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YOUTH VIOLENCE: TRENDS, MYTHS, AND SOLUTIONS

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIME, TERRORISM, AND HOMELAND SECURITY

OF THE

COMMITTEE ON THE JUDICIARY
HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

FEBRUARY 11, 2009

Serial No. 111–15

Printed for the use of the Committee on the Judiciary

Available via the World Wide Web: http://judiciary.house.gov

U.S. GOVERNMENT PRINTING OFFICE

47–315 PDF WASHINGTON : 2009

For sale by the Superintendent of Documents, U.S. Government Printing Office
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YOUTH VIOLENCE: TRENDS, MYTHS, AND SOLUTIONS

WEDNESDAY, FEBRUARY 11, 2009

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIME, TERRORISM,
AND HOMELAND SECURITY
COMMITTEE ON THE JUDICIARY,
Washington, DC.

The Subcommittee met, pursuant to notice, at 2 p.m., in room 2141, Rayburn House Office Building, the Hon. Robert C. "Bobby" Scott (Chairman of the Subcommittee) presiding.

Present: Representatives Scott, Jackson Lee, and Gohmert.

Also Present: Representative Smith.

Staff Present: Bobby Vassar, Najority Chief Counsel; Ameer Gopalani, Majority Counsel; Mario Dispenza, (Fellow) ATF Detailee; Karen Wilkinson, (Fellow) Federal Public Defense Office Detailee; Veronica Eligan, Majority Professional Staff Member; Kimani Little, Minority Counsel; and Kelsey Whitlock, Minority Staff Assistant.

Mr. SCOTT. The Subcommittee will now come to order.

Good afternoon. I am pleased to welcome you here today for the first hearing before the Subcommittee on Crime, Terrorism, and Homeland Security in the 111th Congress.

I wish to congratulate my colleague Judge Gohmert for seeking and being elected to the position of Ranking Member of the Subcommittee.

And we are getting called to votes right now.

I would like to welcome all of the new Members to the Subcommittee who will be joining us, hopefully, as the hearing goes on.

This hearing is a continuation of a series of hearings we began in the 110th Congress on what we need to do to effectively reduce youth crime and violence and gang membership. What we have found, as you will hear from our distinguished panel of witnesses today, is that the evidence is overwhelming that properly targeted, evidence-based crime prevention and intervention programs for at-risk youths will greatly reduce crime and save much more money than they cost and avoid criminal justice and social welfare expenditures that otherwise would be spent.

One of the most comprehensive studies on the effectiveness of proper targeting of scientifically proven prevention and intervention programs for at-risk youths was conducted in the State of Pennsylvania. The State invested $60 million to conduct programs in 100 communities in urban, suburban, and rural areas and iden-

tified comparable areas without the programs in order to scientifically assess the results. The study revealed that crime and negative social incidents went down substantially in the test communities compared to the comparable communities and that the average costs and losses from crime and social welfare programs were reduced by an average of $5 for every dollar spent on prevention and intervention programs.

In my home State of Virginia, Richmond city and Fairfax County, both saw similar reductions after the similar approaches in communities with substantial youth violence and gang problem.

I will be reintroducing the "Youth Prison Reduction Through Opportunities, Mentoring, Intervention, Support, and Education Act," or the "Youth PROMISE Act," this week, which calls for an implementation of a similar approach in high-crime areas nationwide.

Now, while we have to have adequate levels of law enforcement to respond to violent and other serious crime, law enforcement alone will not sufficiently reduce crime. Over the last 25 to 30 years, we have been on a law enforcement and incarceration binge, the likes of which the world has never seen.

The United States now has the highest rate of incarceration of any nation on earth: over 700 persons incarcerated for every 100,000; and the United States far exceeds the world average of about 100 per 100,000, and is the only country known to lock up over 1 percent of its adult population. Russia is the next closest, at about 600 per 100,000. Every other major country incarcerates at levels much below that, countries such as: Great Britain, at 146; Australia, 126; Canada, 107; France, 85; Mexico, 196; Japan, 62; India, 36; China, 118, all per 100,000; United States, 700 per 100,000.

And the United States has some of the world's most severe punishments for crime, including juveniles. For over 2,400 juveniles now certain serving sentences of life without parole for crimes committed while they were juveniles, all 2,400 are in the United States. Some were given their sentences as first-time offenders under circumstances such as being a passenger in a car from which there was a drive-by shooting.

Examples like this prove that we are already tough on crime. All States have provisions which allow, if not require, juveniles to be treated as adults for trial, sentencing, and incarceration. Most juveniles treated as adults are convicted for non-violent offenses. And, again, we are already locking up more people than anywhere on earth.

Yet crime persists. While it is down from levels experienced over a decade ago, there are reports of serious crime in some areas, particularly among youth, despite the focus on our law enforcement.

And the focus of all this tough-on-crime law enforcement falls disproportionately on minorities, particularly Blacks and Hispanics. Many studies have examined that, when compared to similarly situated White children, minority children are treated more harshly at every stage of juvenile and the criminal justice system. I am concerned that policies such as expanding the definition of "gang" and extending gang databases will only make the problem worse, with no impact on reducing crime.

Without appropriate intervention, these children will be in what the Children's Defense Fund has described as a cradle-to-prison pipeline, where minority children are born on a trajectory to prison. As the reams of evidence regarding evidence-based prevention and intervention programs show, it is entirely feasible to move children from a cradle-to-prison pipeline to cradle-to-college or cradle-to-jobs pipeline.

Research and analysis shows, as well as common sense, that, no matter how tough we are on crime on the children we prosecute today, unless we are addressing the underlying reasons for their developing into serious criminals, nothing will change. The next crime wave will simply replace the ones we take out, and crime continues. So getting tough on crime may respond to crime, but it does not reduce the incidence of crime.

All credible research and evidence shows that a continuum of programs for youth identified as being at risk will save much more money than they cost compared to not doing anything. The Pennsylvania study convincingly establishes that these programs are more effective when provided in the context of coordinated, collaborative local strategy involving law enforcement, education, social services, mental health, nonprofit, faith-based and business sectors working together with identified children at risk of involvement in the criminal justice system.

In the face of all this evidence, it is curious that we have continued to rely on the so-called "get tough" approach. Today's hearing will focus on studies, one by Professor James Fox and his colleague at the Northeastern University, reflecting an increase in murder and other serious crime in some minority communities. The study challenges us to do more than the usual response of simply cracking down with law enforcement and draconian penalties.

Our witnesses today will address this challenge. And it is my fervent hope that the testimony and evidence that this Subcommittee will receive today will refocus our attention from sound-byte policies to effective legislation. I am looking forward to my colleagues in adopting proven strategies to reduce crime.

It is now my pleasure to recognize the esteemed Ranking Member of this Subcommittee, the gentleman from Texas, Judge Gohmert.

Mr. GOHMERT. Thank you, Chairman Scott.

This is the first hearing of the Crime Subcommittee this Congress, obviously. I would like to welcome our newest Members to the Subcommittee. Judge Ted Poe of Texas will serve as distinguished deputy Ranking Member. Congressman Bob Goodlatte of Virginia, who is a senior Member of the full Judiciary Committee, joins the Subcommittee. And Congressman Tom Rooney of Florida will serve the Subcommittee and Congress with distinction, I know. I look forward to working with the three new Republicans and our new colleagues across the aisle, as well.

And although some of our colleagues on other Subcommittees may not admit it, the Crime Subcommittee is traditionally the busiest Subcommittee of the Judiciary Committee. We meet often because Congress has an important role to play in developing policy and legislation regarding the criminal justice system and the

fight to defeat terrorism, as well as the effort to keep the homeland secure.

Youth violence is one of the most challenging issues facing our Nation. Although we have done much to reduce the overall level of violent crime across the country, violence among youth, either as individuals or as members of organized criminal gangs, has been a difficult problem.

Today's hearing on youth violence is certainly timely. I thank the Chairman for having this hearing.

As many of you know, James Fox, a criminology professor at Northeastern University, recently published a study and found a nationwide surge in gun-related homicides involving young, Black males. Specifically, the study found that the homicide victimization rate for Black males aged 14 to 17 increased nationwide from 2002 to 2007 by 31 percent. The number of Black male juveniles accused of murder rose by 43 percent over the same time period. Paradoxically, the study covered a time when the Nation saw an overall decrease in violent crime, including a 1.3 percent decline in murders in 2007.

The Fox study stated the cuts in Federal support for policing and youth violence prevention may be partly responsible for the resurgence in homicide, especially among minority youth. In the study, Professor Fox urges increases of Federal funding for crime prevention, crime control, and, in particular, the COPS program and juvenile justice initiatives.

The study predictably gained a good deal of media attention, especially in the cities and areas highlighted in the report. Along with this media attention came some criticism that the study misrepresents trends in murder rates among African-American youth.

In testimony before the Senate Judiciary Committee at a January hearing, Dr. David Muhlhausen of the respected Heritage Foundation wrote that the surge described by Professor Fox and his research team was overstated. Dr. Muhlhausen wrote that, to put this surge in proper perspective, policymakers need to understand that the years used in this comparison were selected for their dramatic effect. Muhlhausen wrote that it was necessary to view the violent crime rate over a longer period to obtain a balanced perspective on homicide rates of young males.

Dr. Muhlhausen advocated an approach where violent crime trends were followed over a 30-year period, about a generation, from 1976 to 2007. Taking this longer view, he notes that the 2007 level of Black homicide victimizations, the year which was the high point of the 7-year period studied by Professor Fox, is dramatically lower than the 1993 level.

Further, Dr. Muhlhausen noted that the homicide victimization rate of 14- to 17-year-old Black males decreased by almost 60 percent from 1993 to 2007, a decrease from 47 homicides per 100,000 in 1993 to 19 homicides per 100,000 in 2007.

We all acknowledge one homicide is too many, and we should work to prevent them.

Dr. Muhlhausen also noted that the upward trend in Black homicide victimization rates for the periods studied by Professor Fox did not hold for older males. From 2002 to 2007, the homicide victim-

ization rates of Black males aged 18 to 24 and 25 and older decreased by 2.5 percent and 1.4 percent respectively.

I recite these statistics not to make light of the Fox study at all, but I do want to inject some perspective into the discussion that we will have today. I think that it is important to note that most indicators demonstrate that America is overall a much safer place than it was 15 years ago. Studies by the Department of Justice Bureau of Justice Statistics indicate that, since 1994, the national rate for violent crime, including robbery, sexual assault, and murder, decreased nationally, reaching the lowest level ever recorded in 2005.

Further, the most recent published FBI Uniform Crime Report, or UCR, indicates a continued decrease in the rate of violent crimes nationally. Paradoxically, the UCR also showed the rate of violent crime increased in smaller cities, including Austin and San Antonio in my home State. There is also this unsettling increase in youth crime. These are the anomalies that I would like to hear further discussed.

Further, I hope that the discussion involves more than merely advocating more Federal funding for State and local law enforcement. In the last 10 years, Congress committed significant resources to programs like the Byrne JAG program and COPS office at the Department of Justice. Since 1999, Byrne JAG grants have totaled more than $8.4 billion in funding. And, in the last 10 fiscal years, the COPS program has awarded more than $7.49 billion to over 13,000 law enforcement agencies.

Although much of this money has gone to good use, there are a number of studies and IG reports that indicate some cities and localities have misused the funds by not complying with grant conditions. Other studies have shown that Federal funding has not led to an increase in the overall spending by local law enforcement but merely replaced State and local funding for police and law enforcement agencies.

The so-called economic stimulus passed by the House includes $4 billion in local law enforcement spending, and the Senate bill reportedly contains $3.5 billion for that purpose. Nonetheless, I am concerned that overall funding in both bills represent an irresponsible increase in Federal spending of money we do not have, and that will so overwhelmingly overload the coming generations with debt they will be prevented from ever getting to enjoy the American dream of economic freedom.

Rather than this huge increase in Federal funding, we should support grassroots organizations and community groups, including faith-based groups, who are motivated by love and care rather than Federal money.

I look forward to hearing the testimony of the witnesses. I am especially interested in the testimony of the witnesses who represent community groups and faith-based organizations, who will testify from their perspective. I believe the Members of the Subcommittee will benefit from the expertise and recommendations for those best practices.

I yield back the time.

Mr. SCOTT. The Subcommittee will now go into recess. We will return as soon as this series of votes is over.

[Recess.]

Mr. SCOTT. If our witnesses would come forward.

Judge Gohmert will be back momentarily. Let me introduce the witnesses as we are waiting for Judge Gohmert.

Our first witness will be Dr. Barry Krisberg, president of the National Council on Crime and Delinquency, the oldest criminal justice research organization in America. He is nationally known for his research and expertise on juvenile justice issues. Before joining NCCD, he was a faculty member at the University of California at Berkeley and an adjunct professor at the Hubert Humphrey Institute of Political Affairs at the University of Minnesota. He has a master's degree in criminology and a doctorate in sociology from the University of Pennsylvania.

Our next witness will be Ms. Dorothy Johnson-Speight, who is the founder of Mothers in Charge, a Philadelphia, Pennsylvania, organization devoted to youth violence prevention through education and intervention. She is also the founder of the first African-American chapter of Compassionate Friends, a national self-help organization which assists families in the positive resolution of grief following the death of a child. She has a master's degree from Lincoln University and has worked toward her doctorate at Union Institute.

The third witness will be Mr. Steven Trubow, head of Olympic Behavior Labs, which produces software to predict and prevent youth violence and gang activity. He has developed and implemented the Dropout Early Warning System, a software program that identifies students who are most likely to commit violence and to drop out of school, enabling parents and educators to concentrate prevention efforts on these vulnerable youth. He has a bachelor's degree from Ohio State University and a master's degree from the University of Wisconsin.

The fourth witness will be Irving Bradley, Jr., director of police for Trenton, New Jersey, Department of Police. Before his tenure as director, he served as a police officer for the city of Newark, New Jersey, from 1986 through 2004, then served as Newark's chief of police. Director Bradley is the first and only African-American chief of police in Newark's 342-year history and is a graduate of Shaw University.

Our fifth witness is Robert Woodson, founder and president of the Center for Neighborhood Enterprise, a research and demonstration organization that supports neighborhood-based initiatives to reduce crime and violence. For more than 3 decades, he has focused much of the organization's activities on an initiative to establish violence-free zones in trouble spots throughout the Nation. He received a bachelor's degree from Cheyney University and a master's degree from the University of Pennsylvania.

Our final witness will be Dr. Beverly Coleman-Miller, who is here on behalf of the Urban Networks to Increase Thriving Youth, or UNITY. She is also a senior medical consultant to Health Education Network, an internationally known expert on youth violence. Dr. Coleman-Miller has a bachelor's degree from the University of Pennsylvania and an M.D. Degree from Temple University School of Medicine.

We will now proceed with our testimony. And I understand Ms. Speight has a train which would—if there is no objection, we would allow her to testify first and ask her questions, if there are any, and then she can try to make her train.

Ms. JOHNSON-SPEIGHT. Thank you.

Mr. SCOTT. Without objection.

Ms. Johnson-Speight.

TESTIMONY OF DOROTHY JOHNSON-SPEIGHT, FOUNDER, MOTHERS IN CHARGE, PHILADELPHIA, PEA

Ms. JOHNSON-SPEIGHT. Good afternoon. I am Dorothy Johnson-Speight, founder and executive director of Mothers in Charge. I am also mother to Khaaliq Jabbar Johnson, who, at 24, in December 2001, was shot seven times over a parking space. I wanted to do something with my anger and my tears and my pain and everything I felt as a result of his murder. Mothers in Charge was formed.

Mothers in Charge is an organization comprised of mothers, grandmothers, aunts, and sisters, most of whom have lost a son, a daughter, or a loved one to violence. We provide support services to individuals and families affected by violence.

However, in addition to the grief and victim support programs, we focus a large amount of our efforts on violence prevention and intervention programs for children and families, along with other various community support services.

These services include, but are not limited to, a mentoring program with juvenile offenders incarcerated at the Philadelphia Industrial Correctional Center, which is an adult facility housing sometimes over 160 juveniles that have been court adjudicated as adults because of the type of crime they have committed; also, a reading program for youth at risk to increase their reading and academic skills; and a female rights of passage program to encourage healthy relationships, self-esteem, and self-respect for young females.

Mothers in Charge also provides countless violence prevention workshops and seminars throughout the school district and city of Philadelphia and surrounding areas.

There is a culture of violence among our youth, with the violent movies and video games, games that give points for the best shot, and the music that promotes using a handgun to handle conflict and frustration. Our youth are bombarded with a message of violence on a daily basis.

In Pennsylvania, a 16-year-old can get his hand on an illegal handgun before he can a textbook. There is something seriously wrong with that picture. This is mainly due to lax gun laws that allow store purchasers to walk in gun stores in Pennsylvania and purchase handguns in about 40 minutes, with no waiting period, no fingerprinting. Oftentimes those guns end up in the hands of our youth. While this issue is not about the responsible gun owner, it is about illegal guns that are killing our youth and destroying communities.

We believe in community involvement for change. Our communities feel that government needs to play a role in helping grassroots organizations with concrete and immediate legislation, more

funding, support of grassroots organizing, and citizen action. With this support, a measurable reduction in crime would be visible. Whether it is Columbine or on the streets of north Philadelphia, we must save our most precious gift from God, our children.

I would like to share a recent documentary that we filmed as a message to young people. This was done in the prison here in Philadelphia, and it is our way of getting a message to young people to let them know that violence not the answer. You also will see a few mothers sharing their stories of living with the pain of losing a child to violence.

[Video played.]

Ms. JOHNSON-SPEIGHT. Turning the tide on violence's path to the grave or to the penal system is our responsibility to future generations. And it has to be a current local and national priority of our great Nation, starting with addressing our hurt, angry, and at-risk youth.

Mothers in Charge, working for positive change in our communities over the last 5 years, is an example of what can happen when we make a commitment to make a difference. I know we could do so much more to save lives if we had committed partners in the schools, communities, and government.

I applaud the courageous women of Mothers in Charge for their efforts. They work every day on the front lines to make a difference with the violence in our communities. This spring, we bring another message, our first book, entitled, "Mothers in Charge: Faces of Courage."

A friend asked, should there be a book telling the stories of how mothers and fathers, just like some of you, have lost their dreams for the future, how their children were senselessly murdered? Yes, these stories are important, because we want you to know and understand this. We want you to know how these courageous women have turned their pain into a campaign for peace in Philadelphia, Norristown, and Chester, Pennsylvania; New Jersey; and Brooklyn, New York. We hope this collection of inspirational stories will be read by each one of you and will move you to do something, anything you can to save a life.

Thank you.

I am going to present this to the Chairman. It is a rough copy of what is going to come out in the spring of 2009. But this is for you.

[The prepared statement of Ms. Johnson-Speight follows:]

PREPARED STATEMENT OF DOROTHY JOHNSON-SPEIGHT

My name is Dorothy Johnson-Speight and I am Founder and Executive Director of Mothers In Charge (MIC). MIC is an organization comprised of mothers, grandmothers, aunts, and sisters, most of whom have lost a son, daughter or loved one to violence. We provide support services to individuals and families affected by violence.

However in addition to the grief and victims support programs, we focus a large amount of our efforts on violence prevention and intervention programs for children and families, along with other various community support services. These services include but are not limited to a mentoring program with juveniles offenders incarcerated at the Philadelphia Industrial Correctional Center (PICC) which is an adult facility housing sometimes over 160 juveniles that have been court adjudicated as adults because of the type of crime committed, a reading program for youth at risk to increase their reading and academic skills and a female Rites of Passages program to encourage healthy relationships, self esteem and self respect for young fe-

males. Mothers In Charge also provides countless violence prevention workshops and seminars throughout the school district and the city of Philadelphia and surrounding areas.

There is a CULTURE OF VIOLENCE AMONG OUR YOUTH. With the violent movies and violent video games that gives points for the best shot and the music that promotes using a handgun to settle conflict or handle frustration, our youth are bombarded with messages of violence on a daily basis. In Pennsylvania, a 16 year old can get his hands on an illegal handgun before he can a text book. There is something seriously wrong with that picture. This is mainly due to lax gun laws that allow straw purchasers to walk into gun stores in PA and purchase handguns in about 40 minutes with no waiting period, and no fingerprinting often times, those guns end up in the hands of our youth. While this issue is not about the responsible gun owner, it is about illegal guns that are killing our youth and destroying communities. Please know that no one is safe until we are all safe.

We believe in community involvement for change. Our communities feels the government needs to play a role in helping grass roots community organizations with concrete and immediate legislation , more funding, support of grass roots organizing, and citizen action, with this support a measurable reduction in crime would be visible. Whether it's Columbine, or on the streets of North Philly, we must save our most precious gift from God, our children. I would like to share a recent documentary we've done. This is a condensed piece of our message to the youth. We must do more, we must send a powerful message to our youth that violence is not the answer.

Turning the tide on violence's path to the grave or the penal system is our responsibility to future generations and it has to be a current local and national priority of our great nation starting with addressing our hurt, angry, and at risk youth.

Mothers in Charge, working for positive change in our communities, is an example of what can happen when we all make a commitment to make a difference. I know we could do so much more to save lives if we had committed partners in the schools, communities, and government. I applaud the courageous women of Mothers In Charge for their efforts

This spring we bring another message, our first book entitled Mothers In Charge "Faces Of Courage". A friend asked should there be a book telling the stories of how mothers and some fathers just like you, who have lost their dreams for the future, how their children were senselessly murdered. Yes, these stories are important because we want you to also know and understand this; we want you to know how these courageous women have turned their pain into a campaign for peace in Philadelphia, Norristown and Chester PA, New Jersey and Brooklyn, NY. We hope this collection of inspirational stories will be read by each one of you and it will move you to do something, anything you can to save a life.

Thank You

Mr. SCOTT. And, without objection, that will be added to the record of the hearing.

Mr. GOHMERT. She wants you to have it.

Mr. SCOTT. Well, it will be part of the record; I will get it.

Thank you. I know you have a train; I hope you can catch it.

Did you have questions, Judge Gohmert?

Mr. GOHMERT. I don't want to delay her from missing her train.

Ms. JOHNSON-SPEIGHT. That is okay. I have time, I think.

Mr. GOHMERT. We do appreciate you coming. And you are proof of the resiliency and how people can go to work and make something good and work something absolutely horrible for a good. And for that we thank you, we appreciate you. And, obviously, you have made a difference in many lives. It is people like you really caring that do make that difference. So thank you very much, not just for coming, but more especially for all you have been doing to help your neighborhood.

Ms. JOHNSON-SPEIGHT. Thank you.

Mr. SCOTT. Thank you.

Mr. Smith?

Mr. SMITH. Thank you, Mr. Chairman. I know the witness has to catch a train. Let me just add my thanks, as well, for both your testimony and for making the effort to be here today.

Ms. JOHNSON-SPEIGHT. Thank you.

Mr. SMITH. And I yield back.

Mr. SCOTT. Thank you.

And I would like to add my voice to the thanks for being here. It reminds us of how hard we need to work to reduce the incidence of this situation happening. Once it happens, of course, you can help those victims through that process. But we are going to try to do the best we can, in addition to that, to reduce the number of families subjected to that tragedy.

Ms. JOHNSON-SPEIGHT. I thank you for that.

Mr. SCOTT. So thank you very much.

Mr. GOHMERT. Might I point out one thing, Chairman?

I think it is also proof that the love that you had for your son and the love for the people that you live around is stronger than the hate that killed your son. And for that, thank you very much.

Ms. JOHNSON-SPEIGHT. Absolutely. Thank you.

Mr. SCOTT. The gentlelady from Texas?

Ms. JACKSON LEE. I understand there is a time constraint, so let me add my appreciation and indicate my delay was because I was in other meetings.

But I think the key element of what you expressed today should be the mantra for this Congress and certainly for, I believe, this Administration—not speaking for them, but knowing the kind of leadership that has been placed at the Department of Justice, working with a Congress that, you have heard from both sides of the aisle, is sensitive to intervention and redemption and rehabilitation. And that is what you have expressed.

Ms. JOHNSON-SPEIGHT. Absolutely.

Ms. JACKSON LEE. And the sacrifice that you have made in the name of your son to do that is the road map that we hope to be able to follow.

So let me yield back, Mr. Chairman.

And thank you very much—I want to make sure I am pronouncing it correctly, is it "Speight"?

Ms. JOHNSON-SPEIGHT. "Speight."

Ms. JACKSON LEE. "Speight." So, Ms. Dorothy Johnson-Speight, thank you so very much for your leadership.

Ms. JOHNSON-SPEIGHT. Thank you.

Ms. JACKSON LEE. I yield back.

Mr. SCOTT. As she leaves, we will resume the testimony, starting with Dr. Krisberg.

I forgot to explain what those lighting devices are on the table. We try to keep the testimony to 5 minutes. After 4 minutes, a yellow light will come on. And when the red light comes on, try to keep it as brief as possible after that.

Dr. Krisberg?

TESTIMONY OF BARRY KRISBERG, Ph.D., PRESIDENT, NATIONAL COUNCIL ON CRIME AND DELINQUENCY, OAKLAND, CA

Mr. KRISBERG. Thank you very much, Chairman Scott. I appreciate very much the opportunity to address the Subcommittee.

When James Fox's study came out and was broadly disseminated by the press, this certainly caught a lot of us—caught our attention and suggested that we needed to look at the data he was putting forth and what the implications are.

My intention today is not to get into a statistical discussion of the data, although, certainly, that is worth having at some point. What we wanted to do—and, actually, this project has been ongoing for about 9 months—is to take a look at these youth who are committing those violent crimes. And so, with the support of the Annie E. Casey Foundation, we went into three cities across the country—Washington, DC; Dallas, Texas; and San Mateo County, California, which includes some very high-crime areas, including East Palo Alto, Redwood City, and some others.

And, in the course of that study, we did three things. First of all, we looked at the media coverage of youth violence in those cities, and the patterns were remarkably similar. We also talked to dozens of criminal justice professionals—police, prosecutors, public defenders, judges—to get their perspective on what they thought was going on. And I think most significantly and what I would like to talk about the most, we conducted in-depth interviews with 24 youth who were incarcerated in those counties, most of them for very violent crimes, mostly gun-involved. And we wanted to find out from the youth themselves, and the fundamental question we were asking was, who are they?

Now, a decade ago, in this very room, witnesses came before this Committee and talked about the "super predator." One judge referred to the "hoards from hell" that are overcoming our cities. Penn Professor John DiIulio talked about "fatherless, jobless, godless" young people who have overrun our cities. And because of this rhetoric, a lot of laws were passed, a lot of legislation came into being, much of which we now realize was badly conceived of, and we are now just trying to dig out from under this.

Despite these enormous claims that our cities were going to be overwhelmed by the super predators, most of which were youth of color, for the next 12 years in a row juvenile crime rates went down, juvenile violence has been going down. So, for some reason, the super predators decided to do something else.

Having said that, though, if you fast-forward to the media today, we are seeing the same thing, language like "kids who kill with no conscience," "domestic terrorists." So, once again, the media is creating an image in the public's mind of who these youth are, and I think this image is dangerous.

What we found in these three cities, just specifically on the media, it is pretty interesting. These are three cities that overall have reflected a downward turn in juvenile crime and juvenile violence over the last decade. But the media consistently, we found, reported increases in crime, if they were short-term, never reported decreases in crime.

The second thing the media consistently attributed to youth most of the violence problem. In all of these cities, most violence is conducted by young adults. Youth account for a small percentage of the violent crime in these cities. Yet, if you read the local newspapers, you would think youth account for all of it.

And the final issue is that, very often, the media offers no context. They don't do a good job of answering the "why" questions. And when we talked to the practitioners in these cities, they indicated that this information being put out to the public made their jobs tougher, and that they wanted a situation in which there was more accurate, timely information. And I will get back to that later on.

But let me move to the kids. First and foremost, I want to report to you: These are not monsters. These are young people who have made, as Ms. Speight eloquently said, who made some bad choices, ended up being at the wrong place at the wrong time. And I want to remind you that, as adolescents, that is what adolescents do, they make bad choices. And hopefully we can figure out how to help them recover from those choices.

We sat in detention centers and juvenile facilities, and these young people were respectful, funny, open and candid with us about their lives. And what did they tell us? They told us that they, by and large, had come from chaotic home lives, dominated by substance abuse, violent or absent parents; multiple residence changes; parents in prisons and jails. And they emphasized that their lives had been filled with these very difficult family situations. Not every case, but overwhelmingly that is what they told us.

They also told us that, by and large, their life was more defined by the streets, and that there weren't a lot of options in their communities that were positive, so they ended up being drawn into the street culture of guns and violence and drugs because it was there. And, again, they were looking for options, but they didn't find too many.

The juvenile justice system, interestingly most of them saw their temporary incarceration as a brief moment of respite and even safety compared to the lives they lived. But my issue is, can't the society protect vulnerable children other than behind razor wire? It seems like we ought to be able to figure this out. And, in some ways, it is a tragic judgment that juvenile hall is a safe place to be. And, in fact, we know it isn't a safe place to be, but for these young people it is better than where they were before.

Schools they found, by and large, unhelpful. I mean, these were the young people that Congressman Scott talked about, who get booted out, expelled, run up against zero-tolerance rules, and so get propelled out into the streets. And, essentially, they were urging us to tell you that these are the issues, these family problems, the lack of support, and hoping that something could be done about it.

And, by the way, the criminal justice professionals agreed with them almost entirely, that the youth were stating the right causes. Certainly they said, and I would agree, that law enforcement has a role to play, but none of the people we talked to in the criminal justice system felt that the police by themselves could solve this problem, and emphasized prevention and early intervention.

Now, if I can just move into some recommendations which I think this Committee should consider.

Mr. SCOTT. If you can make them as quick as you could.

Mr. KRISBERG. Sure.

I think it is critically important that the Office of Juvenile Justice return to being a source of accurate and timely information about crime. The media needs to go someplace and get fair and honest information, and the Office of Juvenile Justice used to play that role; hasn't done so good in recent years. They should also consider media training, actually bringing people in and helping the media understand juvenile crime and juvenile justice.

In terms of the other kinds of issues, I think from a priority point of view—and I am a big fan of the "Youth PROMISE Act"—we need to put money into helping vulnerable families overcome their challenges and be better parents. Kids run away from programs to go back to their abusive parents; it is a fact. So, I mean, we can bury our heads in the sand, but we have to do something about it.

The other thing I will just end with is we have to provide some support for police and probation officers, better training of dealing with juveniles. There is virtually no curriculum in this country helping police officers or, for that matter, even probation people to really know what to do with troubled kids. They are trying to do the best they can, but if you put law enforcement officers out on the street, dealing with kids who have gone through these experiences, without any tools, we don't expect they are going to succeed.

Anyway, thank you very much, and I look forward to your questions.

[The prepared statement of Mr. Krisberg follows:]

PREPARED STATEMENT OF BARRY KRISBERG

YOUTH VIOLENCE MYTHS AND REALITIES:

A TALE OF THREE CITIES

Testimony by

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House Subcommittee on Crime, Terrorism, and Homeland Security

Youth Violenc: Trends, Myths, and Solutions

February 11, 2009

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YOUTH VIOLENCE MYTHS AND REALITIES: A TALE OF THREE CITIES

Wrongly assuming that crime rates and demography are inextricably linked, a number of academics warned of an impending juvenile crime wave. In 1995, John Dilulio attached the term "superpredator" to the then preadolescents that he predicted would be part of a huge and ruthless juvenile crime wave (dominated by youth of color).[1] These youth were described as "fatherless, jobless, and Godless" by Dilulio, who was joined in his dire predictions by James Q. Wilson, Charles Murray, and James Fox. But soon after the peak in the mid 1990s, juvenile crime rates fell for the next ten years[2] and several studies showed that Dilulio and others had gotten the issue wrong. The temporary spike in youth violence was not simply a matter of more youths on the streets, and did not indicate a change in the nature or basic behavior of youth. Rather, the short term rise in crime was attributable to economic disparity, adult drug dealers using youths as pawns, and, most importantly, easy access to guns.[3]

Nevertheless, Dilulio and other "Chicken Little" warnings about "a new horde from hell that kills, maims, and terrorizes"[4] had taken hold. A barrage of "get tough on (youth) crime" laws were enacted and for the most part remain in effect today, long after the very temporary juvenile crime wave subsided. A combination of media coverage, political fear mongering, and a misinformed public—and conservative mountebanks such as Wilson, Murray, and Dilulio—came together to change the very nature of the national debate on juvenile justice.

Unlike the adult criminal justice system, the juvenile justice system is designed to treat young people as youth; not as fully developed and self-responsible adults, but as still growing and reachable children. However, the late 1990s saw the beginning of a trend in legislation and policy that continues to this day as the juvenile system was made to more closely resemble the adult system. Indeed, the distinction has legally blurred as states across the country have made it easier to prosecute youth as adults in the adult criminal justice system. Meanwhile, research has shown that

[1] Dilulio, JJ. (1995). *The Coming of the Super-Predators*. The Weekly Standard, v001, i11.
[2] OJJDP, 1999. Challenging the Myths.
[3] Blumstein, A., nd. Youth, Guns, and Violent Crime.
[4] Dilulio, quoting former judge Dan Coburn, in testimony before Congress, 1996.

such harsh tactics do not increase public safety but do perpetuate cycles of crime and chaos in the already troubled personal lives, families, and communities to which these youth belong.[5]

Fast forward to 2008. This combination of ideology, political rhetoric, and their impacts, has not yet been successfully replaced with a less sensationalist media, a better informed public, or, in most jurisdictions, more rational policies. Newspapers still spread fear with articles about "kiddie" car thieves,[6] "homegrown terrorists,"[7] and youth who "just wanted to kill."[8] Viewing with horror the increased pressures to put children in adult prisons and jails, Dilulio, who in 1995 said, "No one in academia is a bigger fan of incarceration than I am,"[9] now sensibly argues for less detention and a more community-based response to crime. However, statutes continue to be pushed and passed that pull more youth into a more punitive juvenile justice system and into the adult system. Media coverage of youth and crime still leave the public fearing the young people among them and likely to vote for the most punitive responses to delinquency.

The NCCD Three-City Study

The Annie E. Casey Foundation funded NCCD to assess the intersection of media coverage of youth crime, public perception, public policy, and true trends and issues in youth crime in three US cities: Dallas, Texas, Washington, DC, and San Mateo, California. In particular, NCCD sought to help policymakers and citizens of these cities form policy based on accurate data and facts instead of fear and mythology. NCCD's project had four parts: (1) review newspaper coverage in the three cities for the past two decades, (2) review crime statistics to assess what trends were truly occurring, (3) interview some of the key stakeholders (juvenile court judges, chiefs of police and probation, probation staff, police, prosecutors, and public defenders) who best understand the juvenile justice system, and (4) conduct in-depth interviews with the youth caught in the system. It is the stories of these youth—told in their own words and supported by statistics and stakeholder expert comment—which best illustrate their plight and the successes and failings of society's response to serious juvenile crime.

[5] Holman, B., & Ziedenberg, J. , 2006. *The dangers of detention: The impact of incarcerating youth in detention and other secure facilities*. Washington, DC: Justice Policy Institute.
[6] (2004, July 29). Reclaiming the City's Youth. *The Washington Post*.
[7] Milloy, C. (2006, July 19). Juvenile Delinquency Gets Old Fast for Victims. *The Washington Post*.
[8] Ellis, T.M. and Ball, L.S. (2006, August 2). Teen just wanted to kill, police say: Frisco youth admits serial-killer fascination; original suspect cleared. *The Dallas Morning News*.
[9] Dilulio, JJ. (1995). *The Coming of the Super-Predators*. The Weekly Standard. v001. i11.

Project methods. Each city had ongoing youth crime issues where there was evidence of innovative leadership, programs, or approaches to address this concern. The cities were different from each other in overall level of crime, population size, racial and ethnic makeup, region of the country, and the dominant approach to solving youth violence.

NCCD interviewed 32 stakeholders, including representatives of the police, probation, youth corrections, the court, prosecutors, public defenders, and community-based organizations. Thirteen were judges or department heads.

NCCD interviewed 24 youth (19 boys and 5 girls). Their ages ranged from 12 to 19 years, with most between 15 and 17 years. Twelve were Latinos, 10 African American, and 2 were White. Each youth was in custody in residential placement, in most cases after being adjudicated delinquent. Fourteen of the 24 youth were being held for a violent offense, seven of which involved weapons. The most serious violent offenses were murder, aggravated assault with bodily injury (including a shooting), and kidnapping at gunpoint. Six youth stated they were in gangs and one more spoke of hanging out with gang members. Many youth not in gangs, particularly in Washington, DC, spoke of their neighborhood friends or "crews" in terms similar to the way self-reported gang members spoke of their fellow gang members.

Summary of Findings

The lessons not yet learned from the 1990s myth of the "superpredator" are multifold.

