 viewing sites and over 13,000 people. Topics included serious and violent juvenile offenders, school safety, youth courts, and Internet crimes against children.

OJJDP is also supporting public education through the "Investing in Youth for a Safer Future" media campaign. This partnership with the National Crime Prevention Council and the Ad Council is broadcasting through radio, print, and billboards public service advertisements on proven actions and programs that prevent and reduce crime by and against youth and tested interventions that help young people turn their lives around when they have gotten into trouble. We have also joined with the Department of Education and MTV to reach out to young people through MTV's Fight for Your Rights: Take a Stand Against Violence initiative. Through this initiative, the Department of Justice is distributing: an interactive CD-ROM that walks viewers through a number of videotaped real-life situations and gives them the skills they need to resolve conflicts peacefully; and an Action Guide that provides young people with ways to reduce violence in their communities.

#### YOUTH VIOLENCE INITIATIVE

I have described to you our comprehensive approach and just a few of our current activities designed to prevent juvenile crime and violence, improve the juvenile justice system, and address juvenile victimization. It is obvious that I am proud of this Department's accomplishments in juvenile justice. And, I believe that the positive trend we have observed in recent juvenile arrest rates is due, at least in part, to the balanced approach we have adopted in juvenile justice—one that combines prevention programs for at-risk youth with early intervention and sanctions that hold offenders accountable at every stage of the juvenile justice system. As a result of this approach, we have seen entire communities coming together—law enforcement, schools, businesses, youth services, and the faith community—to protect our children and steer them away from crime and drug abuse.

I am, therefore, pleased to appear before you today to discuss how the Department of Justice can work with you as you deliberate the next steps of a youth violence prevention initiative. I am in agreement with your analysis that youth violence has become a public health problem that requires a coordinated interagency approach to combat it. Continuing to pool the talents and resources of Justice with those of the Departments of Labor, Health and Human Services, and Education, and other interested parties will permit us to expand our endeavors to more communities and, ultimately, to help more juveniles at-risk of delinquency and victimization. For those youth who have already entered the system, we can provide more effective treatment and interventions to turn their lives around.

But, the key to achieving success is coordination. Only through coordination at the Federal level can we make the most efficient use of our increasingly limited resources. And you may be sure that we are working with other agencies and the White House to determine the most effective way to achieve this coordination. That is why it is critical that the programs you propose complement, support, and coordinate with those programs already in place and build on what the research tells us works. In general, I think we are in agreement on this, based on the outline of your youth violence initiative. It is, however, very difficult for us to respond to your proposals without knowing the overall level and content of the Subcommittee's Labor/Health and Human Services/Education appropriations bill. We need to work together to ensure that all the bill's priority programs are sufficiently funded.

I appreciate your commitment to this issue, and look forward to a strengthened and renewed partnership between the Federal agencies that share the mission of improving the lives of this Nation's youth by eliminating juvenile violence and delinquency. Let us work together to build on what we have accomplished so far and to expand the possibilities about what we can achieve in the future. Let's do it for the children, and reap the rewards of a better society for all. I would be pleased now to respond to any questions you may have.

#### CREATION OF THE OFFICE OF ATTORNEY GENERAL

Senator SPECTER. I have had a determination made as to the Department of Justice, and this I think is worth a footnote. The Office of Attorney General was created on September 24, 1789. That is 2 years after the Constitution was signed, and then of course it was ratified. But the Department of Justice was not established until June 22, 1870. So that goes to show you the efficiency of having a one-person office for almost a century. [Laughter.]

A vote has been scheduled, but I am going to proceed here for another 10 minutes or so, to move along as far as we can. The central problem at our task force, or meetings, involved the question of where we should have coordination of this program. Turf is always an issue in Washington, notwithstanding the cooperative nature of our Secretaries and Departments here today.

I have talked with Mr. Bruce Reed, the Chief of Domestic Policy for the President, and it is going to be coordinated out of the White House. But there is going to be a need for the day-to-day coordination. Our best judgment has been, as you know, to put it under the Surgeon General.

The question I have for you, Secretary Shalala, is what personnel are now available within the Surgeon General's unit, which has never been an expansive administrative unit? What are your plans for expanding it, beefing it up? What kind of funding do you need? We are prepared to work with you to make that office the cornerstone because of the consideration of this being a national health problem. Where do you plan to take it, by way of personnel and organization?

Secretary SHALALA. Well, Senator, as you know from your conversation with Mr. Reed, we are working on ways to, as agencies, develop a new policy coordinating mechanism. I think we are actu-

ally talking about the development of a Youth Violence Council. But you point out that the management of the programs will be the responsibility of the agencies. The Department will manage its programs, working with the other agencies, through the Surgeon General's office.