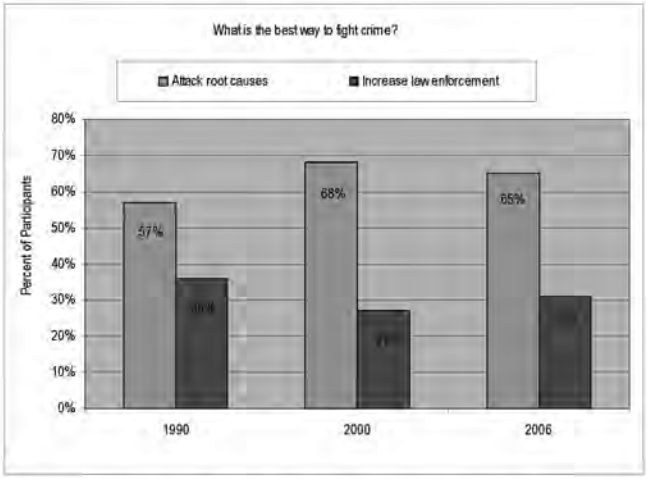
1. Public perception of violent crime is largely a function of media coverage of crime, especially youth crime. Many adults have little contact with youth and most never directly experience youth crime. This leaves them to base their impressions of youth and youth crime on external sources such as word of mouth, public officials, and, in particular, the media.
2. Media coverage does not reflect a sufficiently thorough or, in many cases, accurate understanding of youth or youth crime. Most stories about young people depict them as troubled or, more likely, as trouble for society; stories about youth typically associate youth with violence, whether as victim or instigator. Far too much coverage focuses on infrequent but heinous cases, without any context.

3. The public needs to be an informed partner in the conversation about short- and long-term responses to crime. Polls show that the public does not favor harsh treatment of most youth, yet they are often asked by politicians to support policies based on misleading information.
4. Professionals in the juvenile justice system recognize that discussions of crime trends need to have a comprehensive, evidence-based perspective that should be founded on accurate and timely data. Assessments of youth crime and associated policy cannot be based on oversimplified theories, short-term trends, or selective information.
5. Communities often need to respond to shorter-term crime trends, and changes in police tactics can be an effective part of that response. Public fear can be kept in check when the system is responsive. However, the law enforcement response needs to be planned and carried out responsibly, strategically, and not in a panic mode.
6. At its core, the comprehensive and evidence-based approach is based on the real stories of the system-involved or at-risk youth themselves. Only in their consideration can comprehensive and effective policies and practices be put in place to effectively respond to youth crime.

Key elements of these findings are elaborated on in this summary of the study. Topics covered include the nature of media coverage of crime and youth, the interplay of media coverage with policy decisions and real crime statistics, the attitudes of the public, and the true stories told by these youth. Recommendations stemming from the study are also presented.

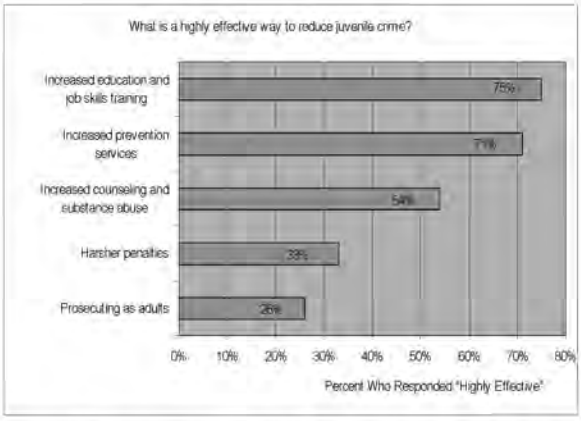
The Public is Open-minded about Rational Responses to Arrested Youth

It is important to understand that, when asked to step back from the media's portrayal of crime issues, the public does not support overly harsh treatment of delinquent youth. The majority of the public feels that, in order to reduce crime, more resources should be directed toward the root economic and social causes of crime rather than toward law enforcement, the judicial system, and corrections. This has been public sentiment consistently since 1990.



Source: The Gallup Poll as cited by the Bureau of Justice Statistics' *Sourcebook of Criminal Justice Statistics Online*, http://www.albany.edu/sourcebook/toc_2.html.

According to the results of a 2007 Zogby/NCCD poll, the public was clearly concerned about youth crime and felt that young people should be held accountable for misconduct. However, they also believed that the most effective ways to reduce youth crime were to increase prevention efforts for at-risk youth and, for youth already involved in the system, to increase services, including education, occupational training, counseling, and substance abuse treatment. They felt overly punitive penalties like transfers to the adult system increase recidivism but, unfortunately, they had limited confidence in the effectiveness of the juvenile system.



"1,043 nationally representative adults were asked if the listed measures are "highly effective, somewhat effective, or ineffective" in reducing youth crime. The percentage of respondents indicating "highly effective" is charted. Margin of error is ±3.1%. Source: NCCD (2006, April). Attitudes of US Voters toward Prisoner Rehabilitation and Reentry Policies, http://www.nccd-crc.org/nccd/pubs/zogby_feb07.pdf

What *Does* the Public Hear?

System stakeholders stress that community understanding and support are key to a successful response to youth crime. However, when community members must rely on inadequate sources for their information, they cannot make an informed assessment of the issue—or of the actual risk of being a victim. The danger of a misinformed public is the knee-jerk support of more punitive responses to youth crime and neglect of the long-term, comprehensive strategies that most juvenile justice stakeholders think are necessary.

The NCCD review of newspaper coverage of youths and violence[10] and associated interviews with system stakeholders found that the public receives much of its information about youth from the media and that the information they receive is distorted.

"There's a daily diet of bad news that on some level creeps into one's world view. Even if you haven't been a victim, what you perceive makes you feel vulnerable."

[10] Articles covered youth and crime in the past two decades, usually from the Dallas Morning News, the San Jose Mercury News, and the Washington Post.

Stakeholders and NCCD's research typically were in agreement on the nature and impact of the media: The media's portrayal of youth and crime impacts public perception and city policy. The media plays a big role in influencing public perception of crime. As one stakeholder in Washington said, "The [Washington] Post makes policy in this city."

Even positive stories about youth or the justice system did not give context, just specifics to particular cases or events: good storytelling, but not good reporting. For instance, stakeholders in Washington pointed out positive stories, such as the opening of Washington's Court Social Services' drop-in center, an innovative program by Washington's Department of Youth Rehabilitation Services (DYRS). They felt these were covered without context and were characterized as exceptions to the norm.

The press often quotes a politician as he declares a rise in youth crime without support of the facts. The media are clearly used to spin preferred policies to the public.

The Interplay of Media Coverage, Policy Decisions, and Real Crime Data

A few examples from the three cities illustrate ways in which media coverage is linked with policy decisions, and how crime trend statistics are used and, often, misused to inform the discussion.

***All* Crime Characterized as a *Youth* Issue in Washington, DC.** The rate of juvenile arrests for violent offenses in Washington, DC dropped 60% between 1996 and 2002 and then rose for four years before leveling off at about 25% lower than the 1996 rate. The increases in city arrests beginning in 2002 were heavily emphasized in newspaper coverage as a *juvenile* crime wave, when in fact the increase in the juvenile proportion of total arrests was less than *one* percentage point in this time period. The fact that arrest rates for adults were also rising was not generally reported. The youth percentage of total Washington DC arrests was about 6% or lower from 1997 to 2006 – well below the youth proportion of the total city population, which remained around 20% in this period.

Further, for most of this period, reports to the police of violent crime were decreased, suggesting that changes in law enforcement policies and tactics accounted for at least some of the changes in arrest rates. Despite some short-term increases, the rate of reported violent crime (for all ages) dropped by 50% between 1995 and 2007.

Dallas media ignores decrease in crime. Rates of violent crime reported to Dallas police dropped 30% between 1995 and 2007. Dallas County rates of juvenile arrests for violent crime dropped every year since 1994, ending 62% below that year's rate.

However, Dallas newspaper coverage deemphasized falling rates. Instead, articles stressed the potential for trends to reverse due to an increasing juvenile population and teenage boys apparently becoming more violent. Articles emphasized a rise in specific crimes and the failure of the Dallas Police Department to meet its goals for crime reduction. And articles continued to focus on sensational cases.

Stakeholders stressed that cities should expect ebbs and flows in crime, and that it is essential to place short-term changes in a larger context. Stakeholders stressed that part of the problem was the lack of readily available and understandable data that the media could use to bolster their coverage.

Sensationalism fans fear of youth in San Mateo, California. Stakeholders suggested that the media's tendency to use frightening language surrounding all gang and violent activity, and to emphasize new crime waves and trends, made some city leaders, particularly school administrators, hesitant to admit their gang problems. Admitting these problems might lead to unwanted publicity and, in the case of schools, reduced funding; unfortunately, this meant that parents and others were left in the dark about important issues. Such characterizations also made the public more hesitant to support non-punitive responses to youth crime.

Emphasis on short-term trends leads to short-sighted policy in San Mateo, California. Some stakeholders worried that even when media publicity led to effective and needed programming, once the media moved on to cover another issue, the effective programs lost their funding. For example, when the gang situation received a lot of attention in the mid- to late-nineties in San Mateo (particularly in East Palo Alto), the County put a great deal of resources into gangs: a task force, increased awareness by courts, a probation-intensive supervision unit, and more prosecutions of gang members. When attention shifted to other types of crimes during the late-90s, resources shifted and these programs ended. San Mateo stakeholders suggested this led to an increase in gang crime; now that gang crime is receiving more attention again, the gang task force has been revived.

"Crime emergencies" in Washington, DC. In Washington, "crime emergencies" can be called by the police chief in response to short-term spikes in certain crimes. In the 2000s, several of these so-called emergencies noted spikes in robbery and Unauthorized Use of Vehicle (UUV) offenses. Rates of juvenile arrests for UUVs had a one-year rise 2002-2003 followed by a three-year decline, with another rise in 2006-2007. Increases in rates of youth arrests for robbery/carjacking (reported in combination by the Washington Metropolitan Police Department) were longer term and rose consistently from 2001 to 2006 and then dropped slightly.

These declarations of crime emergencies have significant ramifications. They allow, among other things, commanders flexibility to adjust schedules and restrict days off, provide millions of dollars in police overtime, impose youth curfews, increase police access to confidential juvenile records, give judges added discretion to deny bail and detain adults and juveniles that commit certain crimes, and install surveillance cameras in residential neighborhoods.

Stakeholders in Washington suggested that their policy leaders often justified new expenses and procedures as "emergency" actions; this not only frightened the community but made it difficult to enact long-term policy with more thoughtful policy debates. Also, stakeholders emphasized that these "emergencies" influenced long-term changes in policy and legislation. Many policies stay on the books regardless of subsequent downturns in crime. This includes some of the most punitive policy changes of the past two decades including mandatory minimums, enhanced penalties, and easing restrictions on trying youth as adults. These changes have had long-term and detrimental impacts on the youth in the system—they are more likely to get caught up in the system and may be denied access to preventative and rehabilitative community programming.

Successful media and community outreach in San Mateo, California. Stakeholders understood that it was sometimes easier for the public to understand a tough stance against crime rather than rehabilitation programming and alternatives to incarceration. Opportunities to explain to the public the value of such programming, and the negative consequences of long sentences for youth were lost every time an article sensationalized crime without providing context and response options.

In the late 1990s into the 2000s, San Mateo stakeholders realized that the development of their new Youth Services Center presented a perfect opportunity to inform the media and public, especially concerning the importance of rehabilitation. This was during a period of short-term fluctuations but overall decreases in youth-related crime. San Mateo newspaper coverage

characterized the crime trends in positive terms, without much of the "doom on the horizon" language used in other cities. The media described efforts to bring the rates even lower through rehabilitative youth and family programming, hallmarks of the new center.

This good coverage of the new youth center in San Mateo—comparatively well-balanced and insightful media coverage in several local newspapers—showed the purpose, goals, background, and pros and cons of the new facility. The success of the new center, and the nature of the reporting, was at least partly due to the concerted efforts of police and probation to "sell" the center. Stakeholders said they had made special efforts to inform the discussion, and that it worked.

The Untold Story: What Youth Told Us

Factors impacting crime evolve over time, including the availability of weapons, the popularity of one drug versus another, community resources, economic conditions, public sentiment, and the resources, policies, and approaches of city agencies.

The evidence-based view that stakeholders argue for is one that carefully considers long-term crime trends, evolving factors impacting crime, and, perhaps most importantly, the changing—and often not changing—circumstances of youth at risk of system involvement.

So what does the media leave out? A very complicated story. Every youth interviewed had a different story, yet there were clear patterns as well.

Parents and home life. The 24 youth interviewed described their chaotic home lives, too often dominated by substance abusing, violent, or absent parents; multiple residence changes; and family members in trouble with the law. Most youth lived in poverty. Youth mentioned parents who dealt drugs in order to pay household bills, and some parents had pleaded with the court to release their child on probation because his or her job helped support the family. Sometimes parents moved their families to seek better circumstances for their children, but more often, financial or other disruptions forced the move.

The adults raising these youth fit easily into common stereotypes. Many youth lived in single-parent homes, yet many—one-third of those interviewed—lived in two-parent homes. Relationships between parents and youth were mixed. Many said they loved their parents and felt bad for letting them down. Almost half described their relationships as positive, with their parents

loving and supporting them, and making efforts to improve the youths' lives. Youth with an absent parent most often spoke of missing that parent rather than holding ill will toward them; they wished they could have a relationship.

Unfortunately, the youth spoke of parents who, despite good intentions, could not provide the structure or guidance that they needed. Some parents' employment, often at multiple jobs, left them with little time to meet the youths' needs. Some parents had troubles of their own, health issues, drug abuse, or system-involvement. Most youth had at least one family member or relative who was or had been involved in the criminal justice system. At least one youth described parents selling drugs on the streets in order to pay household bills. Most of the juvenile justice professionals that we interviewed agreed with these young people's observations. The stakeholders stressed factors that compromise successful parenting, including parental drug use, lack of awareness of children's lives, and lack of time to discipline and support children due to work hours or imprisonment. Still, the stakeholders felt many parents and guardians seemed to be struggling to create a positive home life.

Both youth and stakeholders spoke of gaps in understanding between youth and their parents, including cultural factors related to recent immigration, generational differences, and technology advancements, as youth used electronics and the internet as part of their social lives, education, and street life. Relatives—often a brother or cousin not much older than the youth—sometimes filled the role of absent or incapable parents, and these relationships often proved unhealthy. The gaps of understanding between parents and youth were so great in some cases that, according to both youth and stakeholders, parents turned to city agencies, most often the police or probation, to step in when they could not handle their children. With schools also turning to law enforcement for help with difficult students, this contributed to what some stakeholders described as an overreliance on the juvenile justice system.

Schools. Perhaps like most adolescents, the young people that we interviewed stressed the social rather than academic aspects of school. They described school environments that lacked the necessary structure and stability to help them succeed academically. Gang activity and violence were common.

The majority of the stakeholders were very concerned with a school's ability to positively intervene in the lives of young people.[11] In particular they were concerned with truancy and dropouts, though reentry after expulsions or time spent in juvenile facilities was also a major concern. These disruptions served to make academic success even less likely. Both youth and stakeholders thought schools too often involved the police in problems on campus and in truancy issues.

The Street. With their parents and schools unable to keep them on track, and with extensive unsupervised time on their hands, the neighborhood was an influential aspect of these youths' lives. Most of them described the difficult environments in their communities. Young people in the juvenile justice system stressed their personal exposure to gangs, drugs, and violence at a young age. The youth turned to street life for a variety of reasons—money, status, social life; their motivations were complex. They turned to those who could provide some of the bonds and structure they were lacking at home or at school. And they sought a modicum of control over their own lives. Some were urged into risky behavior by relatives, some were pressured simply because of where they lived or the clothes they wore. Some spoke of spending little time in the neighborhood, and even among those with active street lives, most were not in formal gangs. But the environment outside their homes and schools seemed always to play a significant and troubling role in their lives.

The Juvenile Justice System. Some of the youth reported that time in confinement allowed them to think about their lives and past actions and expressed a desire to change. However, this desire did not necessarily translate into concrete plans for a positive future. Most interviewed youth felt—and stakeholders generally agreed—that during their confinement they were not making positive progress towards creating a better life for themselves. They felt removed from their social, family, and economic obligations. Further, they felt some of their experiences, including failure to complete probation, made it difficult to turn things around. The youth rarely mentioned resources that had been helpful to them.

Although they had concerns, stakeholders generally commended the efforts of law enforcement and juvenile justice agencies to address the needs of youth. Stakeholders discussed innovative youth programming within the police department, probation, and detention and the increased resources available to youth once in the system. However, some stakeholders questioned

[11] Representatives of schools were not among the stakeholders interviewed.

whether the juvenile justice system was the right venue for delivering services, given its main function as law enforcement.

Policy Considerations

It is usual for crime rates to fluctuate; however, newspaper reports as a whole emphasize and often exaggerate rises in crime, while drops in crimes are minimized. When overall crime rates are static or dropping, the media look for change in individual types of crime. Increases in crime do not warrant the typically exaggerated coverage mostly focused on shocking crimes. Further, crime in general is often attributed to youth when, in fact, adults commit the vast majority of all types of crime. Positive stories about youth, as opposed to those that emphasize trouble and violence, are hard to find, leaving the public with a distorted view of youth and their role in crime.

Interviewed stakeholders did not necessarily share the same political views on delinquent youth: some preferred greater emphasis on law enforcement, accountability, and public safety, while others preferred to emphasize programming, community-based efforts, and prevention. However, regardless of these views, in doing their work, stakeholders considered the full range of factors that influence youth behavior. Although elected officials may feel the need to respond to crime as reported in the media, or may use such coverage as leverage for pushing their preferred programs, stakeholders recognize the cyclical nature of crime and the need to focus on long-term strategies rather than short-term changes. Stakeholders felt that policies focused on short-term trends or sensational crimes used resources that would be better spent on more longsighted methods. In fact, they felt that shortsighted policies may, in fact, make the situation worse.

Ask the youth!

Perhaps the most interesting findings stem from what NCCD learned in the youth interviews. The stories they told were common to other youth involved in the justice system: unsettled households, violent communities, the inexorable draw of drugs, gangs, and delinquent behavior, inconsequential early system contacts, and gradually deeper movement into the system.

As a whole, the stories serve as an outline of the root causes of crime and a blueprint for early intervention and prevention programs. In effect, they evaluate how the adults in their lives and society at large had met their responsibilities to young people (We did not fare very well.). They suggest how to do better, if not for them, then for their young siblings and the next generation. The

youth told their stories with insight and, notably, without passing the sort of judgment that others had passed on them throughout their lives. Most of these youth had a clear idea of why things turned out the way they had for them. Most took personal responsibility for their plight. While acknowledging the failures of the adults responsible for their care, few blamed anyone but themselves. Furthermore, the youths' assessment of their own situations agreed in almost every respect with how the stakeholders—experts in the field—assessed the same thing. The youth were, in short, experts on themselves. And they added a personal element that illuminates how society can better serve them and others like them to avoid system contact.

Although these youth were among the most serious offenders in the system, they were not the heartless monsters described in many news reports. Interviewers found the youth to be funny, engaging, and thoughtful; they typically treated the interviewers with courtesy and respect. Their motivations for high-risk and delinquent behavior were complicated. However, they often involved common adolescent needs for interpersonal connections and a sense of belonging and self and perhaps seeking a little order among the chaos in their lives.

In short, trends in crime do not indicate tougher responses to youth crime—these youth are not superpredators. System reform is necessary and demands a comprehensive, long-term approach based on the perspective of the youth, families, and community.

Recommendations

The following recommendations stem from youth interviews, stakeholder comments, and the other findings of the NCCD study.

Initiate a campaign for accurate public information. OJJDP and state agencies need to collect and make available the information necessary for meaningful discussion and reporting on youth, crime, and city responses. These resources must be timely and accessible to interested audiences with a range of backgrounds, expertise, and interests, to include not just researchers or academics, but the media, elected officials, law enforcement and other city agencies, and the general public. Types of information that need to be available include crime data, the youth and family perspective, risk and protective factors for crime, the structure and purpose of the juvenile justice system, the nature and impact of effective best practices in programming and service-provision for at-risk and system-involved youth, the impact of incarceration, current research in causes and

responses to crime, issues related to class, race, ethnicity, and immigration, and blueprints for effective city-wide responses to crime.

Support a media training effort. OJJDP and other justice agencies need to establish methods and resources for informing the media to the true nature of youth crime, the lives of youth in troubled communities, and how cities respond. This effort should include an internet-based clearinghouse of information formatted for easy access, understanding, and use by the media. It should also include conferences, seminars, and trainings designed to give the media a comprehensive understanding of youth and crime as well as expertise in the use of available data and informational resources.

Expand funding for public education. Public perception impacts the system at almost every level, from funding for new programs to crime-focused legislation and ballot measures, to understanding the benefits and detriments to system involvement for youth, to improved intergenerational communication and relations in the community. OJJDP and concerned foundations need to better inform the public and seek productive relationships among agencies, community groups, and individuals. This effort may include justice system events and programs linking justice representatives with local communities through community-based forums and services. Cultural sensitivity should be an essential element of these efforts.

Promote healthy families and effective parenting. Frustrated and bewildered parents need help recognizing risk factors for delinquency and effectively advocating for their system-involved children. Justice agencies, collaborating as necessary with public health and human service agencies, need to engage and educate parents on effective parenting skills.

Broaden training for police and probation officers who work with troubled young people. Federal funding needs to support appropriate training and institutional support for police and probation officers as they take on broader roles in communities.

Remember that juvenile justice system-involved youth are ADOLESCENTS. All of these recommendations must be planned and implemented with consideration of this core fact. These youth are not superpredators, they are not lost causes, but rather have made mistakes. But making mistakes is an integral part of growing up. These youth may be in dangerous ruts, but they maintain hope for new directions. And they need help.

To better understand and engage system-involved youth, the first step is to understand their development. Those convicted of serious crime are not so unlike average youth. They are observant, they have a sense of themselves, they are proud, yet they are often immature. They have complicated lives and motivations. Their home lives may be less than ideal, but they are all they know. They need help contemplating the consequences of their actions beyond punishment and loss of freedom. They need help seeing the big picture. They need help, for example, understanding the purpose of the services offered them, and help developing reentry plans. They need help seeing past their release date and reunion with their troubled homes and communities.

One youth interviewed seemed content to be in secure placement for the time being. She was a gang member; she had an emotional disorder; she reported that she had been abused at home; she said her father had been arrested for drug use and sexual assault. She said, simply, "I don't mind being in Juvi. Better to be here and be safe." However, our society must be capable of providing for safe environments for vulnerable young people outside of locked doors, razor wire barriers, and prison-like settings.

Mr. SCOTT. Thank you, Dr. Krisberg.
Mr. Trubow?

TESTIMONY OF STEVE TRUBOW, HEAD OF OLYMPIC BEHAVIOR LABS, PORT ANGELES, WA

Mr. TRUBOW. First, I would like to thank Chairman Scott and the Subcommittee for letting me come from Seattle, Washington, to testify today.

Olympic Behavior Labs and its partners—Microsoft Corporation, the National Dropout Prevention Center at Clemson University, Sypherlink, and Choice Solutions—has developed and implemented 13 dropout early warning systems in South Carolina, Mississippi, and Alaska. And those systems are up and running today. And they give us the opportunity to identify children—kindergarten, first grade, second grade—who are most at risk for dropout, truancy, gangs, and violence.

My remarks today are really focused on school dropout, gangs, and youth violence.

Solutions for gang violence and dropout prevention require persistent, systematic, and automated predictive risk assessment to target the most effective gang prevention programs. In the 2009 National Gang Assessment, the FBI counted 1 million street gang members in 2008. That represents a 25 percent increase of 250,000 new gang members since 2005.

Gang members are increasingly migrating from urban to suburban areas and are responsible for the escalating rate of crimes and violence in those communities, to include violence at public schools. The North Carolina Department of Public Instruction reported in December 2008 that 64 percent of high schools in North Carolina have a gang presence in their classroom.

It is evident that we cannot take every gang member off the street. Intervene with multidimensional therapies to normalize each gang member's criminal and violent lifestyles. Or prevent school children from joining gangs with the 7-hour GREAT seminar. GREAT is "Gang Resistance Education and Training."

If the premise of prevention science is to stop a behavior before it happens, the indicators that predict the behavior must be persistently and comprehensibly assessed, analyzed, and addressed with interventions to mitigate the probability of risk. In other words, if you want to stop violence and gangs from happening, you have to get to the root causes, and you have to do interventions at a young enough age to stop it.

When we try to prevent cancer, we don't wait until someone has cancer; we do it before. But when we talk about gang prevention, we wait until the kids are already in gangs to do prevention. So we have to do risk assessment.

And this is documented. It is research-based. It was pioneered by Dr. Buddy Howell, David Hawkins, and Richard Catalano in the 1990's. We know that it works. We know how to predict which children are going to get involved in gangs and violence.

Among the major educational problems in the United States, the disproportionate educational opportunities for minority and economically disadvantaged children is a key critical issue, likely to grow even greater if prevention and corrective actions are not implemented immediately.

This issue is well-documented as an alarming trend across the Nation and has many negative effects on society. It is best illus-

trated by the disproportionate levels of unemployment and incarceration for Black and White high school dropouts, as well as the large increase in the number minority street gang members, and responsible for raising the level of youth violence and substance abuse.

The root causes behind this critical problem are the strong relationship that exists between school-related risk factors, such as the lack of school readiness for minority youth and the minority achievement gap, truancy, school dropout, and dramatic increases in youth violence.

Again, this relationship is in every State and every community across the Nation, with the highest concentrations in urban areas and Indian reservations.

All children, and particularly minority and economically disadvantaged children, must be given equal access to equitable educational opportunities if they are to be productive participants in our global economy. Otherwise, our society will continue to suffer with exaggerated costs derived from nonproductive incarceration, and our children will be caught in a cycle of disengagement.

A dropout early warning system that utilizes evidence-based, school-related risk or protective factors is essential to determining which individual students are most likely to join gangs or participate in other dangerous and destructive activities leading to school disengagement and ultimately dropout.

The research base and developmental framework for dropout early warning systems incorporates many National standards, including No Child Left Behind, the Office of Juvenile Justice and Delinquency Prevention comprehensive gang prevention model, and the IES Practice Guide for Dropout Prevention published by the U.S. Department of Education.

This framework also addresses No Child Left Behind limitations for monitoring systemic school-wide weaknesses and more accurately determines a school's 4-year cohort graduation rate.

Local action teams, very similar to the "Youth PROMISE Act," consisting of school and community stakeholders, can use the Office of Juvenile Justice and Delinquency Prevention comprehension gang prevention model with interagency collaboration and a common data-sharing model as a response to local barriers of implementation and isolated data silos to develop the most effective evidence-based, best-practice model programs for prevention and intervention strategies for truancy, dropout, gangs, and violence.

Model programs' best-practice strategies are used to reduce risk factors and increase protective factors for kids. This system includes a case management Web portal with risk assessment and evaluation for the effectiveness of prevention programming and interventions.

Thank you again for giving me the time to present.

[The prepared statement of Mr. Trubow follows:]

PREPARED STATEMENT OF STEVEN TRUBOW

U.S. House of Representatives Subcommittee on Crime, Terrorism, and Homeland Security

State of Emergency

Addressing Gang Violence and the High School Dropout Problem

Submitted by:

Steven Trubow, Olympic Behavior Labs
Jay Smink, National Dropout Prevention Center
Richard D. Young, Microsoft Corporation
Phil Smith, Sypherlink
Srinivas Kallakurchi, Choice Solutions

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A State of Emergency: "Youth Violence, Trends, Myths, and Solutions"

Because We Care About Our Nation's Youth (Slide 1):

Figure 1: A State of Emergency (Slide 1)

For many of our nation's school-age children violence at school is far too commonplace, this is especially true in many inner-city school systems that tend to be located in some of the most impoverished, socioeconomically disadvantaged, and high-crime areas. According to a 2007 report published by the Institute of Education Sciences[1], an estimated 54.8 million students attended K-12 public schools in school year 2005-06. The report provided the following crime related statistics, for school violence, during the period July 1, 2005 through June 30, 2006:

- Students ages 5–18 were victims of 14 homicides and 3 suicides, or about one homicide or suicide of a school-age youth at school per 3.2 million students enrolled during the 2005–06 school year.
- Students ages 12–18 were victims of about 1.5 million nonfatal crimes at school, including thefts and violent crimes.
- Students ages 12–18 were generally more likely to be victims of theft at school than away from school. In 2005, 33 thefts per 1,000 students occurred at school and 23 thefts per 1,000 students occurred away from school.

These numbers are reflective of violence that takes place on K-12 school campuses, if we expand this analysis to include violence committed against school-age children—both on and away from campus—the picture is a chilling reminder of the dangers facing K-12 students in some of our largest urban school systems. An example of this is the Chicago Public School (CPS) system, where gang violence contributed to a record number of murders of CPS students, 34 in all, during school year 2007-08.

[1] Source: Last accessed at http://www.ojp.gov/bjs/pub/pdf/iscs07.pdf

While public officials called for tougher gun laws, additional video surveillance cameras, increased street patrols, and other gang suppression activities, thousands of mourning CPS students said the solutions are more complicated and need to include school-based solutions such as getting truants and dropouts off the streets and back in the classroom.[2]

African-American Dropout Crisis (Slide 2):

Figure 2: There Is a National State of Emergency (Slide 2)

A dropout crisis exists for minority and economically disadvantaged children in every state. African-American males are incarcerated at a rate six times that of White males and Hispanic males more than double that rate according to recent studies published by the U.S. Department of Justice. The significance of this statistic is that African-American males have the lowest graduation rate of any ethnic group. In more than a dozen states, and in the nation's largest urban areas where most African-Americans reside, only 30-40 percent of African-American males graduate from high school. A troubling statistic is the number of high school dropouts that disproportionately comprises the nation's prison and death row population. According to a study released in 2000 by the National Dropout Prevention Network, 80 percent of prisoners are high school dropouts. African-American males make up the largest prison population—by ethnic group—and only represent four percent of all students at American colleges and universities. (This percentage does not represent degree-holders only students registered with full-time status.)

The Schott Foundation for Public Education tracked, for five years, the performance of African-American males in public education systems across the nation. This report documents that states and most school districts—with large African-American enrollments—educate their White, non-Hispanic children, but do not similarly educate the majority of their African-American male students. More than half of African-American males did not receive diplomas with their peer group in 2005-06. This is not a phenomena isolated to economically challenged states. New York State, which is not an economically deprived region, is home to three school districts with the lowest graduation rates for African-American male

[2] Source: Last accessed at the Chicago Tribune's achieve site
http://archives.chicagotribune.com/2008/apr/02/news/chi-chicago-school-protest_02apr02

students in the country. The one million African-American male students enrolled in the New York, Florida, and Georgia public school systems are twice as likely not to graduate with their class, as they are to graduate with them. A similar situation exists in others sates such as Delaware, Georgia, Illinois, Indiana, Michigan, South Carolina, and Wisconsin where fewer African-American males graduate with their peer groups than that of the national average. Illinois and Wisconsin have nearly a 40-point gaps between how effectively they educate their African-American and White non-Hispanic male students.[3]

These numbers represent a grim reality that students entering ninth grade each year, over one million do not graduate with their peers four years later, and fail to receive a regular diploma. This means that approximately 7,000 students drop out every school day—low-income and minority students fare the worst in the dropout epidemic. Nationally, about 71 percent of all students graduate from high school on time with a regular diploma, but barely half of African American and Hispanic students earn diplomas with their peers. In many states, the difference between White and minority graduation rates is stunning; in several cases, there is a gap of as many as 40 to 50 percentage points. A sixteen- to twenty-four-year-old coming from the highest quartile of family income is about seven times as likely to have completed high school as a sixteen- to twenty-four-year-old coming from the lowest quartile.[4]

Disproportionate Rates of Dropout and Incarceration for African-Americans and other Minorities (Slide 3):

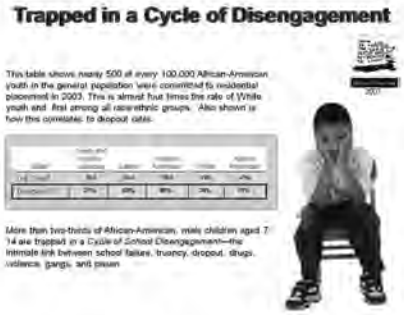

Figure 3: Trapped in a Cycle of Disengagement (Slide 3)

A correlation exists between the dropout and incarceration rates nationwide—68.1 percent of state prison inmates in 2003 did not have a high school diploma.[5] Approximately 1 in 3 African-American and Native-American males are likely to go to prison during their lifetime. The chances of going to prison are

[3] Source: Last accessed at http://www.blackboysreport.org/node/106

[4] Source: Last accessed at U.S. Department of Education, National Center for Education Statistics, *Digest of Education Statistics 2006* (NCES 2007- 017)

[5] Source: Last accessed at http://www.ojp.usdoj.gov/bjs/abstract/ecp.htm

highest among African-American males (32.2 percent) and lowest among White males (5.9 percent), while two-thirds of Native-American and African-American children experience drop out compared to less than one-third of Whites. Among the more than 1.38 million sentenced inmates at the end of 2002, an estimated 442,000 were African-American males between the ages of 20-39.[6]

Disproportionate Educational Opportunities for Minority and Economically Disadvantaged Children (Slide 4):

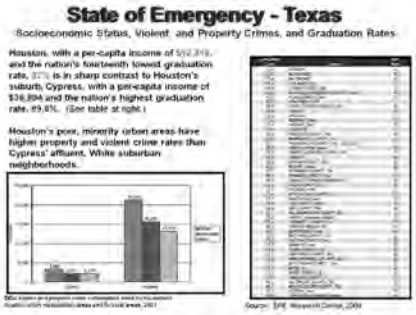

Figure 4: State of Emergency - Texas (Slide 4)

In his 1935 discourse on Desegregation of the Nation's Schools, Dr. W.E.B Dubois described the challenges—as he saw them—with the public education system with respect to educating African-American and economically disadvantaged students. Dr. Dubois wrote, "Just as long as Negroes are taught in Negro schools and Whites are taught in White schools, the poor in the slums and the rich in private schools, we shall lack in America the sort of public education that will create the intelligence basis of a real democracy."

Dr. Dubois argued that the efforts of civil rights organizations would be incomplete if they did not address the fact that African-American schools received one-tenth to one-half of the funding received by predominantly White schools for the education of their children.[7]

The state of equal educational opportunities for all children is still very much in doubt today with millions of African-American, Hispanic, and Native-American children forced to attend sub-standard and underfunded schools often referred to as "dropout factories" instead of institutions of learning.

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[6] Source: Last accessed at http://users.law.capital.edu/fweatherspoon/Speaking/GAOct2005.txt

[7] Source: Last accessed at http://books.google.com/books?id=dQeav1Lw_yEC&pg=PA133&lpg=PA133&dq=dubois+color+line+in+education&source=bl&ots=DqpYI8JvRZ&sig=Hx9lZWNfL4ZuGK0tTCRQg9OQ15I&hl=en&sa=X&oi=book_result&resnum=2&ct=result#PPA135,M1

Disproportionate School Funding, Socioeconomic and Graduation Rates (Slide 5):

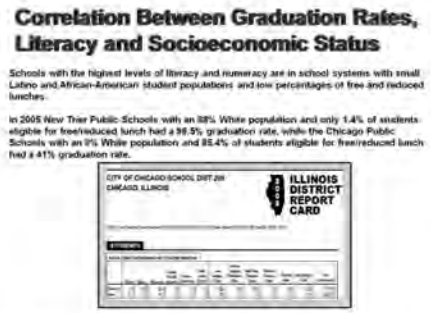


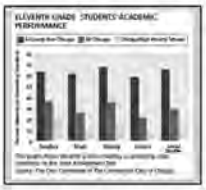
Figure 5: City of Chicago School District 299 (Slide 5)

Chicago, like many other U.S. cities, has a high concentration of poverty and one of the highest crime rates in the nation. The city spends far less on its neediest schools then its counterparts in its wealthier suburbs. For example, Chicago Public Schools spent $10,409 per pupil compared to the $16,856 that New Trier Public Schools spends per pupil in the 2005-06 school year. In that same school year, New Trier Public Schools—with an 88 percent White population and only 1.4 percent of students eligible for "free or reduced" lunch—had a 98.5 percent graduation rate. While the Chicago Public Schools with an 8 percent White population and 85.4 percent of students eligible for free or reduced lunch had a 41 percent graduation rate. Just as in many districts across the country, public school funding in Illinois is tied to revenues from local property taxes and land valuations. The higher the property value within the school district, the greater the likelihood that schools in that district will receive the needed funding.

This disparity did not go unnoticed by the parents of Chicago Public School students; at the beginning of the 2008-09 school year, thousands of CPS students boycotted the schools and attempted to register instead in the affluent—and higher academically achieving—suburban school system. According to the boycott organizer, the all minority Chicago Public Schools are underfunded compared with affluent fully-funded schools in suburban districts that have much fewer minority students.

Correlation between Graduation Rates, Literacy and Socioeconomic Status (Slide 6):

Correlation Between Graduation Rates, Literacy and Socioeconomic Status



On the graph above only 20% of Chicago's high poverty schools perform at Illinois Reading Standards compared to 65% of 8-County Non-Chicago schools.

Figure 6: Eleventh Grade Students' Academic Performance (Slide 6)

African-Americans (43.1 percent) and Hispanics (39.6 percent) make up the largest percentage of impoverished children living in large cities. Economically disadvantaged minority children are much more likely to have school experiences that have damaging circumstances as part of their life experiences than are children born into White middle class families. Low-socioeconomic students are at a greater risk for having substandard levels of academic achievement. Studies show that this group of students drop out of school at a higher rate than that of their higher-socioeconomic counterparts. Over one million at-risk students drop out each year from American public schools.

In Chicago, high schools with the highest concentration of minority and economically disadvantaged students, less than 20 percent reach proficiency in math and reading, compared to the 60 percent of the affluent White counterparts in the neighboring white affluent suburban school districts. Despite the rhetoric of equal opportunity, there is a striking imbalance between the funds available to high-poverty schools and those serving its affluent counterparts.[8]

There is a direct correlation between the poverty and school performance and student achievement levels. Children in high-poverty schools tend to be less healthy, have weaker preschool experiences, live in a single-parent household, move frequently, have unstable educational experiences, and have friends and classmates with lower levels of achievement. In addition, the high-poverty schools these children attend often employ less experienced and/or unqualified teachers, have higher teacher turnover, and offer fewer pre-collegiate courses and more remedial courses.[9]

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[8] Source: *North Central Regional Educational Laboratory: Taking on the Achievement Gap; "A Stacked Deck?"*

[9] *Source: B.A., and Smith, T.M. (1997), The Social Context of Education. The Condition of Education, 97-991; Freeman, C., Scafidi, B., & Soquist, D.L. (2002). Racial Segregation in Georgia Public Schools, 1994-2001: Trends, causes and impact on teacher quality. Paper presented at the Desegregation of Southern Schools Conference.*

Students with low socioeconomic status tend to be clustered in schools that are grossly underfunded compared to students with higher socioeconomic status. A study of 84 academic high schools in New York found that for each additional $100 spent on classroom instruction, students gained as much as 18 points on the combined mathematics and verbal sections of the SAT.[10]

The average 2008-2009 public education expenditure in districts serving the students in the nation's poorest communities is approximately 36 percent lower than in districts serving students in the nation's richest communities. Using a "buying power" concept of school district spending takes into account the variation in cost of living across the nation; however, the gap in this expenditure per student measure between the richest and poorest districts is still 36 percent.[11]

Trends: Disproportionate Levels of Unemployment and Incarceration for African-American and White High School Dropouts (Slide 7):

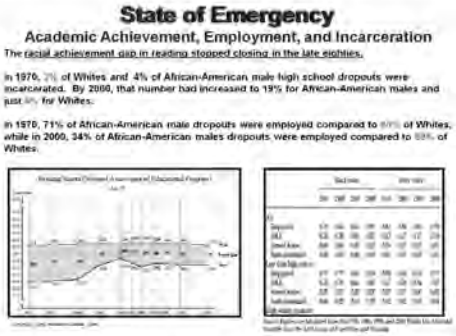

Figure 7: State of Emergency - Academic Achievement, Employment, and Incarceration (Slide 7)

According to numerous studies, relative to dropouts, high school graduates earn more, pay more in taxes, and reduce the pressure on spending for law enforcement, health and other social services. These differences hold even when we control for other attributes associated with dropping out, such as family disadvantage. The net result is that each new high school graduate saves the taxpayer money and benefits society.

University of North Carolina at Chapel Hill; Orfield G. and Eaton, S. (1996) Dismantling Desegregation. New York: New Press, Chapter 3

[10] Source: *Lonnie Harp in* ***Education Week****, March 31, 1993. Ron Renchler,* ***"Poverty and Learning"****, ERIC Digest, Number 83, 1993*

[11] Source: *Do Rich and Poor Districts Spend Alike? National Center for Education Statistics, December 1996*

There is a direct correlation between employment and incarceration rates for African-American and White high school dropouts. According to the National Bureau of Economic Research, from 1960 to 2000, the incarceration rate of African-American high-school dropouts rose roughly 23 percentage points from 1.4 to 25.1 percent, while there was a .1 percent rise for White high-school dropouts in incarceration rates. During this same period, the employment of African-American high school dropouts fell by nearly 33 percentage points, from 88.6 percent to 55.7 percent compared to just a 7 percent decrease for White high school dropouts.[12]

During the thirty-year period of 1970 to 2000, the number of African-American dropouts, who were not in the labor force (NILF), grew dramatically; as did the disproportionate number of African-American school dropouts incarcerated compared to their White counterparts who managed to find employment and stay out of prison.[13]

School Readiness, Minority Achievement Gap and Dropout (Slide 8)

Figure 8: Poverty and School-Readiness (Slide 8)

A number of medical and educational research studies performed over the last thirty-years indicates that the major development of intelligence, personality, and social behavior in people occurs in the first few years of life. Studies show that half of all intellectual development potential occurs by age four,[14] that the human brain develops more rapidly between birth and age 5 than during any other time in a person's life; that children who participate in quality early education programs tend to be better prepared for school.

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[12] Source: Last accessed at http://magazine.uchicago.edu/0701/investigations/fortunes.shtml

[13] Source: Figures and tabulated from 1970, 1980, 1990, and 2000 Public Use Microdata Samples from the U.S. Census of Population and Housing

[14] The Case for Early Intervention," Early Child Development: Investing in the Future, Chap. 1 at 2 (www.worldbank.org/children/ecd/book/1.htm).

The data indicates seems to indicate that minority and impoverished children are at a disadvantage, academically, then their more affluent counterparts before they enter kindergarten. By the time African-American, Native-American, and Hispanic children enter kindergarten, they are on average already far behind their peers in reading and math readiness. These disparities in achievement persist and are among the most important related risk factors or early predictors for academic failure, truancy, dropout, and gang involvement. The Early Childhood Education Longitudinal Study, Kindergarten Cohort (ECLS-K), a nationally representative sample of nearly 23,000 kindergartners, shows that African-American and Hispanic children score significantly below white children at the beginning of kindergarten on math and reading achievement.

Christopher Jencks of Harvard and Meredith Phillips of UCLA, using nationally representative data from the National Longitudinal Survey of Youth–Child Data, found that about 85 percent of African-American three- and four-year-olds scored lower on a vocabulary test than did the average white child in the same age group. Disparities such as these represent a serious failure in the nation's commitment to equality of opportunity because children who score poorly on tests of intellectual skills during the preschool years are at the highest risk for dropout or other negative behaviors.

According to the U.S. Census Bureau, an estimated 800,000 three- and four-year-olds nationwide are not participating in state-funded school readiness programs. Behind these growing disparities, a dozen states still provide no state-funded preschool education to even their most disadvantaged families. State spending ranges from nothing in 12 states to more than $10,000 per child in New Jersey.

The table below, from *The State of Preschool 2007* and the National Institute for Early Education Research, shows only 12.5 percent of the combined three- and four-year-olds are participating in state funded prekindergarten programs.

ACCESS FOR 4-YEAR-OLDS RANK	STATE	PERCENT OF CHILDREN ENROLLED IN STATE PREKINDERGARTEN (2006-2007)			NUMBER OF CHILDREN ENROLLED IN STATE PREKINDERGARTEN (2006-2007)		
		4-year-olds	3-year-olds	Total (3s and 4s)	4-year-olds	3-year-olds	Total (3s and 4s)
1	Oklahoma	68.4%	0.0%	34.2%	[illegible]	0	[illegible]
2	Florida	56.7%	0.0%	28.3%	[illegible]	0	[illegible]
3	Georgia	53.3%	0.0%	26.6%	[illegible]	0	[illegible]
4	West Virginia	49.8%	3.1%	26.4%	[illegible]	[illegible]	[illegible]
5	Texas	46.2%	4.6%	25.4%	[illegible]	[illegible]	[illegible]
6	Vermont	44.9%	15.6%	30.3%	[illegible]	[illegible]	[illegible]
7	South Carolina	37.8%	3.1%	19.5%	[illegible]	[illegible]	[illegible]
8	Wisconsin	38.1%	0.0%	19.0%	[illegible]	[illegible]	[illegible]
9	New York	34.4%	3.1%	17.3%	[illegible]	[illegible]	[illegible]
10	Maryland	34.4%	1.2%	17.8%	[illegible]	[illegible]	[illegible]
11	Kentucky	30.2%	18.7%	17.4%	[illegible]	[illegible]	[illegible]
12	Illinois	28.7%	18.9%	23.6%	[illegible]	[illegible]	[illegible]
13	New Jersey	25.1%	18.9%	22.1%	[illegible]	[illegible]	[illegible]
14	Louisiana	24.4%	0.0%	12.2%	[illegible]	0	[illegible]
15	Arizona	21.4%	19.9%	16.1%	[illegible]	[illegible]	[illegible]
16	Michigan	19.9%	0.0%	8.9%	[illegible]	0	[illegible]
17	Maine	16.3%	0.0%	8.1%	[illegible]	0	[illegible]
18	Connecticut	15.6%	4.7%	10.1%	[illegible]	[illegible]	[illegible]
19	Kansas	15.6%	0.0%	5.8%	[illegible]	0	[illegible]
20	Tennessee	15.6%	1.0%	8.3%	[illegible]	[illegible]	[illegible]
21	North Carolina	14.6%	0.0%	5.8%	[illegible]	0	[illegible]
22	Colorado	14.4%	3.1%	8.8%	[illegible]	[illegible]	[illegible]
23	Virginia	12.5%	0.0%	6.3%	[illegible]	0	[illegible]
24	California	10.6%	0.0%	7.9%	[illegible]	[illegible]	[illegible]
25	Massachusetts	10.1%	4.2%	6.8%	[illegible]	[illegible]	[illegible]
26	New Mexico	8.9%	0.9%	4.9%	[illegible]	[illegible]	[illegible]
27	Delaware	7.4%	0.0%	3.7%	[illegible]	[illegible]	[illegible]
28	Pennsylvania	7.2%	7.2%	6.9%	[illegible]	[illegible]	[illegible]
29	Washington	5.8%	1.0%	3.6%	[illegible]	[illegible]	[illegible]
30	Arizona	5.5%	0.0%	2.7%	[illegible]	0	[illegible]
31	Oregon	4.8%	1.0%	3.7%	[illegible]	[illegible]	[illegible]
32	Missouri	4.3%	2.2%	3.3%	[illegible]	[illegible]	[illegible]
33	Iowa	4.0%	1.0%	2.7%	[illegible]	[illegible]	[illegible]
34	Nebraska	4.0%	2.0%	3.0%	[illegible]	[illegible]	[illegible]
35	Ohio	3.8%	1.3%	2.3%	[illegible]	[illegible]	[illegible]
36	Nevada	3.3%	0.4%	1.9%	[illegible]	[illegible]	[illegible]
37	Minnesota	3.0%	1.3%	1.8%	[illegible]	[illegible]	[illegible]
38	Alabama	1.8%	0.0%	0.9%	[illegible]	0	[illegible]
No Program	Alaska	0.0%	0.0%	0.0%	0	0	0
No Program	Hawaii	0.0%	0.0%	0.0%	0	0	0
No Program	Idaho	0.0%	0.0%	0.0%	0	0	0
No Program	Indiana	0.0%	0.0%	0.0%	0	0	0
No Program	Mississippi	0.0%	0.0%	0.0%	0	0	0
No Program	Montana	0.0%	0.0%	0.0%	0	0	0
No Program	New Hampshire	0.0%	0.0%	0.0%	0	0	0
No Program	North Dakota	0.0%	0.0%	0.0%	0	0	0
No Program	Rhode Island	0.0%	0.0%	0.0%	0	0	0
No Program	South Dakota	0.0%	0.0%	0.0%	0	0	0
No Program	Utah	0.0%	0.0%	0.0%	0	0	0
No Program	Wyoming	0.0%	0.0%	0.0%	0	0	0
50 States Plus District		21.8%	4.3%	10.9%	[illegible]	[illegible]	[illegible]

Table 1: State Rankings by Pre-K Access for 4-year-olds

Chronic Elementary School Absenteeism as an Early Warning Sign for Academic Failure, Truancy, Dropout, Violence, and Gangs (Slide 9):

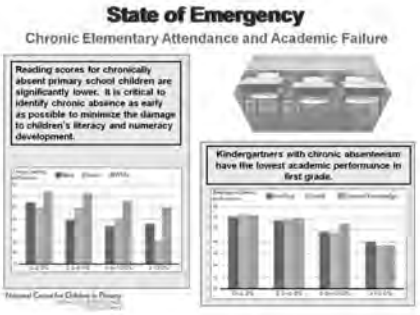

Figure 9: Chronic Elementary Attendance and Academic Failure (Slide 9)

A significant level of absenteeism in the early school years, especially among minority and low-income children, has detrimental effects on their future school success. According to a 2008 study conducted by the National Center for Children in Poverty, Native-American children have the highest absenteeism rates in elementary school among all ethnic groups.

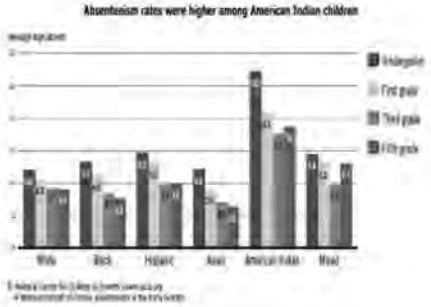

Figure 10: Absenteeism rates

In 2007, more than 90,000 of New York City's elementary school students—roughly 20 percent—missed at least a month of classes during the previous school year, with attendance problems most acute in central Brooklyn, Harlem, and the South Bronx. Chronic absenteeism in elementary schools is disproportionately a problem in poor and minority communities, and it immediately puts students behind their White and middle-class peers, concludes the report, by the *Center for New York City Affairs* at the New School. The academic pressures build over time and build quickly.[15]

As a result of these and other related studies, school systems are now monitoring elementary school students for chronic absences because the absenteeism rate among younger students worsens over time and is a strong predictor for habitual truancy, and dropout.

[15] Source: Last accessed at http://www.newschool.edu/milano/nycaffairs

Disproportionate Learning Disabilities and Behavior for Dropout and Incarceration (Slide 10):

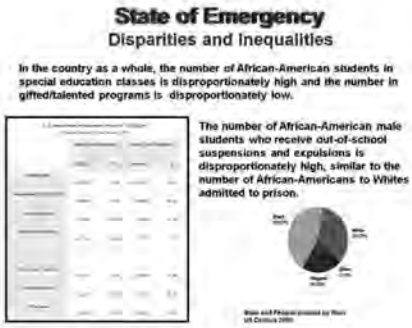

Figure 11: Disparities and Inequalities (Slide 10)

The importance of education to an individual's life opportunities is undeniable. Those with more education earn more, and are healthier and they are less likely to be involved in criminal activities or on welfare. Individuals with disabilities who do not complete high school are at greater disadvantage, regardless of ethnic group, then other members of society. Disadvantages include higher levels of unemployment, underemployment, and higher rates of incarceration. The following statistics illustrate the problems facing students with disabilities who drop out of school:

- In the 2001-02 school year, only 51 percent of students with disabilities exited school with a standard diploma.
- Arrest rates are relatively high for students with disabilities who drop out. Overall, at least one-third of students with disabilities who drop out of high school have spent a night in jail; this rate is three times that of students with disabilities who have completed high school.
- Of those who do not complete high school, about 61.2 percent are students with emotional or behavioral disabilities, and about 35 percent are students with learning disabilities.[16]

According to the Office of Special Education of the U.S. Department of Education, 46 percent of African-American students with disabilities dropped out of school.

[16] Source: U.S. Department of Education, Office of Special Education and Rehabilitative Services, Office of Special Education Programs. (2006, April). *26th Annual (2004) Report to Congress on the Implementation of the Individuals with Disabilities Education Act, Vol. 1.* Washington, D.C.: Author. Retrieved October 10, 2006 from http://www.ed.gov/about/reports/annual/osep/2004/26th-vol-1-front.pdf.

Race/Ethnicity	Percentage of Group Who Dropped Out
American Indian/Alaska Native	52.2%
Black (not Hispanic)	44.5%
Hispanic	43.5%
White (not Hispanic)	33.9%
Asian/Pacific Islander	28.0%

Figure 12: Dropout Rates by Cohort[17]

State of Emergency in Mississippi and California (Slides 11 and 12):

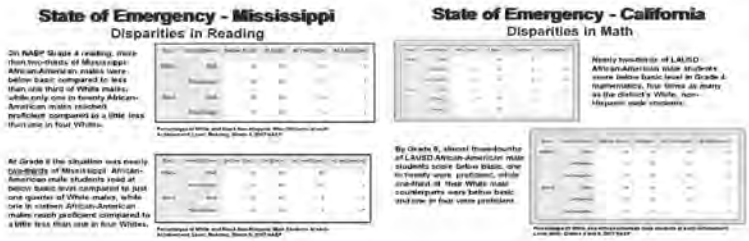

Figure 13: Disparities in Reading and Math (Slides 11 and 12)

The "Cycle of School Disengagement" begins for most children in elementary school and often transitions into dangerous adolescent behaviors such as truancy, dropout, violence, substance abuse and gang membership. Nearly three fourths of our school's minority and economically disadvantaged children find themselves trapped in a cycle of school disengagement that begins with their highest levels of reading and math proficiency in second or third grade followed by declining levels of academic achievement, attendance, and behavior during their secondary school years (middle and high school).

In almost every large urban school district, African-American and other minority low-income students move through elementary and middle school, they fall so far behind in reading and math proficiency that they have little, if any chance, to perform at level or accumulate the necessary credits needed to graduate. Moreover, as the cycle of chronic school failure worsens, minority youth experience a loss of self-esteem and a growing sense of alienation and powerlessness.

Frustrated with their inability to succeed academically and maintain healthy school status with their peers often fuels the minority child's desire to obtain support outside of traditional institutions and turn

[17] Source: U.S. Department of Education, Office of Special Education and Rehabilitative Services, Office of Special Education Programs. (2006. April) 26th Annual (2004) Report to Congress on the Implementation of the Individuals with Disabilities Education Act, Vol. 1. Washington, D.C.

to gang affiliation. Gangs often give alienated youth a sense of belonging and become a major source of identity for these at-risk children. Membership affords a sense of power and control, and for many students, gang activities become an outlet for frustration due to their lack of success in school.[18]

State of Emergency – Alabama (Slide 13):

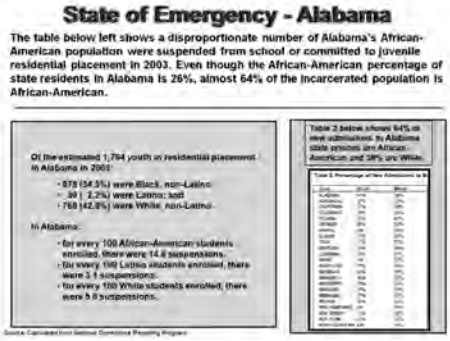

Figure 14: African-American Suspension Rates in Alabama (Slide 13)

The minority dropout crisis fuels the school-to-prison pipeline, the disproportionate flow of African-American and other minority children from schools into the juvenile and criminal justice systems. Although the school-readiness of many African-American youngsters is within the normal range when they begin school, educational disparities result in disproportionate levels of school suspension and incarceration.[19]

[18] Source: Last accessed at http://ericweb.tc.columbia.edu/digests/dig99.html.

[19] Source: Last accessed at http://www.naacpldf.org/content/pdf/pipeline/Dismantling_the_School_to_Prison_Pipeline.pdf

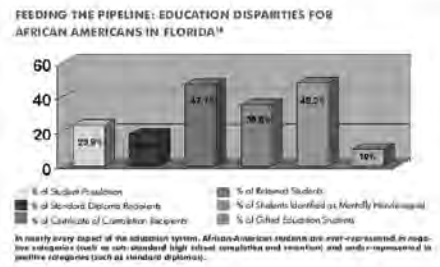

Figure 15: Education Disparities for African-Americans in Florida

In the past quarter-century, incarceration rates have risen precipitously and racial disparity has remained high. The Bureau of Justice Statistics figures for 2005 indicate that nearly 2.2 million inmates are in the nation's prisons and jails, representing an increase of 2.7 percent (58,500) over the previous twelve-month period. These new figures represent a record 33-year continuous rise in the number of inmates in the U.S. The current incarceration rate of 737 per 100,000 residents places the United States first in the world in this regard. Of the 2.2 million people currently in our nation's prisons African-Americans face incarceration rates more than seven times that of Whites. From 1986 to 1997, the percentages of African-Americans under correctional supervision—in jail or prison or on probation or parole—rose from 5.7 percent to 9 percent, whereas the percentages of Whites rose from only 1.4 percent to 2 percent.[20]

State of Emergency Gangs and Schools (Slide 14):

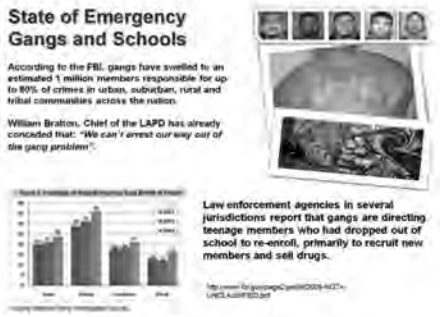

Figure 16: Gangs and Schools (Slide 14)

[20] Source: Bureau of Justice Statistics, 2002a

In his 2009 State of the City Address, Omaha Mayor Mike Fahey, commented that even though Omaha's overall crime has fallen 24 percent the annual number of homicides has gone from a low of 20 in 2004, to last year's high of 44. As a community, it is our responsibility to work together to put our youth on a positive path by preventing the allure of gangs and drugs.[21]

Although once thought to be an inner-city problem, gang violence has spread to communities throughout the United States. There are more than 25,000 different youth gangs around the country, and by 2008, the FBI said more than one million teens and young adults were members of gangs. Youth gangs are linked with serious crime problems in elementary and secondary schools in the United States. Students report much higher drug availability when gangs are active at their school. Schools with gangs have double the likelihood of violent victimization at school compared to those without a gang presence. Teen gang members are much more likely to commit serious and violent crimes. For example, a survey in Denver found that while only 14 percent of teens were gang members, they were responsible for committing 89 percent of the serious violent crimes.[22]

When gangs are part of a community, children are exposed early to drug use, violence, and other negative influences. This early exposure can be detrimental to the life of a young person. Even preschool age children, four- and five-years-old, are exposed to many negative influences in their environment when gangs are present—putting them at a higher risk for gang involvement.

Addressing gang behavior in elementary school is crucial to preventing gang involvement. The combination of early academic failure in learning to read and write, chronic attendance problems, English language difficulties and/or the feeling of non-acceptance by students, teachers and principals leads students to school disengagement and the need to seek a group that will accept them. Affiliation with a gang can help meet personal needs. In some cases, students do not actively seek out gang affiliation but are bullied into the lifestyle. It is not uncommon for gangs to begin recruitment of school-age children as early as elementary school.

Today the United States Department of Justice Office of Juvenile Justice and Delinquency Protection (OJJDP) is looking for anti-gang strategies that identify evidence-based risk factors associated with the probability that a young person will join a gang. The OJJDP Gang Prevention Coordination Assistance Program recommends prevention programs intended to decrease the likelihood of joining a gang among youth who have already displayed early signs of problem behavior or who are exposed to multiple risk factors known to be precursors to gang activity. These include some form of individual risk assessment and often focus on youth 7- to 14-years-old.[23]

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[21] Source: Last accessed at http://www.omaha.com/index.php?u_page=2798&u_sid=10548824

[22] Source: Gangs in Schools. Juvenile Justice Bulletin. National Youth Gang Survey Trends from 1996 to 2000. OJJDP Fact Sheet

[23] Source: Last accessed at http://ojjdp.ncjrs.org/funding/FundingDetail.asp?fi=116

State of Emergency – Racial Homicide Gap (Slide 15)

Figure 17: Racial Homicide (Slide 15)

The nation's crime rate declined in 2007, in spite of this, most urban police departments have highlighted the disturbing uptick in youth violence that claimed the lives of hundreds of school-age children and teenagers that year. While the number of White juveniles committing murder has changed little since 2000, the number of African-American male juvenile involved in homicides has grown by over a third in seven years. Escalating tensions and gun violence between rival gangs has lead to an increase in the murders at Chicago Public Schools from 34 in 2006-07 to 39 in 2007-08—representing a 15 percent increase.

Assistant U.S. Attorney Vince Lombardi, an anti-gang coordinator, has said the gun violence is also frustrating to federal investigators. "Kids in gangs are not a new thing," Lombardi said during an interview in November 2008, "juveniles committing crime is not a new thing. What surprises me is how heavily armed they are and how quickly they are to go for a gun."

One veteran gang member, in an interview with a detective, said he kept a bulletproof vest and a rifle under his bed, "to protect my house", because rivals know where he lives. "Everyone's shooting. ... Ain't nobody fighting no more."

There is a clear connection between the soaring dropout rates for minority and economically disadvantaged students with rising youth homicide and violent assault rates in the nation's 50 largest cities. According to Fight Crime Invest In Kids researchers, increasing the nation's graduation rates from an estimated 71 percent to 81 percent would yield 400,000 more graduates annually and prevent more than 3,000 murders and nearly 175,000 aggravated assaults each year.

State of Emergency – Illinois (Slide 16):

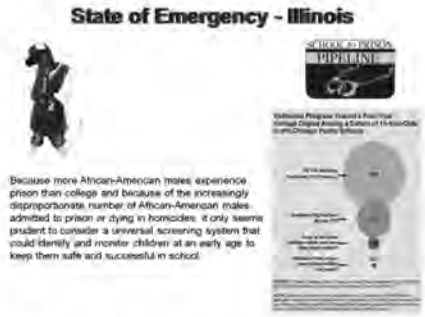


Figure 18: School to Prison Pipeline (Slide 16)

A State of Emergency for African-American males exists in almost every one of the 63 urban school systems currently struggling to graduate more than a third of their African-American male students. According to the Urban Institute, the four lowest state graduation rates for African-American males are New York, Ohio, Florida, and Wisconsin. The Harvard Civil Rights Project 2005 Report (See Table 2 Graduation Rate of African-American Students), *Losing Our Future*, states that Wisconsin leads the nation with a 41 percent racial achievement gap between White and African-American high school graduates, with not a single state showing the opposite racial gap.

	Black % of Student Population	Black Graduation Rate	Race Gap White–Black (within State)
NATIONAL AVERAGE	*17.0*	*[illegible]*	*-24.7*
ALABAMA	[illegible]	[illegible]	[illegible]
ALASKA	[illegible]	[illegible]	[illegible]
ARIZONA	[illegible]	[illegible]	[illegible]
ARKANSAS	[illegible]	[illegible]	[illegible]
CALIFORNIA	[illegible]	[illegible]	[illegible]
COLORADO	[illegible]	[illegible]	[illegible]
CONNECTICUT	[illegible]	[illegible]	[illegible]
DELAWARE	[illegible]	[illegible]	[illegible]
DISTRICT OF COLUMBIA	[illegible]	[illegible]	[illegible]
FLORIDA	[illegible]	[illegible]	[illegible]
GEORGIA	[illegible]	[illegible]	[illegible]
HAWAII	[illegible]	[illegible]	[illegible]
IDAHO	[illegible]	[illegible]	[illegible]
ILLINOIS	[illegible]	[illegible]	[illegible]
INDIANA	[illegible]	[illegible]	[illegible]
IOWA	[illegible]	[illegible]	[illegible]
KANSAS	[illegible]	[illegible]	[illegible]
KENTUCKY	[illegible]	[illegible]	[illegible]
LOUISIANA	[illegible]	[illegible]	[illegible]
MAINE	[illegible]	[illegible]	[illegible]
MARYLAND	[illegible]	[illegible]	[illegible]
MASSACHUSETTS	[illegible]	[illegible]	[illegible]
MICHIGAN	[illegible]	[illegible]	[illegible]
MINNESOTA	[illegible]	[illegible]	[illegible]
MISSISSIPPI	[illegible]	[illegible]	[illegible]
MISSOURI	[illegible]	[illegible]	[illegible]
MONTANA	[illegible]	[illegible]	[illegible]
NEBRASKA	[illegible]	[illegible]	[illegible]
NEVADA	[illegible]	[illegible]	[illegible]
NEW HAMPSHIRE	[illegible]	[illegible]	[illegible]
NEW JERSEY	[illegible]	[illegible]	[illegible]
NEW MEXICO	[illegible]	[illegible]	[illegible]
NEW YORK	[illegible]	[illegible]	[illegible]
NORTH CAROLINA	[illegible]	[illegible]	[illegible]
NORTH DAKOTA	[illegible]	[illegible]	[illegible]
OHIO	[illegible]	[illegible]	[illegible]
OKLAHOMA	[illegible]	[illegible]	[illegible]
OREGON	[illegible]	[illegible]	[illegible]
PENNSYLVANIA	[illegible]	[illegible]	[illegible]
RHODE ISLAND	[illegible]	[illegible]	[illegible]
SOUTH CAROLINA	[illegible]	[illegible]	[illegible]
SOUTH DAKOTA	[illegible]	[illegible]	[illegible]
TENNESSEE	[illegible]	[illegible]	[illegible]
TEXAS	[illegible]	[illegible]	[illegible]
UTAH	[illegible]	[illegible]	[illegible]
VERMONT	[illegible]	[illegible]	[illegible]
VIRGINIA	[illegible]	[illegible]	[illegible]
WASHINGTON	[illegible]	[illegible]	[illegible]
WEST VIRGINIA	[illegible]	[illegible]	[illegible]
WISCONSIN	[illegible]	[illegible]	[illegible]
WYOMING	[illegible]	[illegible]	[illegible]

Table 2 Graduation Rate of African-American Students

According to the U.S. Bureau of Labor Statistics, the number of jobs offering livable wages for individuals without high school diplomas grows fewer each year as demonstrated by the rapid shrinkage of the industrial work force, which lost 4.3 million jobs since 1991. In today's economic recession, high school dropouts are forced out of the labor force and into criminal activities in order to survive. Data from the U.S. Department of Education National Center for Education Statistics shows that approximately two-thirds of all state prison inmates have not completed high school.

Cellblocks or Classrooms, a joint release from the Justice Policy Institute and Policy Matters Ohio, found that there are more African-American men in jail or prison than in college. At the end of 2000, some 791,600 African-American men were behind bars and 603,032 were enrolled in colleges or universities. By contrast, in 1980—before the prison boom–African-American men in college outnumbered African-American men behind bars by a ratio of more than 3 to 1, the study found.

The life chances of an African-American male going to prison are greater today than the chances of him attending college.

Improving the K-12 Graduation Rate

Dropout Early Warning System (Slide 1):

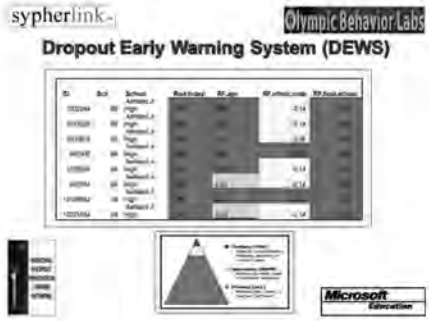


Figure 19: DEWS Cover Slide (Slide 1)

Legislation such as the 2007 Draft H.R. 3846, the Youth Prison Reduction through Opportunities, Mentoring, Intervention, Support, and Education ("Youth PROMISE") Act, called for specific data collection to assess the needs of school-aged children who are at risk of becoming involved in gangs or the juvenile or criminal justice system. Using this legislation as the basis, local community action councils composed of law enforcement, court services, schools, social service, health and mental health providers are developing plans that include a broad array of evidence-based prevention programs. One approach is to put in place an automated, school-based, dropout early warning system (DEWS); that provides a non-intrusive, economical, systematic and persistent way of universally screening school-age children for evidence-based risk factors (or predictors) of truancy, dropout, violence, delinquency, and gang involvement.

This type of approach provides community stakeholders to early identify individual children based on their level of risk and particular needs; local community action councils can then implement the most effective—evidence-based—interventions plans to reduce the factors of risk.

U.S. Department of Education Recommended Practices (Slide 2):

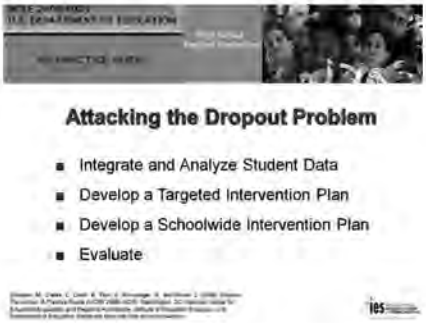


Figure 20: Attacking the Dropout Problem (Slide 2)

The Institute of Education Sciences (IES) of the U.S. Department of Education publishes practice guides that target school and community practitioners and leaders struggling with critical social and education-related issues. Released in 2008, the IES Practice Guide for Dropout Prevention provides recommendations to state and local school leaders and policymakers for planning and implementing interventions in schools to increase high school graduation rates and relieve the very high social costs of dropout. Developed by a small group of national leaders with expertise in various dimensions of dropout indicators, the Practice Guide describes successful program interventions targeted to middle and high school students struggling with the possibility of school failure.

The guide presented six recommendations for reducing the dropout rates that are divided into three categories:

- Emphasize the importance of utilizing data systems that support realistic diagnosis of at-risk students and their issues.
- Identify the need for targeted interventions for students at risk of dropping out of school.
- Identify the need for targeted schoolwide reforms and interventions designed for engaging all students in successful learning environments with relevant instruction and preparation to develop the skills needed after they leave school. The guide also made a clear point to school and community leaders that it is important to continue monitoring and evaluating all strategies and program interventions.

Automated, Non-Intrusive, Persistent, Data Sharing Integration, and Monitoring (Slide 3):

Dropout Early Warning System (DEWS)

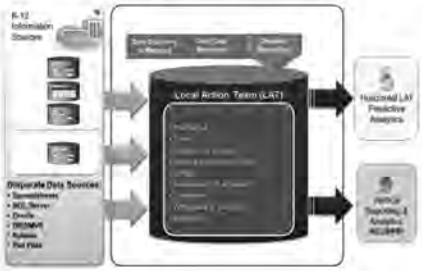


Figure 21: DEWS Data Collection Process (Slide 3)

Establishing and maintaining programs to enhance school safety requires both schools- and community-based automated, persistent and non-intrusive risk and needs assessments that facilitate the earliest possible interventions to address risk factors for truancy, dropout, bullying, cyber bullying, and gang prevention.

Juvenile and criminal justice systems, schools and social services agencies all have their own respective data stored in a wide array of disparate and legacy data repositories. Integrating these disparate data sources into a common data model such as the National Information Exchange Model[24] is economical, scalable, and provides 24 x 7 horizontal and vertical reporting necessary for educational and community stakeholders to make informed decisions based on data. Traditionally, the data discovery and mapping effort is manual, time-consuming, and prone to human error. Modern methods suggest that automated, heuristic-based, and non-intrusive discovery and mapping techniques are necessary to perform this function on a broad scale.

[24] Source: www.niem.gov

Figure 22: Collecting data from multiple disparate data sources

Any data collection system put into place must be capable of mapping data from many disparate data sources such as schools, juvenile justice, and social services agencies to a common data-sharing model. This will give stakeholders (e.g. educators, law enforcement officials, social workers, etc.) greater access to information that exist in multiple data repositories, managed by multiple agencies, affording them greater insight into the behavioral patterns of the student.

Automated data integration must also supply data monitoring and capture capability. This capability allows for tracking of all changes and/or deletions, from the source systems, and stores these changes into the student's own risk index, enabling the system to perform predictive analytics against the most up-to-date and available information. Providing quicker intervention possibilities for students at high-risk for violence and other gang activities. This type of automated approach to data integration reduces the time-to-value for time sensitive analytical risk assessment, thereby, increasing the usefulness to intervention professionals, law enforcement, and schools as well as for timely vertical reporting to state and federal agencies.