As you rightly point out, the Office of the Surgeon General, even though it is combined with the Office of the Assistant Secretary for Health, has limited resources. But it is our plan, as both part of the proposal as well as in terms of our internal organization, to beef up the Surgeon General's office to play what appropriate management role it's designated to play.

Senator SPECTER. Do you anticipate a council to be established out of the White House to coordinate all this?

Secretary SHALALA. Yes. We are working on that. We would deeply appreciate your advice on that and your participation as we develop it. It is not finally done, as Mr. Reed indicated to you. We are working on the development of a coordination council out of the White House, which is not unusual in terms of how we coordinate across departments.

That would not substitute, though, for the ongoing management of the programs themselves by the appropriate departments or management coordination across the departments.

Senator SPECTER. Well, we just finished the work of a Commission on Weapons of Mass Destruction, where we found 96 separate agencies touching that very vital role. And after a lot of study and after talking to a lot of secretaries and ex-secretaries and administration people, we came to the conclusion that we needed a central person. And it would be my hope that that individual would be identified. And if you have a better candidate than the Surgeon General, I am open. Legislatively, this subcommittee is open to the idea.

But from all we have seen and the history of the identification as a health problem, and, really, to take it away from an enforcement and going after the incorrigibles, we think the Surgeon General is a good person to head it. We took a look at his unit, and it is not equipped. You have some very good people in there, but there are very few. So we want to work with you as you move across on that.

#### YOUTH VIOLENCE COUNCIL

On a related issue, we had an extraordinary group which met on our three working sessions. Mr. Holder, I would like you to make a comment, because you were there. We had, at one or more of the meetings, the Surgeon General, the head of the National Institute of Mental Health, the Director of the Office of Juvenile Justice and Delinquency Prevention, the Assistant Secretary for Elementary and Secondary Education, the President-elect of the National Association of School Psychologists, the Centers for Disease Control, a division of Violence Prevention, and about three times that number, really a very interesting collection of practical technicians sitting down.

The comment was expressed, and I say this in a very constructive way, that they had not seen each other, to talk across depart-

mental lines. It is certainly a truism that everybody in this town is so busy, it is very hard to get the kind of interpollination.

Mr. Holder, I would be interested in your evaluation, for the record, of the utility of pulling together that kind of a cross-sectional group and, since you were there, your thinking as to how we might promote that, keep it going.

Mr. HOLDER. Well, I certainly think the group that you convened, you had the right players there. I think that is the way in which we are going to get a handle on this problem—to think of it in a way that we have not in the past, to think of it as a health issue, a public health issue, to address it that way, to use the kinds of techniques that have been used successfully in dealing with other public health issues.

I think the proposal of the Youth Violence Council is a good one. Coordination really is the key here, to get people together in the way that you did, so that you have people who, through the course of a day and the press of business, do not have a chance to meet, to get together, and to come up with coordinated strategies.

Ultimately, I think whatever we put together, the question is going to be one of leadership and making sure that there is, either in a council or an individual, a leadership responsibility to bring those people together on a consistent basis, to make sure that all of our efforts are coordinated, that we are all looking for the same kinds of things, to make sure that there are not turf fights, which inevitably tend to crop up.

I think the possibility exists that we can make some meaningful progress here if we will keep our eyes on the prize. I think the Youth Violence Council, from my perspective, is a very promising idea.

Senator SPECTER. Well, I would like to see you take a look at that model, to keep it going, as we start to move through it. We have only scratched the surface as best we could do it in a relatively short period of time. We would urge that all the departments take a look beyond what we have identified here, as to what touches on youth violence. Again, you have a lot of important projects and a lot of important things to do. But I think there is a consensus in America about this being a priority, as to how more efforts can be targeted at this issue.

The idea of bringing in young people, I think, is a very good idea. I think that ought to be structured in.

Let me ask, Secretary Herman, what your thinking would be as to how we could bring the young people into these activities. Your Department probably touches more of them in the regular course of activities, through the Job Corps and through the job training programs. Although, Secretary Riley, they are all subject to education. But what suggestion would you have on how to bring these young people in, so that we have the benefit of their inputs, and also they have the feeling of being parties?

Secretary HERMAN. I think we should do it on at least two levels, Senator. First, formally, I think we can do more to organize what we are calling youth councils at the local level. So that as we execute programs and strategies, that we create a place for young people as a part of that process, so that they can be formally in the dialog. I think that all of our systems need to be cognizant of that

and reach out to bring young people in—the young people that we met and talked with. Those are the kinds of individuals who have been through the programs. We need to have the continuity of networks, so that we do not lose track of them, so that we can bring them back to the table.