Risk Assessment with Predictive Analytics (Slide 4):

Figure 23: The value of Predicative Analytics (Slide 4)

Many districts/agencies currently use longitudinal data systems to track youth behaviors and provide the vertical reporting infrastructure for No Child Left Behind (NCLB), the FBI's National Gang Intelligence Center, and the Office of Juvenile Justice Delinquency Protection. This type of horizontal analysis and vertical reporting infrastructure falls under the category of information technology solutions commonly referred to as business intelligence (BI), which provides a historical view of the underlying data sets. The challenge with this type of reporting approach is that while it provides educators, law enforcement, juvenile justice and social services with a forensic view of past behaviors of the individual child, it does not provide any insight into possible future behavioral outcomes.

One of the best methods for determining the probability of future behavior outcomes is by using predictive analytic (PA) models to identify and exploit behavior patterns that may exist in past performance data stored in historical and/or transactional databases. PA behavior models examine the relationships among the different performance indicators and risk factors to determine the potential, within a defined set of conditions, of an event occurring at some point in the future.

The DEWS system uses PA models to determine the likelihood of a child engaging in truant, dropout, violent, or gang related behaviors. This is the principal advantage of predictive analytics versus business intelligence—its ability to examine multiple indicators, identify patterns/trends in the data set and provide a mathematical probability of a future event occurring based on a set of predefined conditions.

Targeted Intervention Plan for Individuals (Slide 5):

Develop a Targeted Intervention Plan

Schools or educational intermediaries can utilize real-time alerts to select and implement Targeted Intervention Strategies to reduce the risk factors of dropout for individuals or clusters of students.

Figure 24: Intervention Plan (Slide 5)

The actual use of individual child data that identifies the risk factors and the intensity of the need for the individual student or other identified groups are extremely critical in the early warning framework by providing solutions to the problems. The framework has four components:

- Identify at-risk students.
- Determine the specific needs of the students/cohorts.
- Determine the level of the need.
- Recommend the most effective interventions.

The utilization of the data for risk assessment and the selection of program interventions have several dynamic dimensions. For example, the starting point is to focus on the identification of the most critical risk factors for the individual from a potential list of risk factors across several ecological domains; namely, individual, school, family, and community. This process is capable of identifying risk factors in any number of categories including: low academic achievement scores in math, social economic status, history of delinquency, and truancy to determine the child's risk level—high, medium, or low.

As illustrated in Figure 24: Intervention Plan (Slide 5), the focus of identification can be an individual or a cluster of children with similar patterns of risk or with similar rating levels. These layers of individual information are reviewed with other qualitative information to determine the strategies and program interventions to be recommended for each student or cohort. A local action team in each community can utilize the data to determine the appropriate targeted interventions or actions to implement.

Early Warning System for Truancy, Dropout, Violence, and Gangs (Slide 6):

Using DEWS to Develop a Targeted Intervention Plan for Individual Students

The DEWS table below provides educators with a user-friendly analysis tool for predicting which students are most at risk for dropout by scoring each risk factor to determine each individual child's risk index: (1.00 is the highest possible risk index, and 4.73 RF ELA is the highest scored risk factor). The risk index can be an invaluable tool for determining which students are most in need of intervention strategies.

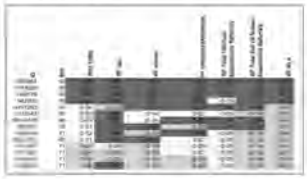


Figure 25: Developing Targeted Intervention Plans (Slide 6)

An early warning system uses easily extracted risk factors to build locally representative predictive behavior models that give a risk score for each and every elementary and middle school student's probability of dropping out of school and/or becoming a candidate of gang membership in adolescence.

The table below, taken from a South Carolina school district, demonstrates DEWS ability to access individual student for their probability of dropping out of school based on a risk index or score which is automatically computed based on risk factors such as the child's age and grade level, unexcused absences or truancy, total school suspensions, and reading proficiency level.

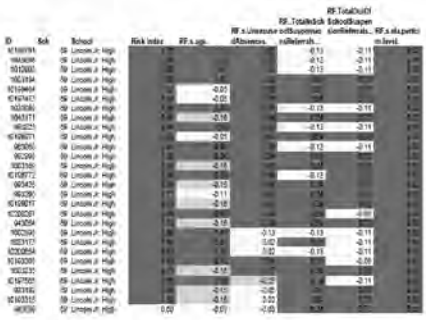


Table 3: South Carolina LEA data

Targeted Intervention Plan for Schools and Communities (Slide 7):

Develop a Schoolwide Intervention Plan

Where data indicates very large proportions of students are at risk of dropping out, districts should adopt systemic, schoolwide changes for the appropriate group, whether it be clusters of students, specific grade levels, or even entire communities!

Utilization of Data for Identification, Selection, and Implementation of Intervention Strategies

Focus of Identification	Sample Trend	Levels of Need	Intervention Strategies
School Level	Discipline	Low	Conflict Resolution
Grades Following	Suspensions	Medium	Behavior Mod, Reinforcements
	Retentions	High	Review Policies
District and Community	Truancy	High	Family Court
	Gangs	High	Using Interpretive Classroom
	Drug Abuse	High	Adult/Conversation Family Therapy

Figure 26: Schoolwide Intervention Plan (Slide 7)

The early warning risk assessment framework provides value beyond the identification of risk for the individual student. For example, following a similar identification process as described for an individual, the data could illustrate that the focus of identification should be at a community level because of a high concentration of children with risk factors for gangs or violence. Similarly, a large percentage of children could be identified with attendance and truancy issues in middle school; therefore, schoolwide interventions to increase attendance would be targeted at the school level.

Early Warning for Systemic Weakness (Slide 8):

Using DEWS to Develop Schoolwide Interventions

On the table below are the results of the English Language Assessment (ELA) for a large number of 3rd - 8th graders in a South Carolina school district for seven consecutive years.

The number of students scoring "0" or far below grade level increases by 168% between Grade 3 and Grade 6, while the students reaching proficiency declines by 82%, indicating the urgent need for a schoolwide intervention to improve student literacy.

"0" = Below Basic
"1" = Basic
"2" = Proficient
"3" = Advanced
"NA" not available

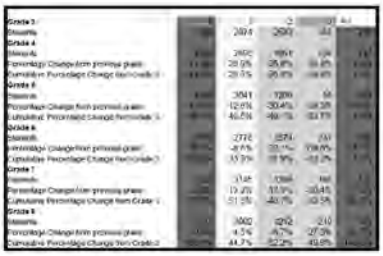
Figure 27: ELA Assessment (Slide 8)

The dropout crisis and the increasing school and gang violence throughout the country have many educators concerned with prevention and solutions. Although most of the emphasis of dropout prevention has focused on high schools, the breakdown in reading and literacy development and the

sizeable minority achievement gaps in secondary schools begin in elementary school and accelerate in the transition to middle school and high school. One way to determine the scope of the dropout problem in a school district is to look for systemic weakness in a cohort's reading development over an extended period.

An example of this is the data from the quantitative analysis of 3rd-8th grade cohorts from a South Carolina school district with a very large African-American population show that while 909 students in 3rd grade were reading below grade level, the number of students reading below grade level had increased by 168 percent to 2,437 students in 8th grade.

The table below summarizes the Reading Proficiency scores of multiple cohorts from the 3rd-8th grade as:



"0" = **Below Basic**
"1" = **Basic**
"2" = **Proficient**
"3" = **Advance**
"4" = **Not Available For Testing**

Table 4: Reading Proficiency 3rd-8th Grades

It is during this transition between elementary and middle school that data shows the sharpest divide between minority and economically disadvantaged students' literacy and numeracy proficiencies and their more affluent White classmates. As chronic academic failure becomes commonplace in many school systems, the behavioral patterns of truancy, dropout, violence and gangs are established. Rather than academic success and college, these alienated students face academic failure, joblessness, and incarceration and for some—even premature death; if something is done.

By identifying systemic weakness very early in a student's literacy development process and effectively reversing it, educators can stop the school alienation process before it grows. Increased literacy and achievement among America's elementary school age, economically disadvantaged, minority males can lead to higher levels of high school graduation and college enrollment, lower levels of unemployment and a reduction of gang activity, crime, violence, and substance abuse.

Targeted Schoolwide Interventions (Slide 9):

Using DEWS Models to Develop Schoolwide Interventions

Cohort Starting In	Time Frame	Mean ELA for Jesse Boyd Elem	Mean ELA for Mary Wright Elem
2001	Statistics in 2001	1.26	[illegible]
2001	Statistics in 2002	1.08	[illegible]
2001	Statistics in 2003	0.85	[illegible]
2001	Statistics in 2004	1.01	[illegible]
2001	Statistics in 2005	1.00	[illegible]
2001	Statistics in 2006	1.02	[illegible]

On the table at the left, the ELA scores of two local elementary schools (for the same 3rd grade cohorts) are summarized.

"0" = Below Basic
"1" = Basic
"2" = Proficient

DEWS shows which schools are most in need of schoolwide interventions.

By showing that the cohort's reading ability declines as it progresses through the academic grade levels, DEWS highlights the Cycle of Disengagement.

Figure 28: DEWS PA Models (Slide 9)

In order to gain a better understanding of how schools are succeeding or failing to teach reading we can look at a single cohort of children over a five-year period, and track each child's progress toward reaching proficiency in reading. The Reading Proficiency scores of two elementary schools, 3rd grade classes, are summarized in Figure 28: DEWS PA Models (Slide 9). While both school reading proficiency scores decline over five years, the children who are most at risk are at Mary Wright Elementary school because the scores for each of the children in the cohort have declined from reading near or above basic grade level to reading below grade level. In this sense, the school itself becomes a risk factor for each of the individual children in the cohort because the child's reading development at Mary Wright Elementary School is stunted in 3rd grade and then declines sharply by the 8th grade.

Correlation between NCLB and Systemic School Wide Weakness (Slide 10):

The Correlation Between the NCLB Plan for Improvement and Schoolwide Interventions

Although the NCLB AYP table below shows neither Jesse Boyd School nor Mary Wright School made AYP, there are sharp differences between the two schools.

The number of students reading below basic at Jesse Boyd is 47%, while almost 70% of Mary Wright students read below basic. In addition, while only 9% of White students are reading below basic, substantially more Black students (a total of 28%) are below basic in both schools.

Did Not Meet NCLB AYP 2008	Illiteracy	Basic	Proficient	Advanced
Jesse Boyd ES				
300 total students	14%	33%	45%	7%
200 White students	9%	33%	50%	7%
78 Black students	28%	32%	35%	4%
102 FRL students	25%	44%	28%	2%
Mary Wright ES				
169 total students	28%	42%	28%	0%
161 Black students	28%	42%	28%	0%
165 FRL students	29%	42%	27%	0%

Figure 29: Reading and Math proficiency mandate (Slide 10)

One of the primary goals of No Child Left Behind (NCLB) is that all children are to be "proficient" in both reading and math. An inherent weakness in the implementation of NCLB is the inability to track the progress of individual students over the course of their K-12 academic career. Although many school systems have student data systems in place, these systems typically provide only the most basic of reporting capabilities. It is these schools—on the fifth, sixth or seventh year of failing to make AYP on NCLB—that have some of the worst truancy, highest dropout rates, and greatest participation by students in violence and gang activities.

Because of a lack of systematic and comprehensive quantitative data on individual students, we are blaming many things on schools and teachers, which are not necessarily their fault. For example, in June 2008 the Texas Commissioners of Education shut down the Houston Independent School District's Sam Houston High School because the school received an academic rating of unacceptable for the sixth consecutive years from the state. Some educators believe, NCLB AYP test scores are insufficient and do not tell the entire story. Even though Sam Houston's performance on Reading Proficiency tests had improved so much that they moved to the "Recognized" level, the state's second-highest academic grade, and the failure of one or two groups of students in math were enough to force the school to close.[25] The current NCLB process does not take into account children are fed from underachieving middle schools each year into high schools long "under the gun" from NCLB AYP. These incoming students can bring with them many years of academic failure, truancy, and serious behavior problems.

Elementary School Behavior Models that Predict Truancy, Dropout, and Violence (Slide 11):

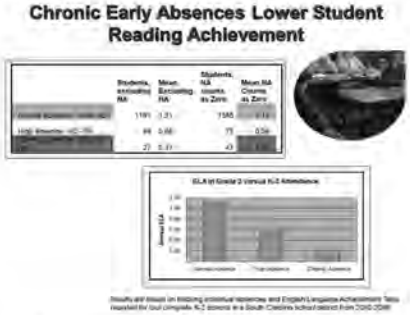


Figure 30: The Affects of Absences Reading Achievement (Slide 11)

Attendance and reading are among the strongest predictors of future academic failure, truancy, bullying, violence, and dropout—even in the primary grades. Those with high and/or chronic absences in

[25] Source: Last accessed at http://www.houstonisd.org/HISDConnectDS/v/index.jsp?vgnextoid=f1aa1e73f6a5a110VgnVCM10000028147fa6RCRD&vgnextchannel=f6d4ced1cc65e010VgnVCM10000028147fa6RCRD

K-2 show poor performance on 3rd grade standardized tests. The schoolwide attendance and reading early warning model provides the data necessary to drive aggressive truancy reduction and remedial reading programs in elementary schools to intervene at the very beginning of the truancy, dropout, violence and gang recruitment cycle.

DEWS uses data to identify the students whose attendance is affecting their reading development and then monitor targeted interventions to assess the interventions' effectiveness to help the child's reading development. In one representative example of how data can drive the required instruction to prevent future truancy, bullying and dropout behavior, a third-grade special education pupil was identified reading far below grade level. At the beginning of a literacy intervention October 3, he read only 29 words per minute. He was repeatedly tested for reading comprehension: on October 5, 12, 19, and 26, and again on November 2, 9, 16 and 23. Then, on November 30, he read 58 words per minute—twice the rate he had less than two months earlier.

Middle School Behavior Models as Predictors of Violence and Gang Participation (Slide 12):

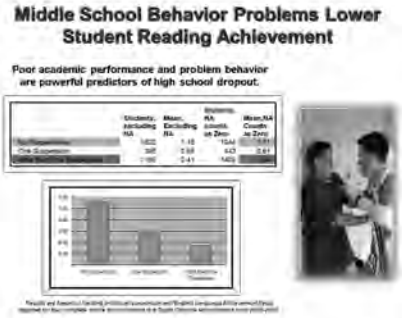


Figure 31: The correlation between behavior problems and student achievement (Slide 12)

The transition to middle school from elementary school brings its own set of social problems. At-risk students entering 6th grade who are reading well below grade level do not have healthy self-esteem and often feel they are not a part of the school. Many begin to experiment with anti-social or gang-related behaviors, such as graffiti, fighting, bullying, gang dress, gang talk and the use of gang hand signs. As students' progress through middle school, guns, knives, drug usage, sex, and violence will become a part of life for the student depicted in Figure 31: The correlation between behavior problems and student achievement (Slide 12). When a middle school student decides to join a gang, academics cease to be important.

DEWS behavior models establish the relationship between academic performance and problem behavior across middle school grade levels. In 7th and 8th grades, DEWS data demonstrates that students with disciplinary suspensions were impacted by their performance on 8th grade standardized reading

and math tests. In the case of mathematics, the deficits between behavior and academic performance in math actually increase over time.

DEWS links problem behavior and academic achievement, demonstrating with dynamic models how each affects the other. This relational deficit can be reduced by intertwining academic and behavior supports. Effective direct instruction in academic skills alone will not help students learn to read in a school or a classroom that is behaviorally chaotic. To the contrary, we need to marry interventions that provide positive behavior supports with improved data-driven instruction.

Truancy Behavior Models As Predictors of Dropout, Delinquency, and Gangs (Slide 13):

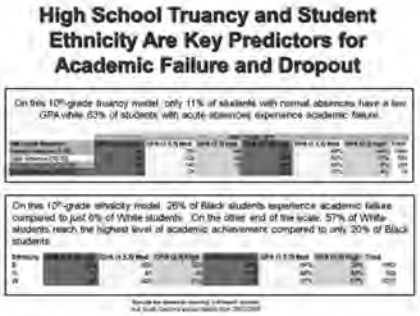


Figure 32: Key Predicators for Academic Failure and Dropout (Slide 13)

Elementary and middle school students who habitually miss school are likely to hop from courtroom to courtroom on petty offense after petty offense: graffiti, shoplifting, trespassing, the list goes on. As the educational gap widens between truant students and their peers, the chronically absent student becomes a dropout. Without an education, the likelihood of continued interaction with the criminal justice system is high—all that changes is the significance of the charges. Graffiti and shoplifting often give way to assault or armed robbery. Eventually, the "rap sheet" that started with truancy at the age of 13 grows to include a long prison sentence when the student becomes an adult.

The U.S. Department of Justice reports that 80 percent of prison inmates are former truants. Results from the U.S. Department of Health and Human Services National Institute on Drug Abuse cite the efficacy of using analysis of attendance and GPA data for identifying students at high risk for truancy, dropout, substance abuse, and even suicidal and delinquency behaviors. [26]

DEWS attendance/truancy and GPA models establish the relationship between academic failure and truancy across middle and high school grade levels and allow us to predict which individual students

[26] Source: Last accessed at http://www.ncjrs.gov/App/Publications/abstract.aspx?ID=234667

(and in some cases schools), are at high risk for dropout and more likely to engage in substance abuse, violence, delinquency and gang behaviors.

Distributing and Monitoring Early Warnings for Truancy, Dropout Violence and Gangs (Slide 14):

Monitoring Student Risk Factors

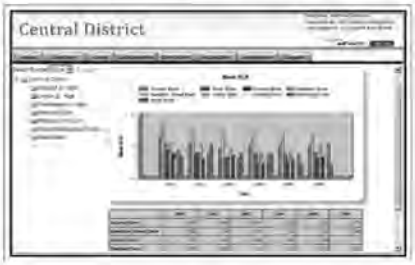


Figure 33: Data Analysis with DEWS (Slide 14)

The purpose of DEWS is turning students' behavior and performance data into actionable information on which education and community stakeholders can identify and put into practice proven intervention plans to address the needs of the student. In the past, this type of analysis and review of very large data sets was a time consuming, manual process prone to errors. The concept of having multiple stakeholders analyze and track cohort data, on a quarterly basis, was outside the realm of possibility for most school districts/agencies for any number of reasons–with the most common being the costs and complexity of deploying this type of solution.

Earlier data analytic systems were principally developed for individuals with backgrounds in statistics and/or data modeling. The tools were often difficult to use and provided little flexibility to the end-user with respect to changing the manner in which the data is visualized. The DEWS approach is to put this information in the hands of those stakeholders–as defined by the school district/agency–using common tools familiar to all computer users.

DEWS provides a comprehensive, collaborative web portal environment that allows education stakeholders access to student, cohort, and/or school performance data. We understand the sensitivity of this data and to address this concern, the DEWS approach incorporates a role-based security model where the district/agency defines the level at which an individual stakeholder (e.g. teacher, principal, juvenile justice official, etc.) would have access to information. In the example shown, an SEA administrator has the authorization to examine and compare the performance of the schools within his district. He may even have the ability to look at student cohort data at an individual school; however, this administrator does not have authorization to examine the records/data of an individual student.

No special applications are needed on the stakeholder's workstation other than a web browser. The stakeholder would have the ability to manipulate the manner in which the data is visualized, affording the user the opportunity to move from summary information to the detailed data that created it.

Mr. SCOTT. Thank you very much, Mr. Trubow.

I just wanted to point out that we have been joined in the auditorium—we don't usually recognize people in the audience, but Lee Baca, the sheriff of Los Angeles County, is with us today. We had a discussion earlier today on many of these issues, and he is very supportive of what we are trying to get done.

Thank you, Sheriff Baca, for being with us today.

Mr. Bradley?

TESTIMONY OF IRVING BRADLEY, JR., POLICE DIRECTOR, TRENTON, NJ

Chief BRADLEY. Mr. Chairman, Members of the Subcommittee on Crime, Terrorism and Homeland Security, thank you for inviting me to testify today.

My name is Irving Bradley, Jr. I have been in law enforcement for 23 years and recently became director of police for the city of Trenton, New Jersey; formerly chief of police for the city of Newark, the largest city in New Jersey.

I am a member of Fight Crime: Invest in Kids, a nationwide bipartisan group of chiefs, prosecutors, sheriffs, and victims of violence dedicated to examining the research on what brings kids in contact with the criminal justice system and the most effective ways to direct them toward lives of safety, responsibility, and positive achievement.

There is no single solution to crime, as we are all going to find out today. The great challenge of policing is to identify a mix of proven prevention and enforcement strategies and tactics that work to make our communities safer.

As first responders to emergencies 24/7, police officers see all the tragedies that occur on the streets and even in the homes. From our experience, law enforcement leaders know that they need to target at-risk youth and the environment that produces them if they are to forge an effective crime reduction strategy.

I always tell people all the time, people who look at law enforcement always seem to get negative connotations of what we do on the street. The media and television show that we always arrest people and chase them down. But, as we know as law enforcement people, 80 percent of our job is social work. Twenty percent is what you see on television. In that regard, we look for unique programs to channel a lot of that social work ability that we do have into a program that we started in Trenton called YouthStat.

My police department, like thousands across the country, have embraced community problem solving as a service delivery model. This means we try to deal with recurring problems proactively and in partnership with the community, which is very important. To that end, we have created this program caught YouthStat. YouthStat is a weekly process to examine criminally adjudicated youth offenders in the greater Trenton area. Working in collaboration with city, county, and State programming agencies, participating members of YouthStat work to apply a mix of preventive programs and interventions for these youth.

Taking a more holistic approach and assessing the needs of these youth on an individual basis can prove to be extremely successful. For example, we had a kid, Kamir, 15 years of age, whose behavior included minor criminal offenses, chronic truancy, and has improved his behavior immensely and is now attending high school regularly—a remarkable change from his past. Usually we find a lot of our African-American males never make it to 10th grade. This is a kid that got in the program and actually is doing well.

Another young lady, Delores, 18 years of age, a victim of an unstable home environment, chronic truancy, adjudicated delinquent, has similarly improved her behavior substantially, successfully graduated from high school, is now fully employed and being a positive influence in the community.

Other programs that we are aware of: Home visiting programs offer frequent, voluntary home visits by trained individuals to help new parents get the information, skills, and support they need to raise healthy families and safe kids. The Nurse-Family Partnership, NFP, has been shown to cut at-risk kids' child abuse and neglect in half and reduce their later arrests by about 60 percent, saving $5 for every dollar invested.

A study of one model, which I happened to be a participant in as a kid, Head Start, found that low-income, at-risk kids who did not attend the program were five times more likely to become chronic law breakers by age 27. This program saved more than $16 for every $1 invested. And, as I said before, I was a product of Head Start, and I am here sitting before you today. So it is goes to show you the importance of getting kids at an early age in a structured program.

A study of The Incredible Years, a comprehensive program for young children with emotional and behavioral problems, found that 95 percent of participating children experience significant reductions in problematic behavior.

The Good Behavior Game is a classroom approach that is simple and can be used for young children or teenagers and produces long-term results, including a 50 percent lower dependence on drugs.

High-quality after-school programs, which really right now is missing in a lot of our urban sectors, gives our kids the opportunity to participate in the program from 3 to 6 p.m. I am pretty sure everybody up there participated in an after-school program and became very effective.

A study found that housing projects without Boys and Girls Clubs had 50 percent more vandalism and scored 37 percent worse on drug activity. If we don't provide latch-key kids with structure, protection, and a sense of belonging, the local gangs will fill the gap, as we see today. And once our kids join the gang, it is tough to get them out.

Quality mentoring program, a program we started at Trenton Police. A study of Big Brothers and Big Sisters found that young people assigned to a mentor were about half as likely to begin illegal drug use and literally one-third less likely to hit someone compared to those on a waiting list. My police department is so committed to mentoring that a number of our officers, 16 as we stand right now, have all become mentors for our local at-risk youth. And we are going to expand that. And I am also a mentor also.

But is there anything proven to work once kids start committing offenses? Yes. Functional Family Therapy cuts juvenile recidivism in half and saves the public an average of $32,000 per youth treated. It doesn't surprise me that such therapeutic approaches of delinquent youth can be so effective since studies of incarcerated youth reveal that as many as 70 percent suffer from disabling conditions.

I have had cases where young people have intentionally violated their parole or have done something to get locked back up. I just found that out just interviewing kids. They just want to go back because they can't cope. We have to break that cycle.

Multidimensional treatment foster care can cut the average number of repeat arrests for serious delinquent juveniles in half and save the public an average of over $77,000 for every juvenile treated.

This is why we support Chairman Scott's "Youth PROMISE Act." This legislation will provide resources to communities to develop and implement plans, specific to the needs and strengths of the community, that utilize evidence-based prevention and intervention approaches like those I have discussed today.

Kids in tough cities, which I have grown up in in Newark, have tough decisions to make, and we have to provide them alternatives to gangs, drugs, and life on the streets. Having been an at-risk kid who spent time in foster care, someone who has been a beneficiary of Head Start, a Boys Club recreation program, and mentoring by caring adults in my community, I am a living, breathing example of what these programs can help accomplish.

Thank you for this opportunity to testify, and I will be more than glad to answer any questions.

[The prepared statement of Chief Bradley follows:]

PREPARED STATEMENT OF IRVING BRADLEY, JR.

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FIGHT CRIME: Invest in Kids

4,500 Police Chiefs, Sheriffs, Prosecutors, other Law Enforcement Leaders, and Violence Survivors Preventing Crime and Violence

United States House of Representatives
Committee on the Judiciary
Subcommittee on Crime, Terrorism, and Homeland Security

February 11, 2009
Hearing

Youth Violence:
Trends, Myths and Solutions

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On Behalf of
Fight Crime: Invest in Kids

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Mr. Chairman and Members of the Subcommittee on Crime, Terrorism and Homeland Security:

Thank you for the opportunity to present this testimony. My name is Irving Bradley Jr. and I have been in law enforcement for 23 years and recently became Director of Police for Trenton, New Jersey. I previously served as Chief of Police for Newark. I am also a member of FIGHT CRIME: INVEST IN KIDS—a nationwide, bipartisan group of chiefs, prosecutors, sheriffs, and victims of violence dedicated to examining the research on what brings kids into contact with the criminal justice system, and the most effective ways to direct them toward lives of safety, responsibility, and positive achievement.

There is no single solution to the problem of crime. The great challenge of policing is to identify the mix of proven prevention and enforcement strategies and tactics that work to make our communities safer. As first responders to emergencies 24/7, police officers see all the tragedies that occur on the streets and even in homes. From our experience, law enforcement leaders know that they need to target at-risk youth and the environment that produces them if they are to forge an effective crime reduction strategy.

My police department, like thousands across the country, has embraced community problem-solving as its service delivery model. This means that we try to deal with recurring problems proactively and in partnership with the community. To that end, we have created a program called *YouthStat*. *YouthStat* is a weekly process to examine criminally adjudicated youth offenders in the greater Trenton area. Working in collaboration with city, county, and state programs and agencies, participating members of *Youthstat* work to apply a mix of preventive programs and interventions for these youth. Taking a more holistic approach and assessing the needs of these youth on an individual basis has proved to be extremely successful. For example, Kamir (15 years of age), whose behavior had included minor criminal offenses and chronic truancy, has improved his behavior immensely and is now attending high school regularly – a remarkable change from his past. Delores (18 years of age), a victim of an unstable home environment, a chronic truant and adjudicated delinquent, has similarly improved her behavior substantially, successfully graduated from high school and is now employed full-time.

However, the overall picture of crime among young African Americans causes deep concern. Dr. Fox has pointed out that it is probably not a coincidence that an uptick in violence among African American youth is happening concurrently with a reduction in federal support for policing and youth violence prevention. And I'm convinced that restoring federal support for policing, while needed, will not be sufficient to get the job done. As a nation, we need to come to terms with the reality that we cannot arrest and imprison our way out of the crime problem. Fortunately, research has identified proven prevention and intervention approaches that help kids get a good start in life and redirect offending juveniles away from further crime. Federal leadership *must* leverage investments on the front-end that reach kids and their families *before* they make the life choices that put them at risk for offending.

One of our most powerful weapons against crime and violence is the prevention of child abuse and neglect. Each year, an estimated 2.7 million children in America are abused or neglected, including 900,000 cases that are actually investigated and verified by overburdened state child protection systems. Even though the majority of children who are abused or neglected are able to overcome their maltreatment and become productive adults, too many victims of abuse and neglect cannot. Not only are they more likely to abuse or neglect their own children, they are also more likely to become violent criminals. Child abuse and neglect increases the likelihood by 29 percent that an at-risk child will commit a violent crime when he or she grows up.

Fortunately, there are effective, pro-active measures we can take. Voluntary home visiting programs can help stop the cycle of abuse and neglect and later violence. These programs offer frequent, voluntary home visits by trained individuals to help new parents get the information, skills and support they need to raise healthy and safe kids. One program, the Nurse-Family Partnership (NFP), has been shown to cut at-risk kids' child abuse and neglect *in half* and reduce their later arrests by about 60%. The benefits don't end there however – the Nurse-Family Partnership cuts mothers' arrests by 60%, as well. This program can save an average of five dollars for every dollar invested in it.

Quality early care and education programs such as Head Start are proven to prepare kids for school and keep them away from crime. My commitment to Head Start is not only professional, it is personal: when I was a young child, I attended Head Start. My own life experience is backed up by the research on quality early education. One model early childhood education program, the High/Scope Perry Preschool program, found that low-income, at-risk kids who did not attend the program were five times more likely to become chronic lawbreakers by age 27 than kids who were assigned to the preschool program. A study of a similar high-quality early care and education program, the Chicago Child-Parent Center, found that at-risk kids who attended quality preschool were less likely to abuse illegal drugs, be arrested, and do time behind bars.

With 60% of women and 90% of men with children under age 6 employed and an annual cost of $16,000 a year for full-time care for two young children, struggling families can't afford this on their own.

Rigorous research also shows that high-quality early care and education generate long-term returns on investment that are unparalleled and that are essential to the long-term productivity of the nation. For example, the Perry Preschool program cut crime, welfare, and other costs so much that it saved taxpayers more than $16 for every $1 invested. An analysis by the Federal Reserve Bank of Minneapolis shows that the program's annual return on investment is 16% after adjusting for inflation. Thus, an initial investment of $1,000 in a program like Perry Preschool is likely to return more than $19,000 in 20 years.

There are also a number of proven-effective interventions that can be used with school-aged children to help them to avoid substance abuse, delinquency and violence. Young children experiencing serious and chronic behavior problems confront a higher risk of becoming involved in crime and violence as teens and adults. For example, an estimated 7% or more of preschoolers have levels of disruptive, aggressive behaviors severe enough to qualify for mental health diagnosis and approximately 60% of these children will later manifest high levels of antisocial and delinquent behavior. Therefore, treating behavioral and emotional problems while children are young is critical to preventing more serious later problems. The Incredible Years, a comprehensive program for young children with emotional and behavioral problems, has three components—aimed at parents, teachers, and children—to increase social and emotional competence and reduce juvenile antisocial behavior. A study of the approach found that when both the children and their parents receive help, 95 percent of the children experience significant reductions in problem behaviors.

Further, the Good Behavior Game is a classroom approach that is simple, can be used for young children or teenagers, and produces long-term results. Children or youth in classrooms are divided into two or more groups (with equal numbers of misbehaving children) and compete to behave well. Teachers make check marks for the children in each group who act out, and the winning group is given simple rewards such as getting to line up first for the playground. A long-term randomized study of Baltimore first-graders followed the children to age 19-21 and found a 50 percent lower dependence on drugs.

Another proven-effective, school-based approach is Life Skills Training. Life Skills Training is a three-year intervention designed to prevent or reduce gateway drug use. The program has been shown to cut tobacco, alcohol, and marijuana use by 50 to 75 percent.

High-quality after-school programs that connect children to caring adults and provide constructive activities during the hours of 3:00pm to 6:00pm—the "prime time for juvenile crime" on school days—can also help in preventing crime. For example, a study compared five housing projects without Boys & Girls Clubs to five receiving new clubs. At the beginning, drug activity and vandalism were the same. But by the time the study ended, the projects without the programs had 50 percent more vandalism and scored 37 percent worse on drug activity. If we don't provide "latch-key kids" with structure, protection, and a sense of belonging, the local gangs will fill that gap – and once a kid's drawn into a gang, it's tough to get out.

Quality mentoring programs also help at-risk youth avoid criminal activity. A study of Big Brothers Big Sisters found that young people who were randomly assigned to a Big Brother or Big Sister mentor were about half as likely to begin illegal drug use and nearly one third less likely to hit someone compared to those who were assigned to a waiting list. My police department is so committed to mentoring that a number of our officers have all become mentors for local at-risk youth.

The widespread problem of bullying affects one out of every three American children in sixth through tenth grade and can lead to more serious consequences, including violent crime and death. Fortunately, an evidence-based, school-wide Bullying Prevention Program can produce a 20-50 percent reduction in bullying.

But is there anything proven to work once kids start committing offenses? Juveniles account for only 16% of all arrests, but they present the greatest opportunity for effective intervention responses that can help young offenders get back on track before the "prime crime ages"—18-22.

The most effective intervention programs for juvenile offenders utilize research-based approaches addressing the many factors relating to delinquent behavior and aim to change dangerous or delinquent behavior permanently. These programs often include mental health services for the youths and involve the parents in behavior modification strategies as well. For example: Functional Family Therapy cuts juvenile recidivism in half and saves the public an average of $32,000 per youth treated. Multi-Systemic Therapy also cuts juvenile recidivism in half, and saves the public $4.27 for every dollar invested. It doesn't surprise me that such therapeutic approaches for delinquent youth can be so effective, since the incidence of learning disabilities and serious emotional disturbance among young offenders is high: studies of incarcerated youth reveal that as many as 70 percent suffer from disabling conditions.

The transition of juvenile offenders from confinement to "life on the outside" presents great risks and opportunities for young people and society. Each year, approximately 100,000 juveniles leave correction facilities. Unfortunately, many young people are released without access to critical services, thereby increasing the likelihood that they will return to crime. In addition, these young people are returning to households where families struggle with a variety of psychosocial and economic problems. I've had cases where young people have intentionally violated their parole or have done something to get put back in lock-up, stating that they "just can't make it on the outside." Fortunately, the likelihood that young people will successfully transition back into society after confinement improves markedly with comprehensive, research-based reentry efforts. Comprehensive reentry programs are especially effective among young people. With their brain development still in progress, young ex-offenders are more amenable to effective behavior modification interventions, thus saving lives, anguish, and public tax dollars.

Effective offender reentry efforts include programs like Multidimensional Treatment Foster Care (MTFC). MTFC provides specially trained foster parents and ongoing supervision by a program case manager, as well as frequent contact and coordination of services with a youth's parole or probation officer, teachers, work supervisors and other involved adults during and after a youth's out of home placement. Compared to similar juveniles placed in non-secure group facilities, the MTFC approach cuts the average number of repeat arrests for seriously delinquent juveniles in half, and six times as many of the boys in MTFC as boys in a group home were not arrested again. MTFC is also cost-effective: it saves the public an average of over $77,000 for every juvenile treated.

For the most dangerous young offenders, especially those who are involved in violent gangs, a combination of intensive police supervision, expedited sanctions for repeated violence, and expedited access to jobs, drug treatment or other services—a carrot-and-stick approach—has shown in a number of cities that it can cut homicides among violent offenders in high-crime neighborhoods. This approach is similar to the approach we are utilizing in Trenton with *Youthstat*. The carrot-and-stick approach has been successful in cities throughout the nation, including Chicago, Boston, and Philadelphia. In Chicago, for example, this comprehensive, community-wide approach was tried in a group of west side Chicago neighborhoods with a long history of high levels of homicide, with another set of dangerous neighborhoods on the south side of serving as the control group. In the carrot-and-stick approach area there was a 37 percent drop in quarterly homicide rates when the project was implemented, while the decline in homicides in the other neighborhoods during the same period was 18 percent.

When we know so much that works to prevent kids from committing crime in the first place and to steer them away from crime once they have committed an offense, it's hard to understand why we, as a nation, don't fully utilize these approaches. Yet today, inadequate funding for these critical investments leaves millions of children at needless risk of becoming delinquent teens and adult criminals. For example:

- The Nurse Family Partnership home-visiting program is only able to serve about 20,000 of the half-million at-risk new mothers annually.
- Nationally, Head Start only serves about half of the poor three- and four-year-olds eligible for the pre-k program, while Early Head Start serves less than five percent of the eligible babies and toddlers.
- More than 14 million children still lack constructive adult supervision after school.
- FFT, and similar intervention programs for delinquent youth, remain so woefully underfunded that they reach only a fraction of the kids who could benefit from them.

Although some states and communities have begun to implement these proven approaches, federal leadership can greatly encourage their proliferation and expansion. That is why we are pleased to support Chairman Scott's Youth Prison Reduction through Opportunities, Mentoring, Intervention, Support, and Education Act (Youth PROMISE Act). This legislation will provide resources to communities to develop and implement plans, specific to the needs and strengths of the community, that utilize evidence-based prevention and intervention approaches like those I've discussed today. Law enforcement leaders' commitment to putting dangerous criminals in jail must be matched by Congress' commitment to keep kids from becoming criminals, and I commend Chairman Scott for his efforts.

Our nation must target much greater funding toward research-proven approaches that give kids the right start in life - that's the way those dollars can have the greatest impact. Kids in tough cities have tough decisions to make, and we have to provide them with alternatives to gangs, drugs, and life on the streets. I say this not only as someone on the enforcement side of the equation but also as someone who had to make some of the same hard choices that these youth are facing. Having been an at-risk kid who spent time in foster care, and someone who was a beneficiary of Head Start, a Boys Club recreation program, and mentoring by caring adults in my community, I am a living, breathing example of what these programs can help accomplish.

Thank you for this opportunity to testify, and I would be happy to answer any questions you may have.

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Mr. SCOTT. Thank you. And tell Mayor Palmer that you did a good job.

Chief BRADLEY. Oh, thank you.

Mr. SCOTT. Mr. Woodson?

TESTIMONY OF ROBERT L. WOODSON, FOUNDER AND PRESIDENT, CENTER FOR NEIGHBORHOOD ENTERPRISE, WASHINGTON, DC

Mr. WOODSON. Thank you. I am Bob Woodson, president of the Center for Neighborhood Enterprise, an organization I started 28

years ago. And the center is dedicated to assisting low-income leaders in 39 States. We have trained over 2,000 grassroots leaders in intervention.

Most of my experience has been in reducing youth violence. It is fair to say and evidence proves that conventional approaches to reducing violent youth has not worked, and that is an increase in cops, cameras. And therapeutic interventions just have not worked for the number of kids who are in crisis today. Our model, called the Violence-Free Zone, is based on the premise that young people are more influenced by their peers than they are from adults who are outside that community.

The Secret Service commissioned a study that went around and asked about 38 youth killers to find out if there was a common profile. They found there was no common profile, but what they had in common was that they told a friend what they were going to do prior to doing it. And yet we don't have a way of tuning into the cultural ZIP code of these kids. Well, we have found that, when you began to reach in and empower peers, young adults who have similar experiences and have risen above those experiences, that they are powerful leaders.

And most of what we have learned is from your colleague, Chaka Fattah. My hometown of Philadelphia used to be known as the youth gang capital of America—48 gang deaths per year. But Sister Fattah and David took into their home, with Chaka, 15 gang members. And they moved out all the furniture, and the House of Umoja was born. They made national headlines because, 3 years later, they reached out to warring gang members from around the city of Philadelphia. And as a consequence of their unorthodox approach, there was a truce signed throughout the city, and youth gang violence went down from 48 to 2 in 2 years.

Well, what I did was study what they did and how they did it, and I wrote book called "A Summons To Life." The approaches that they took were tested in 1983 in the city of Philadelphia where young groups of Blacks were attacking shoppers on the subways, in the buses, throwing people down, ripping off chains. Police increased patrols; that didn't work.

We went to Sister Fattah. They took the unorthodox step of recruiting four OGs, or "old gangsters" they call them. They went to the house of correction, the jails, signed up 135 inmates into a crime prevention task force. They sent forth 200 young people who were brought to the prisons. And as a consequence of going and cultivating this indigenous leadership, the wolf pack attacks stopped over night.

And so, what we did at the center is it now equipped me to go around the country and look for leaders like Sister Fattah and her husband, and we found them in Washington, DC, and we trained them on this intervention model. And there was an area of Washington, DC, called Benning Terrace, public housing, five square blocks, where there were 53 murders in a five-square-block area in 2 years.

Eric Holder, now the Attorney General, was a U.S. attorney at the time, and he and the police were afraid to go into this area. And what we did was, after the death of a 12-year-old, Darryl Hall, we trained some grassroots leaders that had the trust and con-

fidence of the young men. We went into that area, identified leaders of the Avenue and the Circle factions and brought 16 of them to my office downtown, and we negotiated a truce. And these young men went back and used their considerable leadership to influence the rest of the community.

And now this is our 12th year without a gang-related murder in Benning Terrace. And these two young men are sitting here, who used to be shooting at one another, Derrick Ross and Wayne Lee. And now they have been working and playing a constructive role.

What we did then was take these experiences and we established the Violence-Free Zone. We went throughout the city and around the country and identified grassroots leaders that have the influence of the kids and the respect. And we have applied this Violence-Free Zone going to 30 schools in six cities. And one of them is in Milwaukee, Wisconsin, where this program has been embraced. We are in eight schools. And a Baylor University study recently revealed that violence is down 32 percent in the first 6 months of the program, 30 percent—32 percent of the dropouts.

And in George Wythe High School in Richmond, Virginia—I am sure you are familiar; it was one of the most troubled schools—we found that the expulsion rates went down 71 percent in just 5 months, compared to 17 percent the year before. The Richmond Police Department reports that arrests of students dropped 38 percent. They also found that, in the immediate neighborhood, motor vehicle thefts were down 37 percent, from 64 to 17, in the sector around George Wythe.

Mr. SCOTT. Say that again.

Mr. WOODSON. That the George Wythe School——

Mr. SCOTT. The motor thefts.

Mr. WOODSON. The motor vehicle thefts went down 73 percent, from 64 to 17, in sector around the George Wythe School. Police Lieutenant Scott C. Booth said, "I believe that the youth intervention aspects of the Violence-Free Zone was responsible for these changes because kids were remaining in school."

And the same in Dallas, Texas, where we have had it in the Madison High School, where there were 133 gang incidents and, as a consequence of applying this intervention, it is down to zero.

And so we have demonstrated that this approach works, but the difficulty we have in getting acceptance is because these programs are being implemented by untutored people; only, they are being done with the cooperation of the police. And, as a part of my testimony, I have comments from superintendents, chiefs of police. Rodney Monroe, as you know, who just left Richmond, was responsible for the police department funding this program in Richmond. And now we are in Milwaukee, Wisconsin; Antelope Valley, California; Dallas, Texas; and Baltimore, Maryland.

And so my recommendation is that perhaps some of this billion dollars that we spent in juvenile justice research over the course of 10 years that continues to focus on failure—you cannot learn anything from studying failure except how to create it. Perhaps some of these bright people can come and look at neighborhood interventions that are working for kids and then report back to you why they are effective, how they are effective, and perhaps give us

some more knowledge about what we can do to reduce youth violence in America.

[The prepared statement of Mr. Woodson follows:]

PREPARED STATEMENT OF ROBERT L. WOODSON, SR.

Testimony before the House Judiciary Committee: Subcommittee on Crime, Terrorism, and Homeland Security
By Robert L. Woodson, Sr.
February 11, 2009

Mr. Chairman, Members of the Subcommittee, thank you for the privilege of addressing you today.

The growing threat of youth violence is as menacing to the future of America as any terrorist attack from a foreign enemy. The problem is most severe within the black community where black-on-black murder rates soar, as does the rate of incarceration. In the bombing of the World Trade Center, over three thousand people were killed. Three thousand blacks are killed by other blacks every four months. At that rate, it would have been safer for a young black man getting off a landing barge in Europe during the Second World War than it is getting off a Greyhound bus in most major cities today.

It is ironic that in the depth of the depression--when the black community was in the iron grip of segregation and Jim Crow laws were enforced by both political parties--that the internal social, spiritual and moral centers of influence served as a bulwark against this kind of dysfunction.

Black males are incarcerated at more than six times the rate of white males and Hispanic males more than double the rate. In historical perspective, the astounding 910,000 African Americans incarcerated today are more than nine times the number of 98,000 in 1954, the year of the *Brown v. Board of Education* decision. At this current rate it has been estimated that with the next decade one in every three black males will have spent some time in prison.

Most of the crime reduction strategies employed today rely upon external remedies that seek to alter the *behavior* of young people through criminal sanctions, professional therapeutic intervention, or social incentives The approach to crime reduction that is outlined in my testimony relies upon reaching into the life history of the youths themselves and helping them to alter their beliefs, values and attitudes with the goal of improving their behavior. We apply old values to a new vision that helped sustain low-income minority communities through the era of social injustice; we apply them in a way that meets the needs of today's youth.

While we must continue to strengthen and improve the external institutions that are in place to help young people, we cannot solely rely on them to bring about change; we must invest in the internal centers of influence.

Twenty-eight years ago, I founded the Center for Neighborhood Enterprise and over the past twelve years we have pioneered a youth crime reduction program called the "Violence Free Zone" (VFZ) initiative. Young adults are recruited from the same communities experiencing the problems, and they serve as moral mentors and character coaches to other young people. The community organizations that employ and redirect these young people have had some amazing results in reducing violence and bringing about stability to the most violence-plagued communities. The VFZ approach has been successfully implemented in more than 30 public middle and high schools in six demonstration cities throughout the country.

Researchers from Baylor University examined six Milwaukee, Wisconsin public high schools that had the Violence-Free Zone program for the full 2007/2008 school year and compared them pre-and post-VFZ. Three of the schools are large single faculty (Regular VFZ); and three schools have two or more sub-division schools housed on the same campus (Sub-division VFZ).

The research team, headed by Dr. Byron Johnson, Director of the Baylor Program on Prosocial Behavior, conducted in-depth interviews of Milwaukee Public School (MPS) staff, VFZ staff, Milwaukee foundations funding the VFZ program, and others with knowledge of the program. They also analyzed data provided by Milwaukee Public Schools, including Student and Parent Climate Surveys (questions about safety) and MPS data on suspensions, truancies, violent, non-violent incidents, and academic performance.

The researchers concluded that there was an immediate effect of the VFZ initiative on the schools in three areas: improved safety, increased presence of students (reductions in suspensions and truancies) and improved academic performance.

The full report is posted on the Baylor website at www.isreligion.org.

These are the highlights:

- Violent incidents were reduced 32% in the large, single administration schools and reduced 8% where the schools were subdivided into several small schools in the same building. Suspension rates were down 37% in large schools, down 44% in subdivided schools. This compares to an increase of 6% for the overall school system.

- GPAs in the large schools with the VFZ increased by more than 3% and almost 5% in subdivided schools. There was no reported GPA improvement in the schools that did not have the VFZ average.

Impact data collected from some of the other VFZ sites shows the same pattern of improvement and outcomes.

High Schools (Richmond): At the George Wythe High School (GWHS) in Richmond,VA--one of the most troubled schools in the city--Richmond Public Schools data shows that student incidents dropped by 22%; suspensions dropped 3%; expulsions dropped 71%; and drop-outs dropped 17% compared to the same period one year ago.

The Richmond Police Department reports that arrests of students dropped 38%. They also credited the program with reducing some crime in the immediate neighborhood. Motor Vehicle thefts are down 73% (from 64 to 17) in the sector around George Wythe High School. Police Lieutenant Scott C. Booth, has said, "I believe that the youth intervention aspects of the Violence Free Zone at GWHS has impacted Motor Vehicle Theft in Sector 312. With the introduction of the VFZ, kids are staying in school more and less of a negative impact on the adjacent neighborhood."

Middle Schools (Atlanta): In two Atlanta middle schools, results before and after the Violence-Free Zone show the same kind of impact. Fighting was reduced by 29% in one school and 39% in the other. Class disruptions dropped 85% in the first school and 88% in the second.

Gang Activity Dallas): *(*Gang activity in Dallas' Madison High School made it one of the most violent places in the city until the Violence-Free Zone was introduced there several years ago. Gang activity dropped from 113 violent crimes to ZERO in two years. With the VFZ, the culture in the school was literally changed, and students began to pass it on to new classes as they entered the school. Today, Madison is considered so safe after several years of the VFZ that the principal says the VFZ is no longer needed.

The Source:

The idea and approach for the VFZ initiative was actually formulated outside of the public school environment. I had a great deal of experience studying and working with the House of Umoja in my home town of Philadelphia, Pennsylvania--known in the early '70s as the youth gang capital of America. An enterprising mother and dad, David and Falaka Fattah, discovered that the eldest of their six sons was an active street gang member. The mother, Sister Fattah, invited fifteen of her son's friends to come live with them and worked to help them survive. This unique community-based approach became a national phenomenon three years later when the Fattah's and their extended family brokered a city-wide gang truce that saw the gang murder rate drop from an average of 48 down to just 2, and remained there well into the future.

I authored a book entitled, *A Summons To Life*, that identifies the elements of her informal approach that was so effective in transforming these young people. These principles gleaned from the Fattahs and The House of Umoja are the philosophical and programmatic underpinnings of the Violence Free Zone.

Effective neighborhood leaders share the same zip code as those they help. They operate like healing agents that make up the immune system within the human body. They are indigenous antibodies that heal from the inside out. Police and those from the helping profession industry apply remedies that are parachuted into communities and are rejected as the body responds to a transplant.

Effective neighborhood renewal relies on the following principles:

Parental Role:
Grassroots leaders fulfill the role of a parent, providing not only authority and structure, but also the love that is necessary for the individual to undergo healing, growth and development.

Reciprocity:
The young people are required to give to others in order to be eligible to receive support. Thus, they avoid becoming clients, and they become positive forces in their communities and thereby gain self-respect.

Availability:
Leaders are available 24/7 to those they serve. The young people being mentored are given the cell phone numbers of the helpers.

Long-Term Commitment:
The grassroots leaders make a life-long commitment to those they serve and their service is not determined by the length of a grant or the terms of a contract.

Respect the "Need to Belong:"
Grassroots approaches do not try to destroy youth gangs but provide a healthy ways to fulfill the "needs the gangs provide—status, excitement, power, praise, profit, protection, mentoring and an opportunity for advancement." *(From Fox Swatt report page 4.)*

Transformation—Not Rehabilitation:
Once young people are transformed from predators to ambassadors of peace and their character changes, their characteristics have a market value that goes far beyond that of simply being a mentor. They are witnesses to others that it is possible to improve one's life even in a toxic, violent, drug-ridden environment.

Exportability:
Armed with this knowledge, I was able to travel to other cities and successfully identify other grassroots leaders that had the trust and confidence of troubled youth and could influence their behavior.

In 1981, I brought ten such leaders from around the country accompanied by some of the young people they had successfully changed. They met for three days and shared with one another what had changed them from their predatory life styles. From these stories, I wrote my second book--*Youth Crime and Urban Policy: A View From The Inner City* (The American Enterprise Institute 1981). The conversations and solutions from this conference deepened our understanding of what is required to change young people. We now understood it more from their perspective.

Two years later the city of Philadelphia faced a major crisis as small bands of marauding youth began to attack shoppers, knocking them to the ground ripping off watches, necklaces and taking wallets. Within a short time other copycat crimes occurred that spread like a wild fire. People were attacked on buses, subway trains and at shopping centers. Increased police patrols failed to stop the outbreak. The city was in a virtual lockdown. The press labeled these "wolf pack attacks." Umoja immediately took action. They summoned some of the former older gang leaders called OG's (old gangsters) to seek their assistance. What transpired next was unprecedented.

Accompanied by the staff of the House of Umoja the group met with the leadership within the County Prison to seek their help. One-hundred and thirty-five of these men formed a crime prevention taskforce and collected the names of over one-hundred youth from their various neighborhoods. Umoja arranged to rent school buses that brought the youth to the prison. The inmates made it clear to the youth that their behavior was unacceptable. Within two days the wolf pack attacks stopped.

Exporting the model:

Let me share another example of work that has shaped our development of the Violence Free Zone model. In 1997, I was working with grassroots organizations in Washington, D.C. when a 12-year-old boy named Darryl Hall was killed in the violence between warring factions in an area called Benning Terrace, just 4.5 miles away from this very building. In the previous two years, gang rivalry had claimed 53 young lives—just in a 5-square-block area.

Using some of the principles I had learned from the House of Umoja, my organization and a courageous grassroots group called the Alliance of Concerned Men negotiated a truce between rival groups in the Benning Terrace area.

Following the truce, we worked with the D.C. Public Housing Receiver, David Gilmore to offer employment training and jobs to the same young men and women who had once been part of the problem. These young people had the creativity, energy, and talent to be part of the solution. As of today, 12 years later, there have been no crew-related deaths in Benning Terrace.

Attorney General Eric Holder, who formerly served as U.S. Attorney for the District of Columbia, was familiar with this tragic incident and helped draw attention to our efforts. He, the Chairman of this Committee John Conyers, and the late Congressman Henry

Hyde visited Benning Terrace to ascertain the situation. Attorney General Holder spoke at a CNE event and shared the following thoughts:

> "Children who are victimized by, or are witnesses to, violence suffer devastating consequences, long after the physical scars have had the time to heal. Exposure to violence affects how children see, how they feel, and how they learn. Children who are victims, or witnesses, of violence are at a higher risk of developing behavioral problems, substance abuse, depression, suicidal tendencies, and violent criminal behavior. Being abused or neglected as a child increases the likelihood of arrest as a juvenile by 53% and the likelihood of arrest for a violent crime as an adult by 38%. Darryl Hall's own life bears these grim realities out."

Attorney General Holder also discussed the various prevention strategies to address youth violence and noted that there is a limit to what federal law enforcement can do—even in its own backyard.

> "But police officers cannot offer young children living in Benning Terrace and elsewhere a decent education, a summer job, or a way out of poverty. To effectively combat the plague of violence in our most troubled neighborhoods, the only life that Darryl Hall knew, requires a mutual and unflinching commitment from community leaders, local businesses, lawmakers, philanthropists, and residents themselves to literally recreate the social fabric."

I agree with the Attorney General. We must not merely instruct our children to "say 'no' to drugs," we must also provide them with the tools, options, and motivation to live different lives.

In light of these stories and trends, I would recommend that we review where our monies are being spent.

Recommendations:

The Department of Justice has spent millions of dollars researching the causes and cures for youth violence. The majority of these funds have been devoted to documenting the problem. The Center for Neighborhood Enterprise has produced documented evidence that its Violence Free Zone approach work. Despite this proof, Baylor University and the University of Pennsylvania are the only research institutes that have demonstrated any interest in studying the success of community and faith-based programs within our network of effective providers.

I therefore recommend that the Justice Department direct additional research dollars to studying indigenous successful efforts to reduce youth violence.

The most important element of the Violence-Free Zone program is the measurable impact that it has had in reducing disruptive behavior at its various sites, as outlined in this testimony. These reductions in violence, and in rates of suspension and school drop-outs, have been accomplished without increasing the arrests of young people. We believe that measurable outcomes should be the standard against which all intervention programs should be measured and funded.

Both the Department of Justice and the Department of Education should explore with the Center for Neighborhood Enterprise how these neighborhood-based violence reduction approaches can be implemented in other communities around the country.

We are all very conscious of the fact that communities across the country have reduced spending, including cutting back teacher and police department budgets. The Violence-Free Zone offers a way not only to save lives, but to reduce costs. In Richmond, the sharp reduction in motor vehicle thefts that is attributed to the VFZ is just one example. We also see savings in ambulance and police calls to the schools, emergency room costs, court costs, and the high price of incarceration of so many of our young people.

We believe this approach to be a cost savings measure. We invite you to visit one of our sites, and welcome your further interest in how we can as a nation reduce the human and economic cost of youth violence, and save resources that can be applied to education and other positive measures for our youth.

APPENDIX

What They Are Saying About the Violence-Free Zone

Superintendents and Principals:

MILWAUKEE:

William Andrekopoulos, Superintendent, Milwaukee Public Schools:
"We are expanding the Violence Free Zone initiative because it works. This pilot program, using community engagement and the support of key community organizations, has proven to be a pro-active way to support the needs of young people in lieu of having them get trapped in the criminal justice system.

"I think that if you're looking for things that make significant change -- and as superintendents you look for what are the things that give you significant impact, not little impact, not incremental impact, not continuous improvement, but significant change -- this is a program that will bring about significant change in the culture of a school and community."

Mark Kuxhause, Principal, South Division High School, Milwaukee WI:
"The program has a proactive way of reducing violence in and around the school. It has added another level of intervention in addressing students' behavior, and every day the program became more effective as the students and the staff members of the school and Violence Free Zone employees of the Latino Community Center began working together."

ATLANTA, GA:

Royce Sublett, Principal Ben Carson Middle School:
"The impact on the school has been in a lot of key areas: student discipline referral decrease; increase in mentoring and a good positive role model for our students; and also decrease in our students being in off-task behavior, such as in the hallways, our cafeteria and at bus dismissal. They [Visions Ambassadors] provide an extra round of support and security for our students to make them feel safe, to be able to get a good sound education each and every day."

Lucy Motley, Assistant Principal, Harper-Archer Middle School:
The VFZ program has impacted the school tremendously. "We see an increase in our student achievement. Overall, we have monthly benchmarks, and we're able to see in the areas of reading, mathematics and writing, increases in our student scores. Additionally, we see more students coming to school. So our student attendance has improved. As we look at the discipline piece, we're able to see also a decrease in the number of referrals to the assistant principal's office. I see our Visions Ambassadors as an intervention piece which helps us to decrease the number of out-of-school or in-school suspensions that we have."

Atlanta Police Department School Resource Officer Bennie E. Bridges:
"Once the Visions program came in, it gave us another outlet to deal with whatever problems that were happening in the community because there was someone there to mentor the children. There was someone that the children could go to outside of the police because quite often, children, they don't want to talk to the police about personal problems, things going on at home. But the program gave us filling edge for the gap where the kids were able to come in, talk to someone, and they were able to just mentor them. And it brought a lot of our problems down. It decreased them. It has made my job easier—a whole lot easier!"

ANTELOPE VALLEY, CA:

Eric A. Riegert, Principal, Eastside High School:

"The youth advisors who work with our kids on a daily basis have made a remarkable difference in the lives of the students and families that they work with. Many students have been able to improve their grades, and the teachers tell me that students who were formerly unmotivated and disruptive in their classes are not some of their hardest working students. Our youth advisors are there whenever students are having problems and issues in their classes or with other students on campus. They provide a place where students can talk candidly about the issues that are affecting their everyday lives, including what's happening at home and out in the community. This program has allowed our students to connect with their teachers and the community in a meaningful way."

Chris Haymond, Director of Security, Eastside High School:
"I have worked with this group since January and they have made great strides in dealing with some of the discipline issues at Eastside High School…They work well with the security staff and freely share information that is helpful in keeping a safe and secure campus. I feel that they are an asset to our campus as evidenced by the decline in fights, tardies and disrespectful behavior by the students they have interacted with."

Susan McDougal, Ph.D., Principal, Knight High School:
"I can say with honesty and sincerity that the establishment of the Violence-Free Zone at Knight High as been a positive influence on our campus. Youth violence intervention has been a major goal of the Violence-Free Zone, but it has in this short time, grown to so much more. Students recognize the Youth Advisors as additional staff members they can use as resources when they need an adult to assist them or someone with whom they can talk. Students go to the Violence-Free Zone room for tutoring as well as mentoring."

Karen Mobilia-Jones, Assistant Principal, Knight High School:
"Administrators are grateful of the services offered by the VFZ program, especially when they assist with our issue with tardies. Also, many disagreements between students occur after school on the way home for students. Knowing the Youth Advisors are creating a safe passage home for many of our students is a huge relief. It is very comforting knowing our students will arrive home in a safe manner."

Ann Kerr, Knight High School:
"I find it extremely help to have the VFZ here and available to counsel students or attend the classroom to observe/help the student within the classroom. The students receive the one-on-one attention that they need for that particular moment, and the class is able to move forward with the lesson plan. The need to send a student to the on campus detention is reduced, especially for students who do not have home support—these students are receiving the attention and support they need from an adult within the VFZ."

BALTIMORE:

Cecelia McDaniel, Assistant Principal, Southwestern High School:
"New Vision has helped us move students forward who had given up on themselves. There are no words to express how important this has been. New Vision is our eyes and ears. When the students know you care, it makes a difference. We no longer see the large traffic jams in the halls. The program has moved the kids out of the halls and given us the tools to learn academic rigor. They don't allow the kids to give up."

DALLAS:

Robert Ward, Principal, Madison High School:

"I think this program has helped us in a number of ways to increase the overall effectiveness of this campus
... A reduction in a number of negative interactions between children
... the number of fights have dropped off
... the numbers of students who leave school, drop
... increase in the attendance rate
... increase in the number of students who are college bound."

PRINCE GEORGE'S COUNTY, MD:

Dr. John Deasy, Chief Executive Officer, Prince George's County Public Schools:
"I have extremely positive things to say about the Violence-Free Zone program. It brings a huge chunk of support to the schools. The Youth Advisors are some of the most talented people I have ever met. We have been trained by the Youth Advisors. They made an immediate connection inside the schools. They are incredible. Their ability isn't just in the schools, they are in the homes and in the community, so they have immediate rapport with the students. Few adults fill that role."

Andrea Phillips-Hughes, Principal, Bladensburg High School, Prince George's County, MD:
"The Youth Advisors have become the listening ear. The students can go to the Youth Advisors and know they will be listened to. The Youth Advisors have walked in their footsteps and they can relate to the students. They can open up the possibilities and show them there is a world they can succeed in. This program is a way of helping me with 500 students at one time. But it also helps the students in the community. They [Youth Advisors] have communications with the families when I can't because there's always that barrier. They help me keep an eye on students. But most importantly, they help our students."

WASHINGTON, DC:

Darrin Slade, Principal, Ron Brown High School, former Principal, Fletcher-Johnson K-8, Washington, DC:
"Before this program was put into place in Fletcher-Johnson, we had a student killed on the parking lot. We had fights. We had stolen cars on the playgrounds. We went from that to zero. We went from gang fights every week to zero. We had order, a 100% change in climate. We had never made AYP [Adequate Yearly Progress under the No Child Left Behind Act] before in any area. In 2005-2006, we made it in all areas. It is the best program I've had in any school I've been in.The program is outstanding in treating students with respect. Because of the program in Fletcher-Johnson, my [new] school is outstanding, and I attribute that to Curtis [East Capitol Center for Change] and his program. [Editor's note, graduates of Fletcher-Johnson go on to Ron Brown.] "

Robert Saunders, Principal, Johnson Junior High School, Washington, DC:
"The program came in last year and immediately made an impact. They supply us with support in areas that with a three-man management team we cannot do. They motivate students academically and mentor them socially. They've been able to do things we haven't been able to do. They create relationships between the community and the school. They have been able to really, really help us."

Mr. SCOTT. Thank you. Thank you.
Ms. Coleman-Miller?

TESTIMONY OF BEVERLY COLEMAN-MILLER, M.D., UNITY CONSULTANT, SENIOR MEDICAL CONSULTANT, HEALTH EDUCATION NETWORK, WASHINGTON, DC

Dr. COLEMAN-MILLER. Thank you for the honor to be able to present to you. I am Dr. Beverly Coleman-Miller. I am an internal medicine physician, and, in our work, we pump on chests in a world of great pain to do CPR. The Urban Networks to Increase Thriving Youth is providing CPR in a municipal form. We provide a road map for preventing violence in cities.

The UNITY project is a national project that comes with great enthusiasm for the "Youth PROMISE Act." It is CDC-funded. It is violence-prevention-centered, believing, in fact, that you can prevent violence. And, as a public health problem, violence is preventable.

We, as adults, have seen violence increase over time. And, with the stress and upset that is going to exist over these next few years, we suspect that violence will become an awesome problem in municipalities. And so, as a result of that, we are offering UNITY as a road map to begin to bring the people to the table who, in a city-wide strategy, can offer the elements of design that will change the face of violence in cities.

It already has, in many cities. It saves lives. In Boston, in Philadelphia, in Los Angeles, in Cleveland and Tucson, the UNITY project has been not only invested in but supported by communities, from citizens who have lost their families, like Ms. Speight, to mayors who are requesting that we come and help organize their projects.

There is a set of key strategies that the UNITY project offers, and those key strategies have to do with early care and education, positive social development, youth leadership, social corrections in neighborhoods, mental health care, and, in the system-wide approach, looking at ways the schools can be improved, family support services, street outreach, and mentoring, which has been spoken about in a number of circumstances.

With more resources, cities can do more work to do violence prevention. If they see it as a public health issue, UNITY can help them in their road map to create better statistics than we have now.

The greatest impact will be if it remains a city-wide strategy and coordinated for all members of the communities, rather than just administrative or criminal justice or social services.

There was a city assessment that was done by UNITY that proved that they could prevent violence and get lower violence rates if they could institute it a hundred percent. It is our belief that, with increased resources, we can expand this project into other cities. The people who are involved in the UNITY project are people who I have watched look at violence over many, many years and have not used just graphs to determine how to approach this but, rather, visited the places where the victims have had to suffer through and the perpetrators have had to be incarcerated. And those travels have created a laboratory that really does focus exactly where violence prevention needs to occur.

I can remember visiting a prison at one point and listening to a young person tell me that they can get everything they want from

home instead of in this prison. They can get clean beds, and they can get great food, and they can get good friends, and they can get what they want. But when asked, what can you get from this prison that you cannot get at home, their answer was quite disturbing. It was: We are safe here. There are no guns. When we fight, we duke it out.

At this point, to see my gray hair, knowing that in my watch some young people have created prisons as sanctuaries is rather distressing. The UNITY project is a project that works. And we ask for support for resources to our cities to be able to expand this project.

Thank you very much.

[The talking points of Dr. Coleman-Miller follows:]

TALKING POINTS OF BEVERLY COLEMAN-MILLER

Youth Violence: Trends, Myths and Solutions
Talking Points for Beverly Coleman Miller, MD
February 10, 2009

1. **Young people, families, and communities across the country are seriously impacted by violence**

2. **Violence is costly to individuals, families, communities, businesses, and government, and preventing violence can contribute to economic recovery and growth**

3. **Leaders are calling for action**: Mayors, police chiefs, school superintendents and public health directors have stated that violence is a serious issue and responses are inadequate and The US Conference of Mayors declared youth violence to be a public health crisis.

4. **Violence is preventable:** Prevention programs and strategies have a demonstrated track record in reducing violence.

5. **We need a national commitment to and action on preventing violence before it occurs** in order to Support and complement enforcement and suppression, Improve outcomes for young people, families and communities, and Strengthen our economic recovery and growth.

6. **UNITY is a national initiative funded by the Centers for Disease Control and Prevention to support cities in preventing violence before it occurs through what has been called public health approach.**

7. **Cities working with UNITY have identified a set of key strategies that would support violence prevention efforts in cities.** The *upfront* strategies are: positive early care and education; positive social and emotional development; parenting skills; mentoring; quality after school programming; youth leadership; social connections in neighborhoods; quality education; and economic development. In the thick strategies are mental health services, family support services, street outreach, and mentoring. Aftermath strategies are successful reentry and mental health services.

8. **Having the resources and policies in support of these kinds of programmatic efforts is key.**

9. **They will have the greatest impact in the context of being part of a city-wide strategy and directed in a coordinated way to the neighborhoods and people with the greatest need.**

10. **The UNITY City Assessment found Cities with more coordination, communication, and attention to preventing violence have achieved lower violence rates**

11. **More and more cities are putting plans in place** (Minneapolis, Nashville, Philadelphia, LA, San Jose), and their efforts can be greatly supported through federal prevention policies and resources.

12. **Putting some prevention dollars through Centers for Disease Control and Prevention would help support prevention efforts at the local level** by bringing prevention leadership, in addition to law enforcement and criminal justice, to the table.

Mr. SCOTT. Thank you very much, Dr. Coleman-Miller.

We will now have questions with the panel. Hopefully we will stay close to 5 minutes. We will do the best we can.

Let me start with Mr. Woodson.

Have you done any cost analysis on your programs where you have gone in, reduced crime?

Mr. WOODSON. That is what we are doing right now. Because when the police department—this was an unintended benefit of the police department, because we were looking at the cost of suspensions, dropouts. For instance, in one school, the principal reported that every week a child was transported to the hospital injured in a fight, but, as a consequence of our intervention, it went to zero ambulance calls. We are trying to determine then what is the cost savings from transporting that child. Most of them don't have health care. So what is the cost to—right now we are in the process, in working with Baylor University, to do that cost-benefit analysis.

Mr. SCOTT. And the lifetime cost for a shooting victim, most of whom are uninsured, gets into the hundreds of thousands of dollars. So if you reduce shootings, you have had a significant reduction in health care, you have a reduction in incarceration.

Mr. WOODSON. Yes.

Mr. SCOTT. And what it would be virtually impossible to calculate is any program that significantly reduces crime will also reduce social service, health care, and a lot of other expenses. So if you can let me know as soon as you get that calculation done, I would like to see it.

Mr. WOODSON. Congressman, we are going to do it. And you know George Wythe. We only go into the most dangerous schools where the problem is the worst, so no one can accuse of us creaming.

Mr. SCOTT. Now, once you have gone in and gotten a truce, what positive alternatives, positive choices do the children have? They had the choice to join the gangs. After you have gotten a truce, what positive activities are there in lieu of gangs?

Mr. WOODSON. Well, first of all, we gave them the kind of respect. Those two young men, one was leader of the Avenue and the other the Circle. Following their truce, David Gilmore, the housing receiver, we put them together, and their crews, working to clean up the community they destroyed. See, they were given work. And they cleaned up—they removed more graffiti and planted more grass in 6 months than the Housing Authority staff did in 4 years.

But they also, they took their first paycheck and had a picnic in the community where the kids were nonexistent on the street because they were fearful. So what we also did is we gave them responsibility for someone else. That is reciprocity.

Most programs treat these young people as a client, where they are always the object of services or gifts. And these young men can't be coerced into changing or bribed into changing; they must be inspired to change by giving them respect. We invited them to our banquet, for instance, and said you can't come with baggy pants and all, so they put on business suits. We brought 30 business suits. We had 90 business suits we brought them in 3 years. We got them their driver's licenses. So, in other words, what we did, Congressman, is helped them to be responsible for others.

And Teak Gruton, who was the area DEA administrator at the time, came to my office with three officers and said, "Bob, when the DEA goes in and creates a raid in Benning, the crime gets dispersed into contiguous communities. But our field office tells us, not only is crime down in Benning, but it is also down in the neigh-

boring communities. So you all are curing the problem." They are powerful leaders.

Mr. SCOTT. Thank you.

Mr. Trubow, you have indicated that you can do a risk assessment. How accurate is that risk assessment? I mean, do you do a control group to show that the people you have identified are much more likely to commit a crime than a similar group that was not assessed?

Mr. TRUBOW. Yes. What we do is we weight risk factors based on local schools. So we don't use the same weighted risk factor all over. And we use logistic regression modeling, okay, very scientific modeling, to predict which children are most at risk.

Mr. SCOTT. Well, some of the communities we have identified, some States in terms of incarceration rates, an African-American community can get up to 4,000 per 100,000. And if you can reduce that to 1,000 per 100,000, which would be about 50 more than the worse rate on earth, the United States at 700, you would be spending—and then you figure about 25 percent of the population of the children, you would be spending about $3,000 per child per year that you could save in reduction.

And if you could target that money at, say, the one-third that are at risk, you are up to about $9,000 per child per year that you could spend just by reallocating what you are spending now. So if you can do a risk assessment this really targets where the problem is, you could really load up on that community to significantly reduce crime.

So my question is, how accurate is this assessment?

Mr. TRUBOW. Well, the reason that it is accurate, once we create the model——

Mr. SCOTT. How accurate is it?

Mr. TRUBOW. I would have to send you the statistics.

Mr. SCOTT. Because, let's say, if you have a group of 100, if you can tell which 20 are most likely to commit crimes, then you can load up all the money on that 20.

Mr. TRUBOW. Right. That is exactly right.

Mr. SCOTT. And then if half of those who would have committed a crime—that is what I am looking for. And you are going to get me the numbers.

If you have identified somebody at risk, how accurate, how effective is your intervention?

Mr. TRUBOW. The one thing I want to say is we give a risk index. So we will tell you, this child has a 100 percent probability of dropout, 100 percent. And anything to me over 40 percent is high-risk. But if I say to you, this child is over age, they are reading 3 years below grade level, they are truant, they have suspensions, if I give you 21 risk factors and they are giving you 100 percent probability, then what we do is this: We attack those factors of risk. We try to remove those risk factors, and then we see if the score goes down.

If we can take a child who is 100 percent probability for dropout and we can reduce it to 30 percent or 40 percent, then we feel we have made an effective intervention.

Mr. SCOTT. Have any of these interventions been analyzed to show that you actually have reduced the incidence of crime?

Mr. TRUBOW. Yes.

Mr. SCOTT. Okay. We would like to see those studies. That could be very helpful to us.

Mr. TRUBOW. Yes, I will send it. It was done in Monmouth, New Jersey. It is the Behavior Monitoring and Reinforcement Program. I will send it to you. Thank you.

Mr. SCOTT. Dr. Krisberg, in terms of reducing the incidence of crime, what effect do longer sentences have in scaring young people out of committing crime?