But, second, I think that as a part of engaging the whole community, that we need other avenues where young people are today, be it faith-based communities, in the churches, in the neighborhood centers, through the school systems, engaging more athletes, celebrities, as we are trying to do through the YO! Movement. Those individuals who have the ears of our young people today also need to be brought into this process.

Senator SPECTER. I will come back to you in a minute, Secretary Shalala.

Secretary Riley, your idea for at least one caring adult is a bull's eye. We talk a lot about mentoring. There are a lot of agencies out there, Take a Brother, Big Brother, et cetera. You may want to supplement this with some additional reflection. But how can we target—no better place than through the schools—to identify a named adult? If a child has a parents or a parent or a grandparent, it is not too hard. But so many, especially in the inner city, do not—or, really, across America—do not.

How can we structure a program to identify a national registry, to make sure every student has a caring adult?

Secretary RILEY. Well, I think the question certainly points out the complication of it. I really think it has to be done more or less on a community basis. You cannot make it so big that it does not reach people.

The parent information resource centers, which you recognize in your proposal—and we have those in all the States—information for parents as to what they can obtain in terms of resources or connections with them I think is very helpful, contacting the community based organizations. It is amazing—if this concept really caught on in a community—and some communities are really involved in it in different ways—it is amazing how many people would really welcome the opportunity to connect up with a child.

I have a son who is a lawyer in Columbia. He has a mentee. He has had him for 3 years. It is a very close relationship. The kid has a single-parent family. They have a wonderful relationship. And they discuss problems and the future and college.

If there are ways that we can develop that, community by community, I think that is a wonderful goal for us all to seek.

Senator SPECTER. Thank you, Secretary Riley.

I have to be on the floor in 6½ minutes, when the vote is going to close. I have made an executive decision—unusual for a legislator—not to keep you here during the interim, because it takes a bit of time, and I do not want to deprive four Departments of their heads. We have really covered 90 percent. There are a lot of other questions I would like to ask. We will be talking more on an informal basis.

You had wanted to make a comment, Madam Secretary Shalala. I want to ask you a question, which you integrate into your comment. That is, the program does not really focus as much on adolescents. We have birth to 3 and 5. I would be interested in your



response on adolescents and how we might beef up the program more.

Another facet is I like the study that the Surgeon General is going to do. I have talked to Mr. Valenti, for example, on TV and movies. I have gone through the guidelines they have. It is really a complex matter to try to make any modifications within the first amendment. We have studiously avoided blaming them. But we would like to know what the facts are.

I want to see the methodology which works with the industry, so that we do not come back after a long expensive study and say, well, the methodology is not right. Whatever is done is going to have to be done collegially and coordinately. Would you address those questions and also the comment that you had wanted to make, Madam Secretary?

Secretary SHALALA. I agree with that, Mr. Chairman, that we need to do that collegially. There are a number of media studies going on. As you know, there is limited research in this area, but there is some consensus on the effects of the media on desensitizing young people and what effects it has on children who are the most at risk.

I do want to make a point about adolescents. That was also related to my point about young people that I wanted to reinforce. I think it is time that we wrote young people into the legislation, and said to all of us that we really have to consult with young people. During the summer, I talked with two or three intern groups a week. It drives my scheduler crazy. But I learned more from them as they come in and ask me questions than I do often from others. They are not represented by interest groups who get themselves written into consultations. But we ought to be talking to them. They ought to feel like they are part of the solution.

As for adolescents, we have spent much of the last decade focused on younger kids, because that is where our research led. Yet the Carnegie Report tells us very clearly that when we stopped using baby sitters for young people, we hand them over to their larger peer group. We need to work with adolescents and we need separate strategies and different kinds of strategies, though all of this has to be seamless.

So I think focusing on adolescents, not giving up on them, that there are some things to do. This positive youth development strategy that the public health people and the wider community are increasingly talking about is a much more sophisticated way to go with young people. I would be pleased to have further conversations with you and work of course with my colleagues as we have been doing.

Senator SPECTER. Well, thank you all very much. I think this has been a very productive session. I would like to continue the dialog, but I do not want to keep you waiting. Because sometimes these votes are just longer than you expect. And when you get there, somebody has to talk to you, including the Majority Leader, et cetera, et cetera. So we will conserve your time and we will follow up on an informal basis.

CONCLUSION OF HEARING

Thank you all very much for being here, that concludes our hearing. The subcommittee will stand in recess subject to the call of the Chair.

[Whereupon, at 10:55 a.m., Tuesday, September 14, the hearing was concluded, and the subcommittee was recessed, to reconvene subject to the call of the Chair.]

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