Mr. KRISBERG. There is overwhelming research that longer sentences have a minimal effect, if at all. I mean, the classic example would be in California, which has the highest length of stay in its youth correctional system of any State and has a violence and gang problem that would rival any State.

So, again, there is no consistent issue. You can take somebody out of circulation for a little bit of time, but, unlike adults where we could lock them up for 20, 30 years, with kids we are talking about a relatively small period of time. So, again, we have invested in tougher penalties, but they don't seem to be making an impact.

And, you know, I always like to explain to people in terms of, think of a bunch of kids hanging on the street corner. Do you think their conversation is something like, "Well, did you see what Scott's Committee did last week, increasing those Federal penalties?" I mean, that is not what they are talking about. Penalties are not what they are responding to. They are responding to what is going on in the street and what is going on in their lives. And if you don't address that, you know, the rest of it is a very costly strategy.

By the way, I would add to the Chief's comments. Chicago CeaseFire, which I have had an opportunity to look at, has excellent research. It incorporates a public health model, incorporates a lot of the elements you talked about. And I would really urge this Committee to look at that program.

Mr. SCOTT. Thank you.

My time is more than expired. The gentleman from Texas?

Mr. GOHMERT. Thank you, Chairman Scott.

And I really appreciate all of your dedication to a similar goal, and the same goal perhaps, of reducing violence among our youth. I think we are all headed for the same goal. Maybe some different paths toward getting there and some disagreements on the way there, but I really appreciate the dedication that each of you has.

One of the things that I noticed in my years on the bench as a district judge, handling thousands of felony cases, began to eat away more and more with me, when you talk about risk factors, Mr. Trubow. The thing that kept occurring over and over, I am seeing people that never had a relationship with a father, over and over. And, you know, you want to blame somebody, it is kind of hard to blame the mom. I mean, they had their hands full, doing everything they could to give them food, shelter, and, you know, maybe working more than one job. It just is a tough situation. And we realize there are factors and issues about fathers being in prison. Obviously it is hard to be there for your kid if you are in prison.

But I have gotten some statistics here. Back in 1990, clear back 19 years ago, almost 5 million children lived in neighborhoods in which single mothers were head of household in more than half of

all families in those neighborhoods, and 80 percent of those children were African-Americans. Then coming up more recently, about 27 percent of White children do not live with their biological father, 35 percent of Hispanic children, and 66 percent of African-American children. And, you know, that seems to coincide with what I found as a judge.

Let's see, more recently, 2000, among White mothers, about 27 percent of all births were outside of wedlock; among Hispanic mothers, about 43 percent; African-American mothers, about 70 percent.

And, you know, what I saw is not all those who don't get in trouble; I saw the ones that got in trouble. And there for about a 3-month period, I kept a little mark of people who had no relationship to speak of with their father, and it was right about 80 percent of the people I sentenced. Whatever age they were, regardless of race, I was getting people mainly who had no relationship with their father.

So I have wondered—is it "Trubow"?

Mr. TRUBOW. Yes, sir.

Mr. GOHMERT. Is that one of the risk factors that you consider the all?

Mr. TRUBOW. Yes. We look at risk factors across four ecological domains: individual; family, which you pointed out; community; and school. So we use all four.

So you are correct. If a child shows up to school who is 5 years old, doesn't have a father, maybe mother was 16 years old, that is a risk factor. All right? Whereas another kid shows up at school, he has both parents, and he is ready to learn, he is ready to learn. So the minority, economically disadvantaged child is at a disadvantage at the get-go.

Neither one of them are gang-bangers, neither one are violent. They are 5 years old. It is not the child's fault that he doesn't have a father, right? And because their ZIP code puts them in a high-density crime area neighborhood.

So that is why those school risk factors—education is the great equalizer. So if that child does not learn how to read between kindergarten and third grade, they start to become alienated. And by fourth, fifth, sixth grade, we start to see behaviors, we start to see attendance change. And then other factors that you so wisely pointed out, they compound the problem.

Mr. GOHMERT. Well, it goes to what Chief Bradley was talking about, too, with Head Start. And then I wonder beyond Head Start, because, you know, I have been to lots of Head Start programs and see the effect they are having on kids, and it is very touching and moving at times, just inspiring too, to see these grateful kids. But then you wonder, now, how many of those—because I really don't know, and I don't know if there have been studies done—how many of those that go to Head Start maybe have two parents or have a better home situation and that is why they are there at Head Start and not out missing an opportunity at Head Start. And I don't know if that has been studied or not.

Do you know, Dr. Krisberg, if some study like that has been done?

Mr. KRISBERG. Yeah, probably the most thorough research on Head Start has been done in the Michigan program. And this was specifically targeted at low-income kids with lots of disadvantages. And Head Start still produces a very positive benefit for those kids, as well. The original Head Start programs were targeted at poor kids, as you know.

Mr. GOHMERT. But I wonder about the kids who don't end up going to Head Start. You know, what is their situation? Why do we not capture them into the Head Start program? What are we missing there that might get them there, that increases the chance of them not getting in trouble? Do you know?

Mr. KRISBERG. Well, resources are key. If you have more Head Start resources, you are going to get more families willing to enroll in them.

Mr. GOHMERT. Gotcha.

Mr. KRISBERG. I mean, the demand for quality child care in this country is almost unlimited. So as much money as we can pour into it, you are going to have parents who are going to step up and want to take advantage of it. So I think that is the issue.

The other issue is, in my view, outreach. One of the most interesting programs I am seeing around the country are pediatricians, even OB/GYN doctors, who identify families at high risk almost at the moment of birth and begin directing those families into the visiting nurse programs that the Chief was talking about.

So I think if we could set up a system in which we could identify, particularly through the medical public health system, families at risk and begin channeling them to these very cost-effective resources, we would save a ton of money.

Mr. GOHMERT. Well, you had mentioned that, you know, adolescents make bad decision. At some point in their lives as they grow, do you acknowledge that we end up with some folks who are truly antisocial personalities, used to be called sociopaths, in the legal system?

The test would be they know right from wrong, could conform their conduct to the requirements of the law, they just choose not to. Do you acknowledge that personality too?

Mr. KRISBERG. Absolutely. In the work I do with kids who are locked up, I certainly run across those kids. But more frequently I come across kids who are suffering from severe undiagnosed mental health issues; who, when the door is closed, turn to me and say, "You know, Doc, I am hearing voices," I am having severe mental health issues, and nobody in the system is picking that up.

So, yeah, I do agree there are the sociopaths you are talking about, but I also think we have to do a much better job of identifying kids who are suffering from significant mental health issues and beginning to respond to the point where it is still fixable.

Mr. GOHMERT. And it also gets over into the situation that Dr. Coleman-Miller—you know, there are people you see and you want to see that they are taken care of and get assistance and a push in the right direction. But what do you see in communities that has been the most effective groups or efforts at getting them plugged in where they feel the respect that Mr. Woodson was talking about?

Dr. COLEMAN-MILLER. I think part of—over the 40 or 30 years that I have been looking at this, I think probably the acknowledg-

ment of their personal family is probably primary. It is that someone recognizes that there is a king under that hood. And when they do, there is behavior change, and when it is consistent and it is real.

Secondly, there are advocacy agencies. There is the Boys Club, which I often hear spoken of and supported by people with gray hair, who say, I would never have been the same had it not been.

And, by the way, I left out grandmothers. Because I have figured out there is a huge number of people, probably even in this room, who are alive because of them and who feel their greatness.

But school systems have been definitely tested more than once. And when they are tested to the point where they are overwrought, schools have a difficult time sometimes being able to focus young people into their greatness. And so dropouts is the sequella of that.

But the truth is that there are people who step in everyone's path. And today we stepped in many young people's paths and ignored them, didn't even speak to them, marked them absent just by not looking at them. Those are the kinds of things that communities need some education about, some support in. And that is what the UNITY project is beginning to do.

We are literally changing language. Today I heard four different languages spoken right here at this table. One of them talked about crime. I talked about a public health disease. Others talk about criminal justice. This communication in cities is difficult, and so it needs to have some language discussion. Police call it violence. Doctors call it intentional injury. Totally different index in that textbook.

So, for us, we know that the UNITY project, one of the things we have to really get to is communication and be able to get cities to talk to each other on different levels.

Mr. GOHMERT. Well, I haven't gotten to ask anything of Mr. Woodson. I appreciate the new chairman, but we were taking a little more flexibility beyond the 5 minutes because it was just Chairman Scott and me.

But, Mr. Woodson, you are an inspiration with what you have been able to accomplish, just fantastic. And I had a note that Center for Neighborhood Enterprise, or CNE, is a faith-based organization. Is that correct?

Mr. WOODSON. No, sir. It is a nonprofit, community, national organization that assists organizations, including faith-based groups.

Mr. GOHMERT. Okay. So you assist faith-based groups?

Mr. WOODSON. Uh-huh, yes.

Mr. GOHMERT. But doesn't it seem to you that that is also an important component, that some of the faith-based groups seem to be motivated by love and people feel that?

Mr. WOODSON. Absolutely. What reaches these young people is not necessarily a program or an appeal; it is when you make a lifetime commitment to them. Most of the grassroots leaders that we support, they are not in the lives of these young people for the term of a grant or conditions of a contract. And if money were to be withdrawn, they would still be in their lives. And so, that is what we are supporting around the country.

Mr. GOHMERT. Do you have any copies of your book here? I would like to be a good customer and purchase one of those.

Mr. WOODSON. No, sir, but I will make certain that you obtain one.

But most of what I did with the second book is go and find out neighborhood leaders like the Fattahs around the Nation, and they bring people the young people whose lives they have touched and transformed. I put them at a table and let them say to us professionals what changed them and why did they change and what can be done. Too much is targeted to them and not solicited from them. What do they consider important to transform their lives?

Mr. GOHMERT. Did you find that people, the young people you dealt with, also had a much higher percentage of the group who had no relationship with a father so they didn't get the respect you were talking about?

Mr. WOODSON. Yes, sir. My dad died when I was—he was sick from the time when I was 7, and he died when I was 9. So I was raised by my mom in a high-crime area with five children. I am the youngest of five.

Mr. GOHMERT. So what kept you from going——

Mr. WOODSON. There were two things. First of all, the kind of values that she communicated to us. She had to work all the time. But also my group, the young men that I chose—you cannot grow up in the inner city unaffiliated. You cannot. So I am against people saying we need to abolish gangs. What we need to change is the criminal behavior of the group.

When Wayne and Derrick decided to choose peace instead of violence, they didn't stop associating with their crews. It is just that these crews became venues for change. They used their influence with younger men to set up football teams, that 40 young people showed up in 1 day because Wayne and Derrick called them.

So they are indigenous leaders, and we need to learn how to make better use of these indigenous leaders that the kids seek out, and they become surrogate fathers. Some of these fathers will never be active with their children, and therefore we must find surrogates for them. And these young adults indigenous to these communities ought to be looked at as surrogate fathers.

Mr. GOHMERT. Thank you very much. I appreciate you all being here and all that you do outside of here especially. Thank you.

Ms. JACKSON LEE. [presiding.] The gentleman's time has expired. And I am delighted to acknowledge that the Chairman has returned to the room. And I will yield the gavel for a few minutes and return it to the Chairman.

Let me, first of all, thank him for what I think is an enormously important hearing. And to get the ball rolling as early as we are doing speaks to the epidemic proportions of which we are dealing with.

And I like the terminology of Dr. Beverly Coleman-Miller. I think it is an epidemic. I think it is a disease. I think it is a health issue. I think violence kills. It is a health issue, certainly for a lot of our minority youngsters, Hispanics included, where the death toll on young men starts at 12, starts earlier than that. The weekends that I return to Houston, it is the 17-year-old that shoots a 40-year old. And it is a crisis.

I would like to also thank the Chairman for the pending bill. That has been, I think, something we have discussed over the

years. The Chairman and I have worked together from, I would like to say, more than a decade ago when we began a tour around the country, speaking to attorney generals about how they could stem the tide of youth violence.

I am from Houston, the fourth largest city in the Nation, and there is an epidemic there, frankly. And so I don't think anyone should hide their face in shame. So I want to, across the board, thank all of the panelists.

And, as a moment of personal privilege, I would like to highlight two youth that are in the room, and if they could stand, Mickey Leland interns who are here in the room, have taken a different path. If they would stand and be acknowledged. They are here listening, and hopefully they will be the implementers of change. And many of you may have known Congressman Mickey Leland. He was a change-maker. So we thank you very much for being here.

Let me pose my questions, sort of, in a provocative manner. I said it was an epidemic. I think the shortchanging of solving this problem is money. And we have struggled against the tide of incarceration versus rehabilitation or intervention. And maybe we will get it right.

Chief Bradley, you may know my chief, Chief Harold Hurtt. I know you are certainly aware of my former chief and mayor, Chief Lee P. Brown, with community-oriented policing. I bet you have used community-oriented policing and have actually seen that, if it is used right, you can touch the lives of adults. They know the cop on the beat; they are ready it tell you who the person was, who the perpetrator was. They even have the backs of the police officers that they get to know.

And I think we have to do something on the order of a Marshall Plan for the opposition and the fight against youth violence, if you will. And we have to be in the fight. And this means it is going to be a lot of pulling of the teeth.

But last week I sat down with the faith office, my colleague and I did, of the new President. And I think he has gotten it right. It is not biased, it is going to be open. It is going to be looking for solutions, and that is what we need to do.

So let me pose one of the issues that I think—and I believe in using tools of legislation to be helpful. A lot of States incarcerate children with adults. I think that is a crime in and of itself. And I intend to drop legislation to prohibit that and to deny States Federal funding. I don't care if they get a cardboard box, and separate the community.

A story that was just told in the national newspaper of a young woman, 16 years old, who was incarcerated for meth, was incarcerated with adults. She is 26. She has spent 10 years on the street, based upon that limited experience. And she was incarcerated for being a truant, a runaway. Those are childhood activities, and we should treat them like a child.

So I would appreciate your comment on that, Dr. Krisberg. I will just take an answer from everyone very quickly.

And my second question is—I would like to offer them both at the same time—you know, when we started the crime bill in the 1990's—and I was not here, I think, at the beginning when that vote was taken—and in that was what we call—in fact, I was on

local government—something called midnight basketball that people made an absolute joke of. Well, I want you to know, I was on the ground, I was in Houston. And I took up the cause of gangs as a member of the Houston City Council. I met with gangs, sat down with them. And I did something called midnight parks. We had to get volunteers, we had to get the park workers to consent to keep the parks open, so that they would have some place to come.

And it was around the theme of "bad acts happen" with unattended—and I don't ignore the intervention and Head Start for the early folks, but I know that we are dealing with the folk that are out there right now. And I happen to think there is something to having a place to go at midnight, 10 o'clock at night for those whose mindset you have to alter. You can't get them right away. They are going to be out at 10:00, at 11:00, at 12.

Chief, you might comment when your hottest nights or hottest hours are.

And I am going to go down the row on the two questions.

And I bet you either it is Friday night and Saturday night, but it is those late night——

Chief BRADLEY. Or Thursday.

Ms. JACKSON LEE. Or Thursday night, but it is certainly dark. There are some brazen folk in the midday, but there is certainly dark.

So maybe we have to get back and think creatively and not be embarrassed by someone saying, well, you are certainly throwing away money with midnight basketball. I don't care what you call it, but if you think of a Marshall Plan and ending epidemics, you have to find a way to pierce the veil of stupidity. And what is the stupidity? Of us ignoring what is happening.

Dr. Krisberg, on the question of incarcerating young people with adults?

Mr. KRISBERG. Yeah, I would like to make a couple of quick comments.

First of all, this Committee should know that three-quarters of the persons under age 18 who are sent to prisons and jails are African-American males—three-quarters.

Ms. JACKSON LEE. A frightening number.

Mr. KRISBERG. And the rest of them are largely Latino. There are very few White youth under the age of 18 who get put in our adult prisons.

Number two, the recent events in New York City at Rikers Island, in which the guards organized other inmates as prison gangs and resulted in the murder of an 18-year-old—and this, again, in New York City, not some backwater place, needs to give us pause.

Quite candidly, in this past Administration, the Office of Juvenile Justice walked away from its responsibility——

Ms. JACKSON LEE. Absolutely.

Mr. KRISBERG [continuing]. To enforce the Juvenile Justice Act. And I hope we strengthen that.

The last thing I would say is there are proven models that work with youth who commit violent crimes. So, while I am all for prevention, you know, I would emphasize places like Missouri and

Massachusetts and a number of other places that are producing very good results with kids who have committed violent crimes.

Ms. JACKSON LEE. Thank you.

Mr. Trubow?

Mr. TRUBOW. Yes, thank you. I just wanted to address what you said about truancy or runaways and locking them up.

My State of Washington was the first State in the United States to rule, 2 weeks ago, that any child who is cited for truancy be represented by a lawyer. Fourteen thousand cases were reversed. These are first-time truancy citations. Only the State of Washington is the only State that has ruled that truancy needs to be treated as part of a child's due process.

So, obviously, to put a child in jail with adults for truancy or runaway is a violation of a child's due process under law. Because a judge can order a child to be held in almost every State in the country without a child having an attorney to represent them. And this is really—you brought up a very important point.

Lastly, in terms of truancy, and what happened the judge also said in the State of Washington this made this landmark ruling was it is time for schools to try to solve the root causes of truancy in the school. It is not something that the courts can solve. Instead, the child is vaulted from the school into the judicial process, in with children that might be serious criminal offenders.

So I think your point is well-made.

Ms. JACKSON LEE. Thank you.

Chief Bradley?

Chief BRADLEY. I believe a root cause, if you look at statistics, 73 percent of our kids have educational disabilities, and 60 percent of our kids, mostly African-American and minority youth, have problems adjusting to school. They are designated as special ed. And once they get into a special ed program, they misclassify a lot of kids who have other problems. When they get into school, especially African-American males, they don't want to be there in the first place. And what it is, they don't ask them why they don't want to be there.

I had a kid one time who didn't want to go to school because of peer pressure because he didn't have a bookbag and a pair of sneakers. The officer, after four times of going to the same house, asked the kid, "Why? I keep coming here every day." He said, "I don't have a bookbag and sneakers." The officer went and bought him a bookbag and sneakers; the kid graduated from school.

So there are a lot of things, like I said, where 80 percent of our job is social work, 20 percent is the stuff you see on TV.

Ms. JACKSON LEE. Can you speak to that midnight activity?

Chief BRADLEY. I will get right to that. The midnight activity, what we did to adjust it, we had a different program with curfew. The guys at curfew, we had the faith-based organization open up their church, and we did counseling sessions at night.

Ms. JACKSON LEE. And it works. I mean, I am not telling you what to do, but what you are saying is——

Chief BRADLEY. It works.

Ms. JACKSON LEE. It works. Keeping them in those hours, where——

Chief BRADLEY. Right. Your program, it works. It gets them in place. Plus, it is a safe zone. They can go in there and know they won't be shot or they won't be killed. Okay? So those programs do work.

Ms. JACKSON LEE. Appreciate it, Chief.

Mr. WOODSON. In Milwaukee, Wisconsin, one of the reasons we are able to maintain those numbers is because the Running Rebels organization operates a basketball league that recruits from around the eight schools. It is the only venue in the city where all the kids are playing on sports and mixing together. And so it has been a very important tool to reduce conflicts because, as kids play together, they are not fighting. So you are absolutely correct that athletics and entertainment is a very important tool.

Ms. JACKSON LEE. And faith programs or others that could host young people at those odd hours is not a frivolous act.

Mr. WOODSON. Absolutely. And what these young men do is, when they have their sports activity, they make sure that they mixed kids from different neighborhoods so that they get a chance to know one another and have sports activities together. So this is intentional. So you are absolutely right. It is crucial in the arsenal of reducing kids' violence.

Ms. JACKSON LEE. Dr. Beverly Coleman-Miller, if you could speak to the incarceration issue of a young person with an adult population.

Dr. COLEMAN-MILLER. Clearly the young people who—this is being redefined, because 14 years old now, after that super predator act, became the adult. My statement at that point was we should all be up all night to make sure this never happens again. And, as a result of it, we have now laws in States that allow 14-year-olds to be in adult prisons, incarcerated.

The only way that is going to change is if the public starts to be able to see that these perpetrators at 14 still have a way to correct their behaviors.

Ms. JACKSON LEE. Some way of redemption.

Dr. COLEMAN-MILLER. They have lost faith in that. And they are, therefore, permitting this 14-year-old to go to prison—and 12. And they are judging it on such things as size, attitude. And they are getting very little mental health care in the midst of that. And so there are many things that are happening right now that States are doing based on fear. These are heinous crimes that some of these young people have done, and the statements are supported by the policies that have been put in place by fearful people.

I want to just mention also that this basketball——

Ms. JACKSON LEE. Specifically late-night.

Dr. COLEMAN-MILLER. At 12 midnight we also brought people to take their blood pressures. We wanted to know if their girlfriends who were visiting with them had prenatal care. We wanted to know if there were any job interviews that could happen at midnight. So that there were huge resources brought to their side, so that when they sat down to take a break and sweat a little bit, there was just as much sweat coming in from the back when they were being asked questions that we just couldn't catch them to ask any other time. And they responded, because they understood for

the first time that, if you can listen, you can see improvement. And we just watched that change.

So this is the kind of thing that the UNITY project wants to do to prevent violence from ever happening, as opposed to treated after the fact.

Ms. JACKSON LEE. The gentlelady's time has expired, meaning mine, not yours. And I would be happy to yield to the distinguished Chairman for his second round of 5 minutes.

Mr. SCOTT. [presiding.] I would like to thank the gentlelady from Texas.

I just had a couple of other questions. And, one, just following up, Dr. Coleman-Miller, you are recommending a public health strategy toward violence prevention. Do you have studies that show that it works?

Dr. COLEMAN-MILLER. Absolutely. We have studies that have shown that violence is a learned behavior and that it can be unlearned. And we have watched this occur over many different circumstances. You know that smoking is preventable, and we saw in our lifetime people unlearn smoking. We saw seatbelts being used; people learned an unlearned behavior.

So learned behavior has proven time and again to be able to be unlearned over time. And the statistics have been quite significant for violence prevention efforts. In these cities in particular—Boston, in particular, and Los Angeles, where they have been able to reduce the number of violent acts secondary to learning alternative behaviors, which has been—and there are many documents. If it you would like, we can send you the big pile of documents proving that learned behavior can be unlearned.

Mr. SCOTT. And can you avoid learning it in the first place?

Dr. COLEMAN-MILLER. Which is why we are starting the UNITY initiative and trying to make sure that—our tolerance for violence right new is quite high in most cities. And that level of tolerance means that we have to begin right now, during a very turbulent time in our country, to be able to teach young people who witness violence, young people who are perpetrators of lesser crimes, who are surrounded by violence, they have to learn other ways to handle it, alternative ways.

Mr. SCOTT. Well, and you have studies that show that the strategies work?

Dr. COLEMAN-MILLER. Absolutely. And we will be happy to present them to you.

Mr. SCOTT. Thank you.

And, finally, Mr. Bradley, you indicated that, once they join a gang, it is hard to get them out.

Chief BRADLEY. Yes.

Mr. SCOTT. What does that say about what our strategy ought to be in terms of reducing the incidence of gang membership and gang crimes?

Chief BRADLEY. What we could do is basically teach our kids good socialization skills. A lot of times, it is a call for help. When they come in, like Head Start, teach them good structure, teach them how to interact with each other.

People talk about gangs like it is something really novel. Every Sunday during football season we see a gang on TV of 22 every

day, but they are focused on something that is real positive. What we are trying to do is get our kids focused on something positive where we could change a lot of behavior.

We worked with former gang members in Newark, the Street Warriors, when we had a lot of violence, uptick in violence. We work with them, they talk with youth, got them steered in the right direction.

So you get the socialization skills, get them focused on something positive, have the resources and the programs to give them different resources, after-school programs, teaching them, making them employable, things of that nature. We can steer our kids from gangs and also give them viable alternatives not to get into gangs. So it can be done.

Mr. SCOTT. Thank you.

I want to thank all of our witnesses for their testimony.

Are there any other closing comments that people want to make?

I want to thank you for your comments. The Members may have additional written questions, which we will forward to you and ask that you answer as promptly as you can in order that the answers may be part of the record.

And, without objection, the hearing record will remain open for 1 week for the submission of additional materials.

Again, I want to thank our witnesses.

And, without objection, the Subcommittee stands adjourned. Thank you.

[Whereupon, at 4:37 p.m., the Subcommittee was adjourned.]

APPENDIX

MATERIAL SUBMITTED FOR THE HEARING RECORD

PREPARED STATEMENT OF THE HONORABLE LOUIE GOHMERT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS, AND RANKING MEMBER, SUBCOMMITTEE ON CRIME, TERRORISM, AND HOMELAND SECURITY

Thank you, Chairman Scott.

This is the first hearing of the Crime Subcommittee this Congress. I would like to welcome our newest Members to the Subcommittee. Judge Ted Poe of Texas will serve as our distinguished Deputy Ranking Member. Congressman Bob Goodlatte of Virginia, who is a senior member of the Full Judiciary Committee, joins this subcommittee. And Congressman Tom Rooney of Florida will serve this subcommittee and this Congress with distinction, I'm sure. I look forward to working with you three as well as our new colleagues who are joining the Majority.

Although some of our colleagues on other subcommittees may not admit it, the Crime Subcommittee is traditionally the busiest subcommittee of the Judiciary Committee. We meet often because Congress has an important role to play in a developing policy and legislation regarding the criminal justice system, the fight to defeat terrorism, and the effort to keep the homeland secure.

Youth violence is one of the most challenging issues facing our nation. Although we have done much to reduce the overall level of violent crime across the country, violence among youth—either as individuals or as members of organized criminal gangs—has been a difficult problem to solve.

Today's hearing on Youth Violence is certainly timely. As many of you know, James Fox, a criminology professor at Northeastern University, recently published a study that found a nationwide "surge" in gun-related homicides involving young black males.

Specifically, the study found that the homicide victimization rate for black males aged 14 to 17 increased nationwide from 2002 to 2007 by 31 percent. The number of black male juveniles accused of murder rose by 43 percent over the same time frame.

Paradoxically, the study covered a time when the nation saw an overall decrease in violent crime, including a 1.3 percent decline in murders in 2007.

The Fox study stated that cuts in federal support for policing and youth violence prevention may be partly responsible for the resurgence in homicide, especially among minority youth. In the study, Professor Fox urges increases of federal funding for crime prevention and crime control, in particular the COPS program and juvenile justice initiatives.

The study predictably gained a good deal of media attention, especially in the cities and areas highlighted in the report. Along with this media attention came some criticism that the study misrepresents trends in the murder rates among African American youth.

In testimony before the Senate Judiciary Committee at a January hearing, Dr. David Muhlhausen of the respected Heritage Foundation wrote that the "surge" described by Professor Fox and his research team was overstated.

Dr. Muhlhausen wrote that "to put this 'surge' in proper perspective, policymakers need to understand that the years used in this comparison were selected for their dramatic effect." Muhlhausen wrote that it was necessary to view the violent crime rate over a longer period "to obtain a balanced perspective on homicide rates of young males."

Dr. Muhlhausen advocated an approach where violent crime trends were followed over a thirty year period—about a generation—from 1976 to 2007. Taking this longer view, he notes that the 2007 level of black homicide victimizations—a year which is the high point of the seven year period studied by Professor Fox—is dramatically lower than the 1993 level.

Further, Dr. Muhlhausen noted that the homicide victimization rate of 14- to 17-year-old black males decreased by almost 60 percent from 1993 to 2007—a decrease from 47 homicides per 100,000 in 1993 to 19 homicides per 100,000 in 2007.

Dr. Muhlhausen also noted that the upward trend in black homicide victimization rates for the period studied by Professor Fox did not hold for older black males. From 2002 to 2007, the homicide victimization rates of black males aged 18–24 and 25 and older decreased by 2.5 percent and 1.4 percent, respectively.

I recite these statistics not to make light of the Fox study, but I do want to inject some perspective into the discussion that we will have today. I think that it is important to note that most indicators demonstrate that America is overall a much safer place than it was fifteen years ago.

Studies by Department of Justice's Bureau of Justice Statistics indicate that since 1994, the national rate for violent crime—including robbery, sexual assault, and murder—decreased nationally, reaching the lowest level ever recorded in 2005. Further, the most recently published FBI Uniform Crime Report or UCR indicates a continued decrease in the rate of violent crimes nationally.

Paradoxically, the UCR also showed the rate of violent crime increased in smaller cities, including Austin and San Antonio, Texas. There is also this unsettling increase in youth crime. These are the anomalies that I would like to hear discussed.

Further, I hope that the discussion involves more than merely advocating more federal funding for state and local law enforcement. In the last ten years, Congress committed significant resources to programs like the Byrne JAG grant program and COPS Office at the Department of Justice.

Since 1999, Byrne/JAG grants have totaled more than $ 8.4 billion in funding (an average of $840 million per year). And in the last ten fiscal years, the COPS program has awarded more than $7.49 billion to over 13,000 law enforcement agencies.

Although much of this money has gone to good use, there are a number of studies and Inspectors General reports that indicate that some cities and localities have misused funds by not complying with grant conditions. Other studies have shown that federal funding has not led to an increase in the overall spending by local law enforcement but has merely replaced state and local funding for police and law enforcement agencies.

The so-called economic stimulus passed by the House includes $4 billion in local law enforcement funding, and the Senate bill reportedly contains $3.5 billion for that purpose. Nonetheless, I am concerned that the overall funding in both bills represents an irresponsible increase in federal spending of money we do not have that will so overwhelmingly overload the coming generations with debt, they will be prevented from ever getting to enjoy the American Dream of economic freedom.

Rather than this huge increase in federal funding, we should support grassroots organizations and community groups, including faith-based groups who are motivated by love and care rather than federal money, that work from the ground up to prevent crime and rehabilitate individuals and neighborhoods.

I look forward to hearing the testimony of the witnesses. I am especially interested in the testimony of the witnesses who represent community groups and faith-based organizations. I believe that the Members of the Subcommittee will benefit from your expertise and recommendations for best practices.

I yield back the balance of my time.

PREPARED STATEMENT OF THE HONORABLE JOHN CONYERS, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN, AND CHAIRMAN, COMMITTEE ON THE JUDICIARY

The Fox study on trends in youth violence is commendable for its in-depth, no holds barred analysis of the horrendous picture of gun violence in this country, an issue to which this Subcommittee has devoted extensive examination and legislative initiatives. Homicide is the leading cause of death for black males between the ages of 10 and 24, and the second leading cause of death for Hispanic males of that age group. More Americans are murdered each year by gunfire than were killed in 9/11.

Among the important questions this hearing will examine is, "how did we end up in this place?"

As Professor Fox shows, we were lulled into complacency by the sharp decline in gun violence during the 1990s, and since that time our priorities have moved away from fighting street crime.

Virtually no major city is immune from the surge in youth and gang violence. From Houston to Salt Lake City to Los Angeles, the increase in gun violence committed by juvenile black males and against juvenile black males is astounding.

Houston, with the lowest unemployment numbers in the country and highest job growth rates, saw a 139 percent increase in the number of black suspects in Houston homicides between 2000 and 2007, the largest percentage increase among 28 large cities studied by Professor Fox.

Economic disparities are a critical component of this growing trend. Professor Raymond Teske Jr. of Sam Houston State University writes in the *Houston Chronicle,* "If the victims were white middle class or upper-class youth, implementing a plan of action would be forthcoming immediately."

This hearing will underscore the need for federal initiatives that restore law enforcement funding and fund programs that target at-risk children in a long term approach to preventing crime. As Professor Fox says, we can "pay now or pray later."

PREPARED STATEMENT OF THE HONORABLE MAXINE WATERS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA, AND MEMBER, SUBCOMMITTEE ON CRIME, TERRORISM, AND HOMELAND SECURITY

Mr. Chairman, thank you for organizing today's hearing to examine "Youth Violence: Trends, Myths and Solutions." I believe that making this issue the subject of our first Crime Subcommittee hearing of the new session demonstrates your commitment to ending policies that don't work and legislating new policies that data shows can and will steer juveniles away from criminal activities and into productive members of our communities.

The repeated outbreaks of senseless violence make it painfully clear that we have to act soon to break the deadly cycle of gang violence. We must work together with partners from every segment of our community and with resources from all levels of government—local, state and federal. The only way to achieve results is through a comprehensive approach that balances prevention and punishment.

Today's hearing is very important because there are a number of proposals that are being considered to address the devastating problem of gangs. Some, in my opinion, are overly focused on increased penalties, but will not address the root problems that allow gangs to persist in their deadly grip on our communities.

One proposal, written by Chairman Scott, is the Youth Promise Act. I was pleased to co-sponsor this bill last session and look forward to co-sponsoring it when it's reintroduced this week. This proposal addresses some of the root causes of gangs and it relies on evidence-based solutions that have been proven to work. This bill implements the advice heard in our Crime Subcommittee over the last session from over 50 crime policy experts, including researchers, practitioners analysts, and law enforcement officials from across the political spectrum concerning evidence- and research-based strategies to reduce gang violence and crime. These strategies are targeted to young people who are at-risk of becoming involved, or are already involved in, gangs or the criminal justice system to redirect them toward productive and law-abiding alternatives.

Let me just say here that I feel very strongly that one of the ways Congress can most effectively fight crime is NOT to pass more legislation that adds more penalties on top of the very tough penalties that are already on the books. I believe the most effective thing that Congress can do is to increase funding for programs that will provide front line law enforcement and social service providers with the resources they need to actually prevent crime, especially as it relates to juvenile justice programs.

One aspect of reducing youth violence is the imposition of mandatory minimum sentences that take discretion away from judges and force the imposition of sentences that don't fit the crime. Instead of devoting federal prosecutorial resources to the major drug traffickers who prey on vulnerable youngsters, use them as pawns and increase their access to guns, precious resources have been spent on the low-level offenders and non-violent offenders. This will be one of my priorities this session, and I'm looking forward to working with our Chairman to address the issue of mandatory minimum sentences that disproportionately impact minorities. I will very soon be introducing the Major Drug Trafficking Prosecution Act of 2009, which will refocus federal prosecutorial resources on major drug traffickers instead of low-level offenders and non-violent offenders. This bill will be very similar to legislation I introduced in the 107th Congress, but I am hopeful that we now have a fresh opportunity to correct one critical aspect of failed criminal justice policies. At one time, there were those who supported the imposition of mandatory minimum sentences

based on a belief that such measures would help fight the war on drugs. It was not necessarily clear at that time what impact such decisions would have on minority communities. However, data today makes it very clear that not only was the impact devastating on communities of color, but that the policy was not effective.

I'm looking forward to the testimony from all of our witnesses today and learning about your recommendations to fight youth violence in our communities—about what works and what doesn't work.

Memorandum

To: **Congressman Bobby Scott**
Chairman, U.S. Subcommittee on Crime, Terrorism, and Homeland Security
Rayburn House Office Building
Washington, DC 20515

From: **Steve Trubow, Olympic Behavior Labs**

CC: **Richard Young, Microsoft Corporation**

Date: **February 16, 2009**

Re: **Response to Follow-up Questions from Congress**

This memo contains the written response to the follow-up questions derived from the recent hearing conducted by the Subcommittee on Crime, Terrorism, and Homeland Security on the topic of using risk indicators as a precursor of a young person's tendency toward violence and/or gang affiliation.

I have kept the responses brief and informal. Additional information is available upon request. Please make this a part of my testimony to the U.S. Subcommittee on Crime, Terrorism, and Homeland Security.

Using DEWS To Develop A Targeted Intervention Plan For Individual Students

The DEWS table below provides educators, law enforcement or social services with a user-friendly analysis tool for predicting which students are most at risk for dropout by scoring each risk factor to determine each individual child's risk index. (1.00 is the highest possible risk index, and 4.73 RF ELA is the highest scored risk factor.) The risk index can be an invaluable tool for determining which students are most in need of intervention strategies for truancy, violence, dropout, and gangs.

ID	Sex	Risk Index	RF Age	RF School	RF Unexcused Absences	RF Total Indicator Suspensions Referrals	RF Total Out Of School Suspension Referrals	RF ELA
[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	0.54	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	0.54	[redacted]	(0.14)	0.02	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	0.54	[redacted]	(0.14)	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	0.53	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	F1	0.52	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	0.51	[redacted]	[redacted]	0.02	[redacted]	[redacted]	[redacted]
[redacted]	F1	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	F1	[redacted]	[redacted]	[redacted]	0.02	[redacted]	[redacted]	[redacted]
[redacted]	F1	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	F1	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]

1) How effective are risk assessments and targeted intervention strategies for the prevention of violent behaviors?

There is strong evidence that targeting factors of risk or early predictors of violence among youth in grades 1-6 (when they are first exposed) is the most effective strategy to prevent adolescent violence and gang behaviors.

Risk assessment links academic failure, truancy, violence and several school-related risk factors such as literacy and numeracy development, chronic early absences, early behavior disorders, and involvement with antisocial peers.

2) Are there statistics that measure the effectiveness of risk assessment on violence prevention and intervention strategies?

Effective prevention of violence requires confronting school-related factors that put young children at risk for violence.

A systematic and comprehensive risk assessment that measures changes in risk factors and protective factors was utilized for targeted intervention strategies for a

"Communities That Care" program for grades 1-6. That program resulted in 81% of students improving their grades from failing to passing grades in two or more core subjects. There was a 78% decrease in truancy, a 62% decrease in tardiness, a 31% reduction in school discipline referrals, and a 33% reduction in juvenile crime in the community over the span of one school year (Hawkins, 1999).

3) ***Can we reverse the onset of youth violence once it begins?***

Yes we can reverse the course of children developing bullying, violence, and gang behaviors, if we have persistent and comprehensive assessment tools to determine which children are at the highest risk for violence and if target intervention strategies are working or not.

The Olweus Bullying Prevention Program (BPP) is a school-based violence prevention program that reduces and prevents violence and bullying. There are two ways to identify which students are most in need of targeted intervention strategies for violence reduction or prevention.

The Violence/Bully/Victim questionnaire is a self-reporting assessment that is used to determine how many students are being bullied and how many students are doing the bullying. A coordinating committee then uses the self-reporting assessment to determine how to implement Olweus for individuals, grade levels, schools, and communities.

The table below shows the results of four years of Olweus implementations in large urban school districts. The percentage of change in the baseline levels of violence are both up and down with no consistency. This is due not to weakness in the Olweus intervention strategies but rather to the lack of automated and non-intrusive risk assessment tools.

Black and Jackson: The Olweus Bullying Prevention Programme

Table 1 *Trends in bullying in individual schools throughout the programme*

School (grades)	*Measure*	*2002 (Baseline)*	*2003 (Year 2)*	*2004 (Year 3)*	*2005 (Year 4)*	*% Change from baseline*
One (k–5)	Fidelity[1]	57	93	98	100	
	Avg BID[2]	55	19	30	19	−65
	OBVQ[3]	31.7	33.3	31.3	34.8	+7
	(n)	(496)	(485)	(439)	(426)	
Two (3–8)	Fidelity	21	43	64	64	
	Avg BID	86	66	66	67	−22
	OBVQ	38.7	32.6	27.7	34.8	−3
	(n)	(790)	(427)	(493)	(392)	
Three (3–8)	Fidelity	50	85	93	96	
	Avg BID	23	19	29	23	0
	OBVQ	38.6	36.7	39.1	39.3	+2
	(n)	(913)	(809)	(772)	(248)	
Four (k–5)	Fidelity	28	71	86	84	
	Avg BID	68	57	74	24	−65
	OBVQ	46.6	42.9	34.8	44.1	−5
	(n)	(435)	(397)	(454)	(423)	
Five (k–4)	Fidelity	28	79	100	93	
	Avg BID	73	80	54	61	−16
	OBVQ	56.0	41.4	55.0	50.7	−10
	(n)	(396)	(379)	(311)	(278)	
Six (6–8)	Fidelity	21	43	43	79	
	Avg BID	45	39	58	20	−55
	OBVQ	23.9	28	35.5	26.0	+4
	(n)	(738)	(491)	(561)	(252)	
Overall BID		68	52	54	36	−45

According to the authors of this four-year study, the reasons for Olweus' inconsistency were the self-reporting questionnaire as an assessment instrument. Limitations are that the questionnaire becomes tedious and time consuming when administered repeatedly in subsequent years. Furthermore, multiple demands on school resources limit the feasibility of repeated survey administration, hand data entry and analysis.[1]

In sharp contrast, a systematic longitudinal risk assessment that follows children to identify predictors of violence for the purpose of targeting those who are at the highest risk for violence or bullying prevention can increase the success of targeted intervention strategies for violence and bullying prevention.

The "Communities That Care" Brigham City, Utah, study graph below, utilized a risk assessment based on the predictors of violence to identify which individuals needed Olweus the most. Violence and fighting were reduced by 90% in one year.

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[1] Source: *Using Bullying Incident Density to Evaluate the Olweus Bullying Prevention Programme*, Sally Black, Saint Josephs University, 2007

Source: http://www.sdrg.org/

4) **How accurate and of what value is risk assessment in predicting which individual children—among tens of thousands—will participate in dangerous adolescent behaviors such as school dropout, gang membership and/or violence?**

The table shows the group of students identified as most at-risk consisted of 121 students--78 of whom dropped out of school before graduation. That is a dropout rate for this group of eighth graders of 65%. By contrast, the last line shows a group of 121 low-risk students—only 17 of whom dropped out—a dropout rate of 14%.

The training/check methodology provides confidence that when the same set of risk factors are applied to future cohorts of children, the index will maintain its credibility for predicting those students in danger of becoming dropout statistics.

Looking at the first four 8th grade students with id numbers ending in 2984, 3026, 2879, and 2905 in the table below, we find all have a risk index of 1.00 which indicates a very high probability of school dropout. We know this is a valid factor because, as seen in the study noted above, 64% who shared similar risk factors ultimately dropped out of school.

ID	Sch	Risk Index	RF age	RF school	RF Unexcused Absences	RF Total In-School Suspensions Referrals	RF Total Out Of School Suspension Referrals	RF ELA
1002894	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
1043026	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
1002879	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
942905	68	[illegible]	[illegible]	[illegible]	[illegible]	(0.05)	[illegible]	[illegible]
1019720/2	68	0.54	(0.43)	[illegible]	[illegible]	[illegible]	(0.05)	(0.01)
1032843	68	0.53	[illegible]	(0.14)	0.02	(0.05)	(0.14)	(0.01)
1019741/1	68	0.53	[illegible]	(0.14)	[illegible]	[illegible]	[illegible]	(0.01)
963293	68	0.53	[illegible]	[illegible]	(0.28)	[illegible]	[illegible]	(0.01)
1030938	71	0.52	[illegible]	(0.19)	[illegible]	(0.05)	(0.14)	(0.01)
1020176/5	68	0.51	[illegible]	[illegible]	0.02	(0.05)	(0.14)	(0.01)
1013357	71	0.06	(0.09)	(0.19)	(0.08)	(0.05)	(0.14)	(0.01)
1013461	71	0.06	(0.18)	(0.19)	0.02	(0.05)	(0.14)	(0.01)
1012852	71	0.06	(0.28)	(0.19)	(0.28)	(0.05)	(0.14)	(0.01)
1012866	71	0.06	[illegible]	(0.19)	(0.28)	(0.05)	(0.14)	(0.01)

Through the assessment of local school-related risk and protective factors, Olympic Behavior Labs (OBL) and the National Dropout Prevention Center (NDPC) at Clemson University have demonstrated the feasibility and accuracy of risk assessment to predict the probability of each individual child dropping out before graduation.

OBL and the NDPC built a scoring index that ranks students according to their risk for dropout, gangs and violence.

OBL and NDPC gathered the quantitative and relevant risk factors of 15,000 students in a South Carolina school district. Based on age/retention, truancy, behavior suspension, reading proficiency, and failing school influence, a risk index was assigned to each student.

ID	Sch	Risk Index	RF age	RF school	RF Unexcused Absences	RF Total In-School Suspensions Referrals	RF Total Out Of School Suspension Referrals	RF ELA
1002894	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
1043026	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
1002879	68	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
942905	68	[illegible]	[illegible]	[illegible]	[illegible]	(0.05)	[illegible]	[illegible]
1019720/2	68	0.54	(0.43)	[illegible]	[illegible]	[illegible]	(0.05)	(0.01)
1032843	68	0.53	[illegible]	(0.14)	0.02	(0.05)	(0.14)	(0.01)
1019741/1	68	0.53	[illegible]	(0.14)	[illegible]	[illegible]	[illegible]	(0.01)
963293	68	0.53	[illegible]	[illegible]	(0.28)	[illegible]	[illegible]	(0.01)
1030938	71	0.52	[illegible]	(0.19)	[illegible]	(0.05)	(0.14)	(0.01)
1020176/5	68	0.51	[illegible]	[illegible]	0.02	(0.05)	(0.14)	(0.01)
1013357	71	0.06	(0.09)	(0.19)	(0.08)	(0.05)	(0.14)	(0.01)
1013461	71	0.06	(0.18)	(0.19)	0.02	(0.05)	(0.14)	(0.01)
1012852	71	0.06	(0.28)	(0.19)	(0.28)	(0.05)	(0.14)	(0.01)
1012866	71	0.06	[illegible]	(0.19)	(0.28)	(0.05)	(0.14)	(0.01)

The Dropout Early Warning System (DEWS) model was developed using Generalized Additive Modeling, a modern technique related to the more familiar logistic regression, and a survival analysis framework, similar to that used in medical studies.

We followed standard modeling procedure to build and validate each model. The data for each analysis was randomly split into two groups, designated "training samples" and "check samples." The training data was used to populate the model, that is, to determine which set of risk factors were most useful and what weights should be assigned in order to rank each student's risk level.

The resulting model was used to score the check sample, and the results were summarized to validate the ability of the score to identify students at risk. The check sample summaries are presented below.

Risk Index	Students	Actual Dropouts	Percent Dropped Out
100%	121	78	[illegible]
92%	123	67	[illegible]
81%	122	54	[illegible]
67%	122	42	34%
56%	122	37	30%
47%	122	37	30%
39%	122	27	22%

Figure 1: Grade 8 Check Sample Example

Note that the students most at-risk according to the model had the highest actual dropout rate over the remainder of their school career, thus showing the ability of each model to identify these students.

By identifying the children who have almost a two-thirds probability of dropping out of school, we are able to carefully direct funding and provide targeted interventions to those most at risk of progressing toward gang and violent behaviors.

Obviously, the sooner we can begin to reduce the predictors of gangs and violence, the more likelihood there is we can alter the path they follow into adulthood.

The cost of improved academic achievement, social behaviors and/or attendance patterns for a first or second grader is far less than behavioral interventions for substance abuse or truancy of adolescents. Indeed, early interventions for elementary school children are but a fraction of the cost required for the prosecution and incarceration of juvenile and adult offenders.

The economies of scale sharply contrast targeted interventions to reduce the anti-social predictors of violence for a second grader which costs $3,500 a year for cognitive therapy as opposed to $12,500 a year for multi-dimensional family therapy for an eighth grader who has already participated in violent gang-related crimes.

Whereas it costs $100,000 a year to keep a fifteen-year-old juvenile in residential treatment for a year, it costs $58,000 a year to keep a 19-year-old school dropout incarcerated for five years ($290,000) for a violent assault or attempted murder.

In the end, one must assess the saving of life, limb and property as the ultimate benefit to society for keeping very young, high-risk children safe and successful in school because with every 10% increase in the graduation rate, historically there has been a reduction in homicide and violent assault rates by 20% per year.

Written Testimony of
Richard D. Young

Before the
Subcommittee on Crime, Terrorism, and Homeland Security
United States House of Representatives

February 11, 2009

Chairman Scott, Ranking Member Gohmert, and honorable members of the Committee, my name is Richard Young and I am a Solutions Architect at Microsoft Corporation. Today, however, I am testifying not on behalf of my employer but myself. It is an honor to appear before you and share my personal thoughts on public education, and the challenges faced by many of our youth from minority and economically disadvantaged families.

I took a very different path than most who work in the public education field. For nearly twenty-seven years, my work experience has covered a wide range of disciplines—from supporting the U.S. Intelligence Community, the U.S. Army Special Operations Command, various U.S. civilian agencies, private sector organizations, and for the last five years the K-12 and higher education communities. It is in this latter capacity that I am testifying before this Committee. In my role as a Solutions Architect, I recommend, design and implement solutions to manage the "business of schools". These types of solutions range from data collection associated with student performance (longitudinal data systems) to learning management systems to assist teachers to develop and deliver content to students.

Any discussion of the current state of the American public education system must also include an examination of the socioeconomic class system that persists in our country. In particular, the disparity that exists within our public education system and the resulting effects on the incarceration rate amongst minority and economically disadvantaged citizens. While America is the wealthiest nation on earth, our legal, economic, and political systems have been examples to other nations—something that all Americans should take great pride in. We are also a leader in other areas that do not paint a very positive picture of us as a people. Since 1985, the national incarceration rate has more than doubled, giving the United States the dubious distinction of having the second highest incarceration of any country in the world—surpassed only by Russia in this regard.

According to U.S. Department of Justice data, 62 percent of ex-offenders are re-arrested and 41 percent are re-incarcerated. The significance of these two statistics is that the majority of these individuals did not complete high school. As an example of this, I would like to draw your attention to the situation in New York State, which is home to one of the largest prison populations in the country—and home to three of the lowest performing public school districts. The most recent data shows that 48.6% of people in prison do not have a high school diploma, as

compared to 27.8% of the general population. From 1980 to 2000, the number of incarcerated African-American and white high school dropouts both tripled, and other disparities are immense.[1]

"How did we get here?" and "What is needed to address this problem?" To understand the fullness of this problem we need to examine our public school systems, which, for most of our nation's history has been a source of great pride and envy to the rest of the world.

For many of our nation's school-age children violence at school is far too commonplace, this is especially true in many inner-city school systems that tend to be located in some of the most impoverished, socioeconomically disadvantaged, and high-crime areas. According to a 2007 report published by the Institute of Education Sciences[2], an estimated 54.8 million students attended K-12 public schools in school year 2005-06. The report provided the following crime related statistics, for school violence, during the period July 1, 2005 through June 30, 2006:

- Students ages 5–18 were victims of 14 homicides and 3 suicides, or about one homicide or suicide of a school-age youth at school per 3.2 million students enrolled during the 2005–06 school year.
- Students ages 12–18 were victims of about 1.5 million nonfatal crimes at school, including thefts and violent crimes.
- Students ages 12–18 were generally more likely to be victims of theft at school than away from school. In 2005, 33 thefts per 1,000 students occurred at school and 23 thefts per 1,000 students occurred away from school.

These numbers are reflective of violence that takes place on K-12 school campuses, if we expand this analysis to include violence committed against school-age children—both on and away from campus—the picture is a chilling reminder of the dangers facing K-12 students in some of our largest urban school systems. An example of this is the Chicago Public School (CPS) system, where gang violence contributed to a record number of murders of CPS students, 34 in all, during school year 2007-08.

In these urban school systems—that tend to be overwhelming populated by minority and socioeconomically disadvantaged students—we see a disproportionate number of dropouts then their more affluent suburban counterparts. Nationally, approximately 71 percent of all students graduate from high school on time with a regular diploma. However, only 50 percent of African-American and non-white Hispanic receive their diplomas with their peer group. The cost to society in this case is best defined by a study released by Fight Crime Invest In Kids, where they make the case that "increasing the nation's graduation rates from an estimated 71 percent to 81 percent would yield 400,000 more graduates annually and prevent more than 3,000 murders and nearly 175,000 aggravated assaults each year."

[1] Source: Last accessed at http://www.dollarsandsense.org/archives/2007/0707goldberg.html
[2] Source: Last accessed at http://www.ojp.gov/bjs/pub/pdf/iscs07.pdf

This type of research clearly identifies the root problem and provides an answer to reducing the crime rate—not only in our public schools but also in American society as a whole—is to re-invest in our public schools, especially schools in urban centers located in impoverished and high crime areas. These schools tend to serve our minority and economically disadvantaged citizens whose incarceration rate is six times the level of their white counterparts.

The problem begins long before a child enters school. According to a January 2007 U.S. Census Bureau report—*A Child's Day: 2003 (Selected Indicators of Child Well-Being)*—parent's education is strongly associated with several aspects of a child's learning environment:

- How much a child is read to during pre-school years.
- To what extent there are rules for TV viewing.
- The extent to which a child participates in extracurricular activities.
- Whether the child performs well or poorly academically.
- Parents' educational expectations of their children.

In addition to the U.S. Census Bureau report, a number of medical and educational research studies performed over the last thirty-years indicate that the major development of intelligence, personality, and social behavior in people occurs in the first few years of life. Studies show that half of all intellectual development potential occurs by age four,[3] that the human brain develops more rapidly between birth and age 5 than during any other time in a person's life; and that children who participate in quality early education programs tend to be better prepared for school.

The data seems to indicate that minority and impoverished children are at a disadvantage, academically, then their more affluent counterparts before they enter kindergarten. By the time African-American, Native-American, and Hispanic children enter kindergarten, they are on average already far behind their peers in reading and math readiness. These disparities in achievement persist and are among the most important related risk factors or early predictors for academic failure, truancy, dropout, and gang involvement. The Early Childhood Education Longitudinal Study, Kindergarten Cohort (ECLS-K), a nationally representative sample of nearly 23,000 kindergartners, shows that African-American and Hispanic children score significantly below White children at the beginning of kindergarten on math and reading achievement.

Many states actually have programs in place to provide the early learning experience that many minority and economically disadvantaged children would benefit from; however, many parents that fall into these categories are unaware of the existence of these programs. According to the U.S. Census Bureau, an estimated 800,000 three- and four-year-olds nationwide are not participating in state-funded school readiness programs. Behind these growing disparities, a dozen states still provide no state-funded preschool education to even their most disadvantaged

[3] The Case for Early Intervention," Early Child Development: Investing in the Future, Chap. 1 at 2 (www.worldbank.org/children/ecd/book/1.htm).

families. State spending ranges from nothing in 12 states to more than $10,000 per child in New Jersey.

Addressing the Dropout Problem

Probably the most significant challenge in addressing the problems of school violence, gang affiliation, and the dropout crisis is the early identification of students who may be at-risk of these types of behavioral concerns.

Congress has already put in place the apparatus to collect, monitor and report student performance data that is inclusive of the very same information used to identify at-risk students of dropping out, gang affiliation, and school violence. The No Child Left Behind (NCLB) Act requires, amongst other things, that states report on the reading and math performance of its students. To aid state education agencies (SEAs) achieve this goal, the U.S. Department of Education is providing grants to help SEAs implement longitudinal data systems to track the progress of K-12 public school students. Because of this mandate, SEAs are now building (or in the process of building) database systems to track the academic and behavioral performance of their K-12 public school students.

By using the data collected at the school level, school districts/agencies can put into place database systems that use predictive analytics (PA) data models to identify and exploit patterns that may exist in the individual student's academic and behavioral data for indicators that lead to dropout or other negative behaviors. This evidence-based approach uses a ranking system to identify the likelihood of a student dropping out of school. Armed with this information, educators have the opportunity to identify students—who demonstrate negative behaviors—at an early stage and put in place intervention programs to address that target the specific area academic and/or behavioral deficiencies.

In closing, I would like to draw your attention to the importance of education to an individual's life opportunities. Those with more education earn more, and are healthier and they are less likely to be involved in criminal activities or on welfare. Individuals with disabilities who do not complete high school are at greater disadvantage, regardless of ethnic group, then other members of society. Disadvantages include higher levels of unemployment, underemployment, and higher rates of incarceration. Studies show that the average high school graduate will earn $290,000 more over their lifetime than their counterparts who fail to receive a diploma.

We must break the "cycle of school disengagement" that far too many minority and economically disadvantage children face before they enter kindergarten. As previously stated in my testimony, increasing the graduation rate by 10 percentage points from 71 percent to 81 percent would yield 400,000 more graduates annually and prevent more than 3,000 murders and 175,000 aggravated assaults each year.

As a nation, we can ill afford the costs of ignoring this segment of our population.

Thank you again for the opportunity to testify, and I welcome your questions.

OFFICE OF MANAGEMENT AND BUDGET

Agency: Department of Justice
Bureau: Office of Justice Programs
Account: Juvenile Justice Programs (15-0405)
Certifying Official: CFO
Contact Information: http://WWW.USDOJ.GOV (202) 616-8952

City of Trenton, Trenton, NJ, for a YouthStat Crime Prevention Program

Year Enacted: 2008
Code: EARMARK-08-JL-1597
Status: Earmark Level

AMOUNT: $179,000.

Description:

Beneficiary/Recipient	Amount ($K)	Program	Type	Address
Not yet available	$179			

Sponsor Name	Honorific	State	District
Frank Lautenberg	Senator	NJ	
Robert Menéndez	Senator	NJ	
Christopher Smith	Representative	NJ	4
Rush Holt	Representative	NJ	12

Citation

Source: Appropriations Report Language - Conference

Reference: Joint Explanatory Statement to accompany H.R. 2764, Division B (Commerce/Justice/Science)

Location: Joint Explanatory Statement Part E - Juvenile Justice Challenge Grants and Projects - pages 288 through 297

Citation Excerpt:

Last Modified: 04-Sep-2008

[House Appropriations Committee Print]

Consolidated Appropriations Act, 2008
(H.R. 2764; Public Law 110–161)

DIVISION B—COMMERCE, JUSTICE, SCIENCE, AND RELATED AGENCIES APPROPRIATIONS ACT, 2008

DNA Analysis Backlog Reduction/Crime Labs.—The amended bill provides $152,272,000 to improve Federal and State DNA collection and analysis systems, which are critical to the prosecution of the guilty and the protection of the innocent from wrongful prosecution. Within these amounts, $147,391,000 is for Debbie Smith DNA backlog grants and $4,881,000 is for Post-Conviction DNA Testing grants.

Child Sexual Predator Elimination/Sex Offender Management.—The amended bill includes $15,608,000 for a new national initiative to provide grants to State and local governments to locate, arrest, prosecute and manage sexual predators. Within funds provided, $4,162,000 is made available for sex offender management grants and $850,000 is for the National Sex Offender Registry.

JUVENILE JUSTICE PROGRAMS

The amended bill includes $383,513,000 for Juvenile Justice Programs, instead of $399,900,000, as proposed by the House, and $345,000,000, as proposed by the Senate.

Juvenile Justice Programs

(In thousands of dollars)

Program	*Amended Bill Amount*
Part A—Management and Administration	$658
Part B—State Formula	74,260
Part E—Challenge Grants and Projects	93,835
Youth Mentoring Grants	70,000
Title V—Incentive Grants	61,100
Tribal Youth	(14,100)
Gang Prevention	(18,800)
Alcohol Prevention	(25,000)
Secure Our Schools Act	15,040
Victims of Child Abuse Programs	16,920
Regional Child Advocacy Centers	(3,760)
Juvenile Accountability Block Grant	51,700
Total	$383,513

Youth Mentoring Grants.—National, regional and local mentoring programs play a critical role in nurturing America's children—helping them to become good citizens who strengthen our communities. To support this vital work, the amended bill provides $70,000,000 for a competitive program of youth mentoring grants. Within 60 days of enactment of this Act, the Office of Justice Programs is directed to provide a report and spend plan to the Appropriations Committees, which details the scope of the program and the criteria and methodology the agency will employ to award these grants. It is expected that national programs that have received funding under the Byrne discretionary program or the Juvenile Justice Part E program will be eligible for funding under this competitive grant program.

Part E—Juvenile Justice Challenge Grants and Projects.—The amended bill provides $93,835,000 for grants under the Part E programs. Within the funds provided, the Office of Justice Programs is directed to review the following projects, to provide funding consistent with law and Congressional intent, and to report to the Appropriations Committees regarding the disbursement of these funds:

Project	*Amount*
180 Turning Lives Around, Child and Teen Violence Reduction and Treatment Program, Hazlet, NJ	$564,000
4 Kids Early Learning Network, Braddock, PA	94,000
A Better Way Gang Prevention Project, Columbia, SC	470,000
A.J. McClung YMCA, Columbus, GA	47,000
Abraham House Programs for At-Risk Youth, Bronx, NY	94,000
Abyssinian Development Corporation programs for at-risk youth, New York, NY	893,000
Abyssinian Development Corporation, New York, NY, to support and expand youth and young adult after-school and summer programs	446,500
Adjudicated Youth Program at Texas A&M Corpus Christi	188,000
Advancing and Inspiring Learning Education Outreach, 92nd Street Y, New York, NY	258,500
Aftercare for Phoenix House Clients in Western MA	634,500
AIDS Council of Northeastern New York At-Risk Youth Prevention Education Initiative, Albany, NY	94,000
Alabama Institute for the Deaf and Blind, Talladega, AL, mentoring for disabled at-risk youth	188,000
Alameda County, CA, Children's Assessment Center	470,000
Albany PAL After School Club for at-risk youth, Albany, NY	164,500
Albany, NY, Teen Challenge At-Risk Youth Drug Prevention Outreach	47,000
Alianza Dominicana Inc. programs for at-risk youth, New York, NY	188,000
Alief ISD Safe and Drug Free Schools, Houston, TX	188,000
Amar Civic Club programs for at-risk youth, Reynolds, GA	117,500
American Ballet Theatre, New York, NY, to provide disadvantaged and at-risk youth a hands on opportunity to create, produce, and execute all aspects of an original performance. Formal evaluations of these programs have demonstrated reduced truancy and delinquency	178,600
American Sailing Training Association, Newport, RI, for after-school programs for at-risk youth to reduce truancy and delinquency	263,200
American Village Citizenship Trust, Montevallo, AL, for character programs in at-risk areas	329,000
AMISTAD Alliance Youth Program, New Haven, CT	282,000
An Achievable Dream, Newport News, VA	352,500
An Achievable Dream, Newport News, VA, for at-risk youth programs	267,900
Anti-Gang and Youth Violence Prevention Program, Union City, NJ	282,000
ARISE Foundation	728,500
Arlington, MA, School Resource Officer	47,000
Armory Foundation Delinquency Prevention Program, New York, NY	47,000
Asian American Leadership Empowerment and Development, Wheaton, MD, for programs for low-income families whose children are at-risk of dropping out of school	267,900
Asian Youth Center Teen Leadership Training Center, Los Angeles, CA	94,000
Asociacion Tepeyac Community Center Programs for At-Risk Youth, South Bronx, New York	188,000
Aspire Program in Wheaton, IL	634,500
Back on Track, Goodwill Industries of San Francisco, San Mateo & Marin Counties, CA	282,000
Baltimore City Public School System, MD Public School Safety Initiative	399,500
Baltimore School for the Arts, Baltimore, MD, for the TWIGS (To Work in Gaining Skills) program for arts programs for at-risk youth	267,900
BAM Youth and Community Initiatives, Brooklyn, NY	282,000
Baptist Child and Family Services STAR program, San Antonio, TX	470,000
Barrio Action Youth and Family Center Learning Excellence-Achieving Dreams, Los Angeles, CA	47,000

Project	Amount
Barron County, WI, Restorative Justice and Truancy Prevention Program	235,000
Bates CDC programs for at-risk youth, Louisville, KY	141,000
Bay County, FL Junior Deputy and Law Enforcement Explorer	188,000
Beltrami County, Bemidji, MN, for a program for at-risk children ages and their families	133,950
Bethesda Home for Boys, Savannah, GA	235,000
Bethesda Home for Boys, Savannah, GA, for at-risk youth this organization serves	47,000
Big Brothers & Big Sisters Mentoring Program of Windham County, VT	235,000
Big Brothers/Big Sisters of Alaska, Eagle River, AK, for at-risk youth mentoring program	1,128,000
Bolder Options of Minneapolis, MN	117,500
Bolder Options, Minneapolis, for programs to reduce truancy and juvenile delinquency	312,550
Boys & Girls Club of Toledo, OH	235,000
Bronx Cluster Delinquency Prevention, NY	282,000
Brooklyn Arts Council at-risk youth programs, Brooklyn, NY	188,000
Brooklyn Bridge Park Conservancy at-risk youth programs, Brooklyn, NY	282,000
Brooks County, GA, After School Programs for At-Risk Youth	47,000
Bucks County, PA, Truant Youth Counseling	188,000
Building Toward Wellness Community Coalition programs for at-risk youth, Columbus, GA	94,000
BYU-Public School Partnership, Provo, UT, for statewide partnerships for delinquency prevention	282,000
Camden Community Safe Zone Initiative, Camden, NJ	658,000
Camp Fire USA, Kansas City, KS, for mentoring children of prisoners	141,000
CAPPA Youth Intervention and Development, Williamsport, PA	272,600
CEDARS, Lincoln, NE, for an emergency shelter program for runaway and homeless youth	133,950
Central City Action Committee Graffiti Abatement Program, Los Angeles, CA	70,500
Central Indiana Teen Challenge	94,000
Central New Mexico YMCA, Albuquerque, NM, to provide life skills development services for at-risk children	235,000
CHANGE, Inc. at-risk youth program, Wheeling, WV	94,000
Chicago Public Schools After School Counts Program for at-risk youth, IL	1,034,000
Childhelp of Fairfax, VA	470,000
Children and Families First, Wilmington, DE, to continue programs to reduce truancy in New Castle and Kent County, Delaware	347,800
Children's Outing Association, Milwaukee, WI, for a city-wide teen program	178,600
City and County of San Bernardino, CA Community Prosecutor Program	164,500
City of Boston, Suffolk County, MA, for a program to reduce recidivism	312,550
City of Bridgeport, Bridgeport, CT, for a summer and after-school program for youth	312,550
City of Buffalo, NY, Youth Violence Prevention and Intervention Program	94,000
City of Charlotte, NC, Charlotte, NC, for a gang prevention program	282,000
City of Charlotte, NC, Gang of One Initiative	940,000
City of Grand Rapids, MI, LOOP Programs	352,500
City of Hartford, Hartford, CT, for a program to provide summer employment opportunities and job training for teens	312,550
City of Irwindale, CA, Teen Activity Center	28,200
City of Long Beach, Long Beach, CA, for an anti-gang intervention and prevention program	267,900
City of Lumpkin, GA, at-risk youth initiatives	94,000
City of Miami Beach, FL, Gang and Drug Prevention Program	681,500
City of Philadelphia, PA Youth Violence Reduction Partnership	94,000

Project	Amount
City of Philadelphia, Philadelphia, PA, for a program to reduce youth violence and homicide rates	940,000
City of Providence, Providence, RI, for the Providence After School Alliance (PASA)	263,200
City of Sacramento, CA, Police Department School Attendance Center Program	282,000
City of San Bernardino, City of San Bernardino, CA, for a school-based partnership to provide gang resistance education/training	312,550
City of San Diego, CA Children's Initiative Youth Diversion Program	164,500
City of Springfield, Springfield, OH, for programs and resources for at-risk youth	312,550
City of Steubenville, OH, MLK Recreation Center At-Risk Youth Program	37,600
City of Trenton, NJ, YouthStat Crime Prevention Program	305,500
City of Trenton, Trenton, NJ, for a YouthStat Crime Prevention Program	178,600
City Year of Rhode Island	188,000
Cleveland Botanical Gardens Green Corps programs for at-risk youth, OH	517,000
Coalition for the Homeless At-Risk Youth Services Program, New York, NY	446,500
Commonwealth of Virginia, Richmond, VA, for gang prevention education	156,275
Communities in Schools, Decatur County, GA	47,000
Community and Schools Together Project, Huntington Station, NY	94,000
Community Connections, Bluefield, WV	39,480
Community Counseling Center, Portland, ME Trauma Prevention and Treatment for At-Risk Youth	470,000
Community Outreach Center, Monsey, NY	188,000
Compton Unified School District Youth Safety Program, Willowbrook, CA	141,000
Courage to Speak Foundation, County of Fairfield, CT, for a drug abuse prevention program	446,500
Court Appointed Special Advocates, Los Angeles County, CA	235,000
Covenant House Regional Training Center Program, Brooklyn, NY	47,000
Covenant House, NJ Rights of Passage Program	352,500
Creative Visions programs for at-risk youth, Des Moines, IA	141,000
Cypress Park Junior Aztec Fire Fuels Program, Los Angeles, CA	70,500
D.A.R.E. New Jersey, Cranbury, NJ, for a youth prevention program	89,300
Dauphin County, PA, Social Services for Children & Youth, Independent Living Mentor Families	244,400
Dawson, GA, Public Safety Department Youth Advocacy Program	23,500
DC Children's Advocacy Center—Safe Shores, Washington, DC	611,000
De La Salle Middle School at St. Matthew's programs for at-risk youth, St. Louis, MO	305,500
Des Plaines Teen Center, Des Plaines, IL, for prevention programming for at-risk adolescents	300,000
Detroit Rescue Mission Ministries, Wildwood Ranch Youth Programs, MI	493,500
Detroit, MI, Business to Youth Mentoring Project	188,000
Dominico-American Society, Corona, NY	188,000
Duval County, FL, Youth Advocate Program, Juvenile Justice Recidivism Reduction Project	258,500
East Akron Community House Youth Programs, Akron, OH	94,000
East End Cooperative Ministry of Pittsburgh, Pittsburgh, PA, for at-risk youth programs	376,000
East Palo Alto, East Palo Alto, CA, for an anti-gang initiative	178,600
Eastern Michigan University Services for Teen Parents and their Families, Ypsilanti, MI	564,000
Eastern Shores of Maryland Education Consortium, Centerville, MD, to expand the dropout prevention program to utilize a web-based curriculum	223,250
El Centro de Accion Social Pena Juvenil Programs for Youth, Pasadena, CA	94,000

Project	Amount
El Museo del Barrio Delinquency Prevention Program, New York, NY	47,000
El Museo del Barrio Juvenile Justice After School Programs, New York, NY	47,000
El Museo del Barrio's Educational Programs in the Bronx for At-Risk Youth, NY	94,000
Elon University of Law, Juvenile Justice Intervention and Mediation Clinic, Greensboro, NC	235,000
Elysian Valley United Community Services Center, Los Angeles, CA, Giant Step Program	65,800
Eon Youth Project, Tucson, AZ	94,000
Eskuwela Kultura Computer Lab, Los Angeles, CA	37,600
Essex County Sheriff's Office, Essex County, MA, for an oxycontin prevention program	223,250
Fairfax County, VA, Gang Prevention Programs	188,000
Family and Children's Association, Mineola, NY, for the Hagedorn-Hempstead Initiative	89,300
Father Maloney's Boy's Haven Life Skills Program, Louisville, KY	47,000
Fire Towns Community Center Youth Gang and Violence Prevention Project, Lawrence, NY	47,000
Florida State Attorney's Community Prosecution Program	376,000
Fontana, CA Teen Center for After School Programs	94,000
Four Oaks Family and Children's Services, Cedar Rapids, IA	94,000
Franklin Community Action Programs for At-Risk Youth, Greenfield, MA	211,500
Freeport Pride Juvenile Diversion Program, Freeport, NY	47,000
Gateway Youth Outreach After School Homework Assistance Program for At-Risk Youth, Elmont, NY	305,500
Girl Scouts of the USA, New York, NY, for outreach and volunteer training in New Mexico	188,000
Girls Inc. of the Greater Peninsula, Operation: IMPACT, Hampton, VA	225,600
Girls, Inc.	470,000
Gladys Allen Brigham Community Center Youth Empowerment Services, Pittsfield, MA	188,000
Grand Rapids Public Schools, Grand Rapids, MI, for an academic prevention and workforces skills program	178,600
Grand Street Settlement, Manhattan, NY	188,000
Granite School District START program, Salt Lake City, UT	211,500
Granite School District, Salt Lake City, UT, for school district's gang violence prevention program	188,000
Gwen's Girls, Pittsburgh, PA	94,000
Harlem RBI, Inc. Delinquency Prevention, New York, NY	141,000
Hidalgo County, TX, Truancy Program	517,000
Hillsborough County, FL Advocate Programs, Juvenile Justice Services Project	141,000
Holy Family Institute, Pittsburgh, PA At-Risk Youth Services	141,000
Homenetmen Glendale Chapter After School Tutoring for At-Risk Youth, Glendale, CA	47,000
Human Resources Center of Edgar and Clark Counties, Paris, IL, to combat substance abuse among high-risk youth	200,000
I Have a Dream Foundation, TX	235,000
Improved Solutions for Urban Systems, Dayton, OH, for an employment program for court-involved youth	178,600
Indianapolis Symphony Orchestra Partnership for At-Risk Youth, IN	164,500
Inner Harbor of Georgia-EXCEL Program	517,000
Institute for International Sport Nonviolence Program, Kingston, RI	94,000
Jackson, TN, Teen Crime Prevention Program	752,000
James L. Barnes CDC programs for at-risk youth, Dawson, GA	47,000
Juvenile Justice Center, Suffolk University Law School, Boston, MA	493,500
Juvenile Reentry Program, Essex County, NJ	94,000
Karamu House, Cleveland, OH, for after-school programs for at-risk children in Cleveland, Ohio	178,600

Project	Amount
Kickstart, Houston, TX, to expand children's character development	94,000
Kids Averted from Placement Services (KAPS), San Antonio, TX, to prevent juvenile delinquency	47,000
Kids Averted from Placement Services (KAPS), TX	211,500
KidsPeace Rhode Island	94,000
KidsPeace Therapeutic Services for At-Risk Foster Care Youth, Alexandria, VA	282,000
KidsPeace, Columbia, MD, for supportive services for foster care families	357,200
KidsPeace, Inc., New Haven, CT, for a children's mental health crisis program	223,250
KidsPeace/West Virginia KidConnect, Moundsville, WV	235,000
Klingberg Family Centers Delinquency Prevention Initiative, New Britain, CT	540,500
La Esperanza Home for Boys, Austin, TX	705,000
Lafayette/Oxford/University Angel Ranch, Oxford, MS, for domestic services for victims of abuse	47,000
Las Vegas, NV Youth Initiative	164,500
Latino Pastoral Action Center Programs for At-Risk Youth, Bronx, NY	282,000
Learning Through Listening Program, Cambridge, MA	305,500
Lexington, MA, School Resource Officer Program	47,000
Liberty Theater at-risk youth initiatives, Columbus, GA	235,000
Life Transformation Ministry, Americus, GA	47,000
LIFECamp Dropout Prevention Program, Jamaica, NY	117,500
Livingston County, NY, community service/youth court program	70,500
Long Island University, NY Arts for At-Risk Youth	329,000
Los Angeles Community Law Enforcement [LA CLEAR] and Recovery and Gang Reduction Programs, Los Angeles, CA, for anti-gang intervention and prevention programs	357,200
Los Angeles Conservation Corps Environmental Jobs Program for At-Risk Youth, CA	94,000
Louisville Science Center at-risk youth programs, KY	47,000
Maplewood, NJ, At-Risk Youth Program	94,000
Marcus Institute, Atlanta, GA	940,000
Marcus Institute, Atlanta, GA, for providing remediation for the potential consequences of childhood abuse and neglect	141,000
Marion County, OR, Kids First Initiative	399,500
Martin Luther King Jr. Freedom Center Youth violence prevention program, Oakland, CA	282,000
Martin Luther King, Jr. Community Center, Rock Island, IL	282,000
Mary Mitchell Family and Youth Center for At-Risk Youth, Bronx, NY	329,000
Maryhurst Juvenile Delinquency Response Program, Louisville, KY	47,000
Mashpee Wampanoag Indian Tribe Youth Program, MA	282,000
McKinley County, NM, Juvenile Substance Abuse Crisis Center	352,500
Miami-Dade County, FL, Juvenile Assessment Center	352,500
Minnesota Teen Challenge	235,000
Mobile, AL Team Focus Mentoring and Education	352,500
Monterey County, Monterey County, CA, for a gang task force in Monterey County	267,900
Montgomery YMCA, Montgomery, AL, for after school activities to at-risk youth	470,000
Mosholu Montefiore Community Center, Bronx, NY	164,500
Mother Cabrini High School POWER Program, New York, NY	47,000
Mother Cabrini High School, New York, NY, for an after school program for at-risk youth	178,600
MUR—Uniting Through Resolution, Los Angeles, CA	70,500
Mural Arts Program for at-risk youth, Philadelphia, PA	47,000
Muscogee County, GA, Marshal's Office Junior Marshal Program	117,500
Nassau County District Attorney's Office, Mineola, NY, for the Redirection Enforcement and Learning program	312,550
National Community Renaissance	258,500
National Council of Juvenile and Family Court Judges	940,000
National Fatherhood Initiative, Gaithersburg, MD, for fathers of the most at-risk children	658,000

Project	Amount
National Safe Place Youth Safety Awareness Initiative, Louisville, KY	211,500
Neighborhood First Program, Inc. At-risk Youth Assistance, Bristol, PA	117,500
Nelson Jordan Center Program for At-Risk Youth, Wheeling, WV	23,500
New Directions for Youth Challenge Program for Gang and Delinquency Prevention, Van Nuys, CA	141,000
New Mexico Sheriff and Police Athletic League	658,000
New Mexico Sheriff's and Police Athletic Leagues, Albuquerque, NM, to continue to implement a gang prevention program aimed at at-risk youth	446,500
New Song Urban Ministries, Baltimore, MD, for comprehensive services to at-risk youth	401,850
Newburgh Center Youth Violence and Gang Prevention, NY	300,800
Nez Perce Tribe, Lapwai, ID, to combat child abuse	141,000
Nisqually Tribe of Washington Youth Justice Center	446,500
No Workshops No Jumpshots program in Gary, IN	94,000
North Carolina Central University Leadership Academy for African-American Males	282,000
Northwest Oklahoma Family Services	352,500
Novato, CA, Juvenile Substance Abuse Program for Hamilton Communities	188,000
Ocean Tides School, Narragansett, RI, to enhance its science and computer labs to encourage the study of science and technology	267,900
Ohel At-Risk Youth and Child Abuse Prevention Program, Teaneck, NJ	94,000
Ohel At-Risk Youth and Child Abuse Prevention, Brooklyn, NY	399,500
Olmstead County Community Services, Rochester, MN, to implement and sustain a performance based child protection system preventing child abuse and neglect	133,950
Operation Quality Time After School Program, Paradise Valley, AZ	564,000
Operation Save Our Streets, Miami, FL	94,000
Oquirrh Recreation and Parks District, Kearns, UT, for after-school activities	47,000
Outward Bound Adventures Gang Intervention Program, Pasadena, CA	94,000
Overtown Youth Center, Miami, FL	235,000
PACE Center of Jacksonville, FL	676,800
Para Los Ninos Youth Development Center, Los Angeles, CA	235,000
Parent Corps, New York University Child Study Center, NY	47,000
Parents in Action Project to prevent child maltreatment and gang involvement, Pomona, CA	446,500
Patterson Park Public Charter School, Baltimore, MD, for Rejecting Violence, Building Resilience—a school violence prevention program	178,600
Phoenix Academy of Los Angeles, Services for Underserved Youth in LA County, CA	517,000
Phoenix Academy of Orange County Drug Treatment Program, CA	188,000
Phoenix House Adolescent Drug Treatment Initiative for Dallas Area Youth, TX	564,000
Phoenix House Adolescent Drug Treatment Initiative, Brentwood, NY	94,000
Phoenix House, Dallas, TX, for residential substance abuse treatment for adolescents	94,000
Phoenix House, Nassau and Suffolk Counties, NY	173,900
Phoenix House, Yorktown, NY	141,000
Pico Union Housing programs for at-risk youth, Los Angeles, CA	61,100
Plaza de la Raza Community Ambassadors Program, Los Angeles, CA	141,000
Police Athletic League Miccio Center in Red Hook, Brooklyn, NY	94,000
Prince George's County, MD, Juvenile Justice Center	258,500
Program for Court-Involved Youth in Dayton, OH	352,500
Project Amiga Transitional Life Skills for At-Risk Youth, South El Monte, CA	47,000
Project Avary, San Rafael, CA	225,600
Project Intercept, Brooklyn, NY	235,000
Prospect Park Alliance programs for at-risk youth, Brooklyn, NY	470,000

Project	Amount
Prospect Park Yeshiva Save Our Children After School Program, Brooklyn, NY	47,000
Providence After School Alliance programs for at-risk youth, Providence, RI	423,000
Quad A for Kids, Rochester, NY	28,200
Quality of Life Center at-risk youth programs, Altadena, CA	188,000
Queens Theatre in the Park, Flushing, NY Interventions for Juvenile Offenders	188,000
Red River Children's Advocacy Center, Fargo, ND	258,500
Residential Care Consortium, Omaha, NE, for a program for underprivileged, at-risk, and disadvantaged children, young adults, and their families in a residential care setting	178,600
Richmond Police Activities League One-Stop Youth Center, Richmond, CA	423,000
Richmond Youth Academy, Richmond, CA	188,000
RMBL, Richmond, VA	141,000
Rockland County Youth Bureau Gang Prevention, New Square, NY	352,500
Rosemary Children's Services Positive Results Program, Pasadena, CA	94,000
Running Rebels Gang Prevention Program, Milwaukee, WI	141,000
Ruth Ellis Center Street Outreach Program, Highland Park, MI	188,000
Ruth Ellis Center, Highland Park, MI, for an outreach program	178,600
S&B United Anti-Gang and Anti-Drug Program, Bronx, NY	47,000
Safe and Sound, Baltimore, MD, for juvenile delinquency prevention through education	446,500
Safe Haven After School and Mentoring Program, Columbia, SC	470,000
Safe Haven Program, Irvington, NJ	94,000
San Antonio Initiative for At-Risk Girls, TX	446,500
San Fernando Valley Communities in Schools, Gang Intervention/Juvenile Justice Project, North Hills, CA	376,000
San Francisco, CA, District Attorney's Office Community Response Networks	423,000
San Jose, CA, BEST Gang Intervention Program	493,500
Sandy City, UT, Police Department Children At-Risk Intervention Program	493,500
Santa Clara County, CA, Juvenile Detention Evening Reporting Center	364,720
Save Our Future/Mothers on the March After-School Program, Los Angeles, CA	338,400
Save the Children Rural Literacy Program, Helena, AR	235,000
Save the Children, Washington, DC, for juvenile delinquency prevention programs	223,250
Save the Children, Westport, CT, to operate after school programs in New Mexico communities	188,000
Save the Youth After-School and Summer Performing Arts Program for At-Risk Youth, Hoboken, NJ	235,000
Search Institute, Minneapolis, MN, for South Dakota Healthy Communities-Healthy Youth Initiative	156,275
Sephardic Community Center programs for at-risk youth, Brooklyn, NY	94,000
Service Over Self, Georgetown, SC	235,000
Sexual Trauma Recovery Center, Orlando, FL	305,500
SFI Anti-Drug Programs for At-Risk Youth, Bronx, NY	94,000
Shedd Aquarium At-Risk Youth Mentoring Initiative, Chicago, IL	47,000
Shedd Aquarium, Chicago, IL, for a juvenile delinquency prevention program	401,850
Sheriffs Youth Programs of Minnesota Vocational Alternatives for Youth Offenders, Isanti, MN	47,000
Sheriffs Youth Programs of Minnesota, Inver Grove Heights, MN	211,500
Sheriffs Youth Programs of Minnesota, Marshall MN	235,000
Sheriffs Youth Programs of MN	94,000
Solar One Programs for At-Risk Youth, New York, NY	164,500
South Queens Boys & Girls Club, Richmond Hill, NY	282,000
South Sumter, SC Resource Center programs for at-risk youth	282,000
Southeastern North Dakota Community Action Agency, Fargo, ND, to facilitate the coordination of community services in response to child abuse	352,500

Project	Amount
Spectrum Youth and Family Services, Burlington, VT, to expand its services to at-risk youth	188,000
Springfield Public Schools, Springfield, OR, for upgrades to school security equipment and technology	178,600
St. Joseph's Indian School, Chamberlain, SD, Expand programs and services for students	223,250
Stan Hywet Hall & Gardens' Programs for At-Risk Youth, Akron, OH	282,000
State of Alaska, Juneau, AK, to support coordinate and train law enforcement officers to teach drug abuse resistance education	197,400
State of Hawaii, Office of the Attorney General, City of Honolulu, HI, for continuing improvements to the Juvemle Justice Information System	607,240
State of Vermont Judiciary, Office of Court Administrator, Montpelier, VT, to develop a statewide court system that integrates treatment and other services into the court process 350,000	350,000
Stony Point, NY, School Resource Officer	65,800
STOP Organization, Norfolk, VA	291,400
Straight Ahead Ministries Ready4Work, Boston, MA	94,000
Streetworkers Program, Institute for Study and Practice of Nonviolence, Providence, RI	352,500
SUNY Ulster/Bardavon at-risk youth programs, Stone Ridge, NY	47,000
SUNY Ulster/Woodstock at-risk youth programs, Stone Ridge, NY	28,200
Team Focus, Inc., Mobile, AL, for a youth mentoring program	517,000
Team Focus, Inc., Morgan, TX, to establish a youth mentoring program	94,000
TechMission Youth Program, Boston, MA	47,000
TeenMates Mentoring Program, Lincoln, NE, for mentoring services to youth	258,500
Temple Terrace, FL Phoenix House	564,000
The Asbury Park Enrichment and Student Success Center, Lincroft, NJ	94,000
The Beloved Community Family Services, Chicago, IL	305,500
The East End Cooperative Ministry, Pittsburgh, PA	94,000
The Paul and Lisa Program, Essex, CT	658,000
The Point Community Development Programs for At-Risk Youth, NY	141,000
The Rock School RockReach Program, Philadelphia, PA	423,000
Township of Irvington, Irvington, NJ, for the Youth Safe Haven Police Mini-station program	437,100
Township of Maplewood, Maplewood, NJ, for a prevention program for at-risk youth	89,300
Truancy Reduction Initiative, Wayne County, MI	376,000
Twin Cedars Youth Services, Columbus, GA	70,500
United Methodist Community Centers PATH Program, Youngstown and Warren, OH	235,000
United Way for Southeastern Michigan Juvenile Delinquency Prevention Program	376,000
University of Colorado at Boulder, Boulder, CO, for the CU-Boulder Colorado Schools Safety Program	312,550
University of Delaware, Newark, DE, to conduct a statewide survey of delinquent and high risk youth behaviors	58,045
University of Montana, Missoula County, MT, for at-risk youth with a focus on suicide prevention, high-risk behavior and violence	312,550
University of South Alabama, Mobile, AL, for domestic violence reduction programs	329,000
Urban Dreams U-CARE Project, Des Moines, IA	470,000
Urban League of Greater Columbus, GA Youth Advocacy Program	70,500
Vermont Department of Children and Families, Waterbury, VT, for programs to help at-risk youth	714,400
Vermont Department of Public Safety, Waterbury, VT, for an outreach program for at-risk youth	133,950
Visiting Nurse Association, Omaha, NE, for an intervention program for vulnerable women, infants and children	223,250
Waukon, IA, High School Youth Intervention Project	79,900

Project	*Amount*
Wayne County Department of Public Services, Detroit, MI, for a truancy intervention program	347,800
Wayne County, MI Juvenile Reentry Initiative	188,000
Westchester Jewish Community Services, NY	282,000
Western PA CARES, Pittsburgh, PA	188,000
Winona State University, Winona, MN, to teach investigators and prosecutors the science of interviewing children victimized by abuse	446,500
Wittenberg University	343,100
Women's Sports Foundation, Chicago, IL, for the GoGirlGo! Chicago Initiative, a mentoring, education and development program	526,900
Women's Treatment Center, Chicago, IL, for preservation services for incarcerated mothers and their children	230,000
World Impact St. Louis, MO, Youth Program	282,000
World Impact Youth Gang Prevention, Los Angeles, CA	70,500
World Vision Appalachia at-risk youth programming, Moatsville, WV	141,000
YMCA Honolulu, Honolulu, HI, to provide crime prevention and outreach services to the rural youth of Hawaii	357,200
YMCA of Greater Houston Juvenile Justice Outreach Program, TX	446,500
YMCA of Metropolitan Fort Worth, TX	282,000
YMCA of Middle Tennessee, Healthy Communities-Healthy Youth	211,500
York County, PA, Children's Advocacy Center	112,800
Youth Aid Panel/Linkages, Beaver Springs, PA	399,500
Youth Alternative to Violence and Crime Project, Oakland, CA	47,000
Youth Crime Watch, Miami, FL	517,000
Youth Gang Violence Prevention Initiative, School District of Palm Beach County, FL	564,000
Youth Mentoring Program, Burbank, CA	70,500
Youth Ministries for Peace and Justice Programs for At-Risk Youth, Bronx, NY	141,000
Youth Services System, Inc. at-risk youth program, Wheeling, WV	94,000
YouthWorks, Inc., Pittsburgh, PA	47,000
YWCA Children's Services, Seattle-King-Snohomish County, WA	282,000
Zero to Three Court Team for Maltreated Infants and Toddlers Project, San Francisco, CA	314,900
Zero to Three, for 5th Judicial District, Des Moines, IA, for maltreated infants and toddlers	194,000
Zero to Three, Omaha, NE, for maltreated infants and toddlers	89,300
Zero to Three, Orleans Parish, LA, for maltreated infants and toddlers	89,300

Victims of Child Abuse Act.—The amended bill provides $16,920,000 for several programs authorized under the Victims of Child Abuse Act (Public Law 101–647). Within funds provided, $3,760,000 is made available for Regional Child Advocacy Centers Programs.

PUBLIC SAFETY OFFICERS BENEFITS

The amended bill includes $74,834,000 for this account, including $66,000,000 for death benefits, and $8,834,000 for disability benefits and education benefits.

As stated in the House Report, the new Public Safety Officers Benefits (PSOB) regulations have been implemented poorly and there is concern about the slow progress in making benefit payments to the families of those who died protecting their community. The PSOB was established to give peace of mind to our men and women in uniform who put their lives in danger every day, and claims must be processed swiftly and efficiently to provide the intended security.

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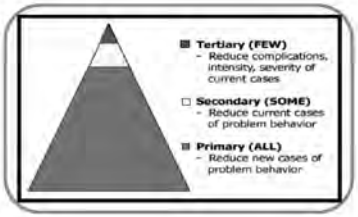
Olympic Behavior Labs

Dropout Early Warning System (DEWS)

ID	Sch	School	Risk Index	RF.age	RF.ethnic.code	RF.final.school
1002984	68	Ashland Jr. High	1.00	0.58	-0.14	0.25
1043026	68	Ashland Jr. High	1.00	0.73	-0.14	0.25
1002879	68	Ashland Jr. High	1.00	1.29	0.06	0.25
942905	68	Ashland Jr. High	1.00	0.48	0.82	0.25
1002929	68	Ashland Jr. High	1.00	0.28	-0.14	0.25
992934	68	Ashland Jr. High	1.00	0.33	-0.14	0.25
10198882	68	Ashland Jr. High	1.00	0.33	0.82	0.25
10201854	68	Ashland Jr. High	1.00	0.33	-0.14	0.25

NATIONAL DROPOUT PREVENTION CENTER/ NETWORK



pbis.org/schoolwide.htm

ORLANDO, FL, Jan 21, 2009 (MARKET WIRE) -- To help customers weather the storm for information technology, IBM is offering a growing portfolio of low or no-cost software. Unfortunately IBM Cognos BI is not open source, nor a low cost software- assisted human analysis solution.

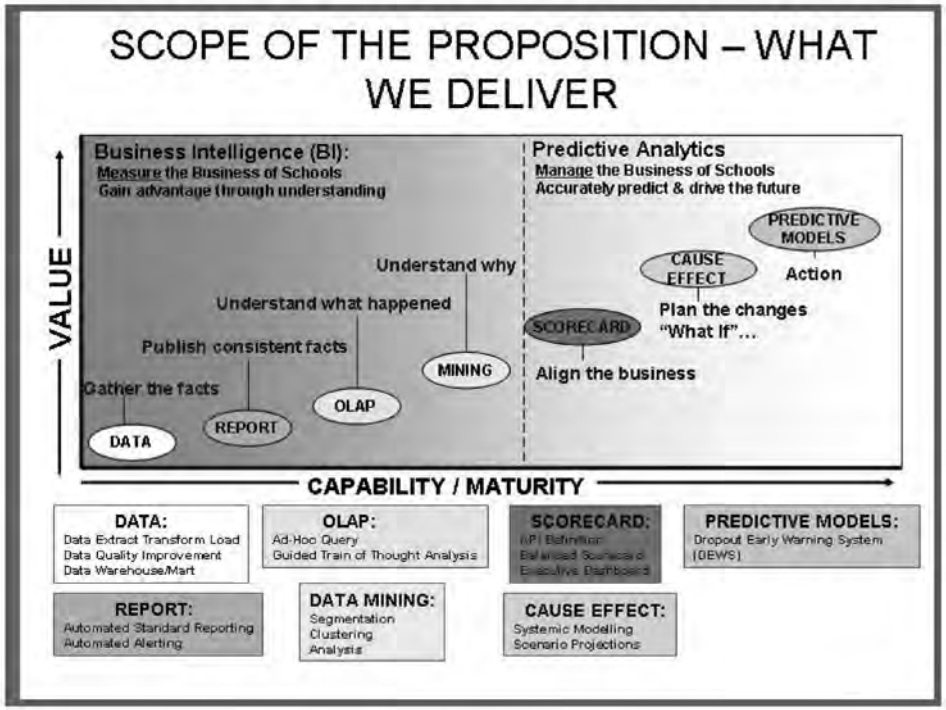
http://www.foxbusiness.com/story/markets/industries/technology/ibm-helps-businesses-consumers-weather-storm-cost-effective-software-884645672/

NYC, NY, Jan. 6, 2009 (NY Times) R is an open-source Predictive Analytic (PA), free for anyone to use and modify. R organizes & mines data for human-assisted software analysis.

http://www.nytimes.com/2009/01/07/technology/business-computing/07program.html?_r=1&bl&ex=1231477200&en=2ad0afc7c66dc92b&ei=5087%0A

Predictive Analytics or Business Intelligence – Which is the best Model

	Business Intelligence	Predict. Analytics
Requires Centralized Data Warehouse	•	
Exploration	•	•
Drill down	•	
Trending	•	•
Force constraints	•	
Apply rules & models	•	•
Discovery		•
Classification		•
Prediction (forecasts behavior)		•
Discover outliers		•
Find patterns & relationships		•


SCOPE OF THE PROPOSITION – WHAT WE DELIVER
Business Intelligence (BI):
Measure the Business of Schools
Gain advantage through understanding
Predictive Analytics
Manage the Business of Schools
Accurately predict & drive the future
VALUE
Understand why
Understand what happened
Publish consistent facts
Gather the facts
DATA
REPORT
OLAP
MINING
PREDICTIVE MODELS
CAUSE EFFECT
SCORECARD
Action
Plan the changes
"What If"...
Align the business
CAPABILITY / MATURITY
DATA:
Data Extract Transform Load
Data Quality Improvement
Data Warehouse/Mart
OLAP:
Ad-Hoc Query
Guided Train of Thought Analysis
SCORECARD:
KPI Definition
Balanced Scorecard
Executive Dashboard
PREDICTIVE MODELS:
Dropout Early Warning System
(DEWS)
REPORT:
Automated Standard Reporting
Automated Alerting
DATA MINING:
Segmentation
Clustering
Analysis
CAUSE EFFECT:
Systemic Modelling
Scenario Projections

NCEE 2008-4025
U.S. DEPARTMENT OF EDUCATION

IES PRACTICE GUIDE

High School
Dropout Prevention

Attacking the Dropout Problem

- Integrate and Analyze Student Data
- Develop a Targeted Intervention Plan
- Develop a Schoolwide Intervention Plan
- Evaluate

Dynarski, M., Clarke, L., Cobb, B., Finn, J., Rumberger, R., and Smink, J. (2008). *Dropout Prevention: A Practice Guide* (NCEE 2008–4025). Washington, DC: National Center for Education Evaluation and Regional Assistance, Institute of Education Sciences, U.S. Department of Education. Retrieved from http://ies.ed.gov/ncee/wwc.

Integrate and Analyze Student Data

Automated integration and analysis of student data is the critical first step for determining <u>the scope of the dropout problem</u>. An <u>early warning system</u> can alert educators (in <u>real time</u>) to pervasive risk factors or predictors of dropout that require individual or school wide intervention strategies.

	School 14 - West High School					
	GPA 0-[illegible]	GPA [illegible]	GPA 1.5-2.49	GPA 2.5-3.49	GPA 3.5-4.49	GPA 4.5 and up
Grade 9	[illegible]	[illegible]				
Students	[illegible]	[illegible]	682	803	778	171
Dropouts 12 months following	[illegible]	[illegible]	64	20	9	0
Percentage	[illegible]	[illegible]	9%	2%	1%	0%
Grade 10						
Students	[illegible]	[illegible]	511	752	638	134
Dropouts 12 months following	[illegible]	[illegible]	70	20	1	0
Percentage	[illegible]	[illegible]	14%	3%	0%	0%
Grade 11						
Students	[illegible]	[illegible]	307	650	549	119
Dropouts 12 months following	[illegible]	[illegible]	30	9	4	0
Percentage	[illegible]	[illegible]	10%	1%	1%	0%

A study of seven consecutive years of 9th, 10th, and 11th graders in a SC high school shows the relationship of various risk categories to early school leavers:

High risk of dropout— **GPA 0.00 - 1.5**
At risk of dropout — **GPA 1.50 - 2.5**
Little risk of dropout—**GPA 2.50 - 5.0**

Develop a Targeted Intervention Plan

Schools or educational intermediaries can utilize real-time alerts to select and implement Targeted Intervention Strategies to reduce the risk factors of dropout for individuals or clusters of students.

Focus of Identification	Special Need	Levels of Need	Intervention Strategies
Individual Students	Academic/Math	Medium	Individual Growth Plan Academic Restructuring Peer Monitoring Support
Student Clusters	English Language	High	Tutors After-School Programs

Using DEWS To Develop A Targeted Intervention Plan For Individual Students

The DEWS table below provides educators with a user-friendly analysis tool for predicting which students are most at risk for dropout by scoring each risk factor to determine each individual child's risk index. (1.00 is the highest possible risk index, and 4.73 RF ELA is the highest scored risk factor.) The risk index can be an invaluable tool for determining which students are most in need of intervention strategies.

ID	Sch	Risk Index	RF.age	RF.school	RF.UnexcusedAbsences.	RF.Total InSchool Suspensions Referrals	RF.Total Out Of School Suspension Referrals.	RF.ELA
1002984	68	1.00	0.58	0.25	1.57	0.36	0.60	4.73
1043026	68	1.00	0.53	0.25	1.29	0.17	1.28	4.73
1002879	68	1.00	1.29	0.25	1.51	0.15	0.13	4.73
942905	68	1.00	0.46	0.25	2.95	(0.05)	0.13	4.73
10197292	68	0.54	(0.43)	0.25	0.31	0.08	0.53	(0.61)
1032843	69	0.53	0.68	(0.14)	0.02	(0.05)	(0.14)	(0.61)
10197418	69	0.53	0.07	(0.14)	0.30	0.08	0.30	(0.61)
963283	68	0.53	0.17	0.25	(0.28)	0.17	0.34	(0.61)
1033038	71	0.52	0.18	(0.19)	0.49	(0.05)	(0.14)	(0.61)
10201785	68	0.51	0.68	0.25	0.02	(0.05)	(0.14)	(0.61)
1013357	71	0.06	(0.08)	(0.19)	(0.08)	(0.05)	(0.14)	(0.61)
1013481	71	0.06	(0.18)	(0.19)	0.02	(0.05)	(0.14)	(0.61)
1012852	71	0.06	(0.28)	(0.19)	(0.28)	(0.05)	(0.14)	(0.61)
1012988	71	0.06	0.01	(0.19)	(0.28)	(0.05)	(0.14)	(0.61)

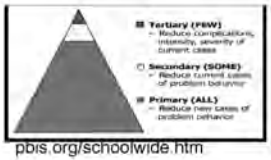
Develop a Schoolwide Intervention Plan

Where data indicates that very large proportions of students are at risk of dropping out, districts should adopt systemic, school wide changes for clusters of students, grade levels, or whole schools where students are at the highest risk of leaving without a diploma.

Utilization of Data for Identification, Selection, and Implementation of Intervention Strategies

Focus of Identification	Special Need	Levels of Need	Intervention Strategies
School Level	Discipline	Low	Conflict Resolution
District Patterns	Suspensions	Medium	Behavior Mod. Reinforcement
	Retentions	High	Review Policies
District and Community	Truancy	High	Family Court
	Gangs	High	Gang Intervention Classroom
	Drug Abuse	High	Multi-Dimension Family Therapy

Using DEWS To Develop Schoolwide Interventions



pbis.org/schoolwide.htm

	0	1	2	3	NA
Grade 3					
Students	[illegible]	2074	2533	355	[illegible]
Grade 4					
Students	1280	2695	1851	139	[illegible]
Percentage Change from previous grade:	[illegible]	29.0%	26.0%	-60.8%	[illegible]
Cumulative Percentage Change from Grade 3	[illegible]	29.0%	-26.9%	-60.8%	[illegible]
Grade 5					
Students	1806	3041	1289	58	[illegible]
Percentage Change from previous grade:	40.0%	12.8%	-30.4%	-58.3%	[illegible]
Cumulative Percentage Change from Grade 3	[illegible]	46.8%	-49.1%	-83.7%	[illegible]
Grade 6					
Students	2356	2776	1574	237	[illegible]
Percentage Change from previous grade:	[illegible]	-8.8%	22.1%	308.6%	[illegible]
Cumulative Percentage Change from Grade 3	[illegible]	33.9%	-37.9%	-33.2%	[illegible]
Grade 7					
Students	[illegible]	3145	1299	165	[illegible]
Percentage Change from previous grade:	[illegible]	13.2%	-17.5%	-30.4%	[illegible]
Cumulative Percentage Change from Grade 3	[illegible]	51.8%	-48.7%	-53.5%	[illegible]
Grade 8					
Students	[illegible]	3002	1212	210	[illegible]
Percentage Change from previous grade:	[illegible]	4.5%	-6.7%	27.3%	[illegible]
Cumulative Percentage Change from Grade 3	[illegible]	44.7%	-52.2%	-40.8%	[illegible]

On the table at the left are the results of the English Language Assessment (ELA) for a large number of 3rd - 8th graders in a SC school district for seven consecutive years.

"0" = Below Basic
"1" = Basic
"2" = Proficient
"3" = Advanced
"NA" not available.

The number of students scoring "0" or far below grade level increases by 168% between Grade 3 and Grade 8, while the students reaching proficiency declines by 52%, indicating the urgent need for a school wide intervention to improve student literacy.

Using DEWS Models To Develop Schoolwide Interventions

Cohort Starting In	Time Frame	Mean ELA for Jesse Boyd Elem	Mean ELA for Mary Wright Elem
2001	Statistics in 2001	1.26	0.66
2001	Statistics in 2002	1.08	1.02
2001	Statistics in 2003	0.95	0.76
2001	Statistics in 2004	1.03	0.77
2001	Statistics in 2005	1.00	0.42
2001	Statistics in 2006	1.02	0.40

On the table at the left, the ELA scores of two local elementary schools (in 3rd grade) for the same cohort are summarized.

"0" = Below Basic
"1" = Basic
"2" = Proficient

DEWS shows which schools are <u>most in need</u> of school wide interventions.

DEWS data highlights the cycle of disengagement. The cohort's reading ability declines as it progresses through the academic grade levels.

The Correlation Between the NCLB Plan for Improvement and Schoolwide Interventions

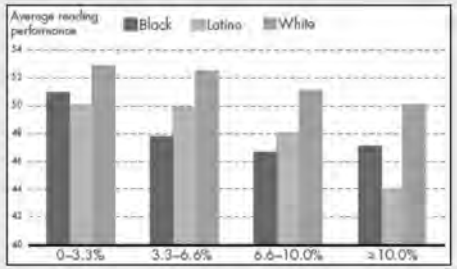
On the NCLB AYP table below, neither Jesse Boyd School nor Mary Wright School made AYP; however, there are sharp differences between the two schools. The number of students reading below basic at Jesse Boyd is 47%, while almost 75% of Mary Wright students read below basic. In addition, while only 9% of White students are reading below basic, substantially more Black students (a total of 28%) are below basic in both schools.

Did Not Meet NCLB AYP 2008	BBasic	Basic	Proficient	Advanced
Jesse Boyd ES				
300 total students	14%	33%	45%	7%
200 White students	9%	33%	50%	7%
78 Black students	28%	32%	35%	4%
102 FRL students	25%	44%	28%	2%
Mary Wright ES				
169 total students	28%	42%	28%	0%
161 Black students	28%	42%	28%	0%
165 FRL students	29%	42%	27%	0%

Source: SC Dept of Education
https://apps.ed.sc.gov/topics/assessment/scores/ayp/2008/show_school_ayp_scores.cfm?ID=4207085

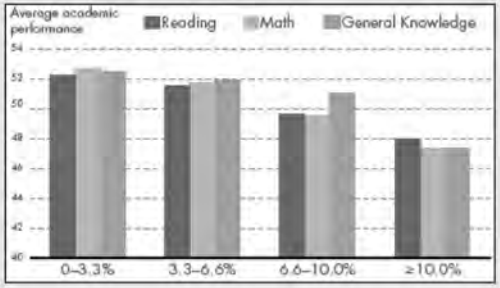
An Early Identification of Chronic Absence Can Increase Student Achievement and Prevent Dropout

Reading scores for chronically absent primary school children are significantly lower. It is critical to identify chronic absence as early as possible to minimize the damage to children's literacy and numeracy development.



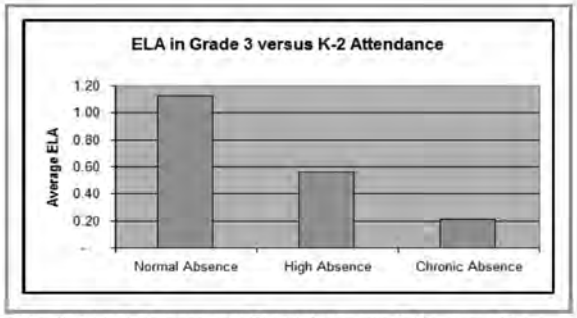
National Center for Children in Poverty
Mailman School of Public Health
Columbia University

Kindergartners with chronic absenteeism have the lowest academic performance in first grade.



Chronic Early Absences Lower Student Reading Achievement

	Students, excluding NA	Mean, Excluding NA	Students, NA counts as Zero	Mean,NA Counts as Zero
Normal Absence - under 40	1191	1.31	1385	1.13
High Absence - 40 - 59	49	0.86	75	0.56
Chronic Absence - 60 and over	27	0.37	47	0.21

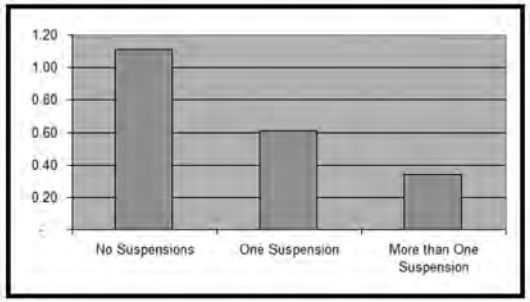


Results are based on tracking individual absences and English Language Achievement Tests reported for four complete K-2 cohorts in a South Carolina school district from 2002-2006.

Middle School Behavior Problems Lower Student Reading Achievement

Poor academic performance and problem behavior are powerful predictors of high school dropout.

	Students, excluding NA	Mean, Excluding NA	Students, NA counts as Zero	Mean,NA Counts as Zero
No Suspensions	1832	1.18	1944	1.11
One Suspension	395	0.68	443	0.61
More than One Suspension	1165	0.41	1409	0.34



Results are based on tracking individual suspension and English Language Achievement Tests reported for four complete middle school cohorts in a South Carolina school district from 2002-2006.

Middle School Truancy Lowers Academic Achievement

While normal absence raises a child's chance for academic success, truancy is one of the most important predictors of academic failure and dropout. The behavior model below demonstrates that the higher the level of truancy, the greater the chance for academic failure and ultimately, dropout.

	8th Grade GPA						
7th Grade Absence	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	Total
Normal Absence (0,10]	123	381	692	10%	32%	58%	1196
High Absence (10,20]	31	129	129	27%	39%	39%	329
Chronic Absence (20,40]	48	54	29	37%	41%	22%	131
Acute Absence (40,100]	14	10	1	56%	40%	4%	25

	9th Grade GPA						
8th Grade Absence	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	Total
Normal Absence (0,10]	159	317	608	15%	29%	56%	1084
High Absence (10,20]	78	82	84	32%	34%	34%	244
Chronic Absence (20,40]	74	28	26	58%	22%	20%	128
Acute Absence (40,100]	34	7	3	77%	16%	7%	44

Results are based on tracking three different cohorts in a South Carolina school district from 2002-2005

High School Truancy and Student Ethnicity Are Key Predictors for Academic Failure and Dropout

On this 10th grade truancy model, only 11% of students with normal absences have a low GPA; however, almost two-thirds of students with acute absences experience academic failure.

	10th Grade GPA						
9th Grade Absence	GPA [0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	GPA [0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	Total
Normal Absence [0,10]	181	759	749	11%	45%	44%	1689
High Absence (10,20]	131	328	94	24%	59%	17%	553
Chronic Absence (20,40]	135	140	19	48%	48%	6%	294
Acute Absence (40,100]	49	26	3	63%	33%	4%	78

On the 10th grade ethnicity model below, 26% of Black students experience academic failure, compared to just 6% of White students. On the other end of the scale, 57% of White students reach the highest level of academic achievement compared to only 20% of Black students.

Ethnicity	GPA [0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	GPA [0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	Total
B	435	900	325	26%	54%	20%	1663
O	12	47	44	12%	46%	43%	103
W	62	400	613	6%	37%	57%	1075

Results are based on tracking 3 different cohorts in a South Carolina school district from 2002-2005

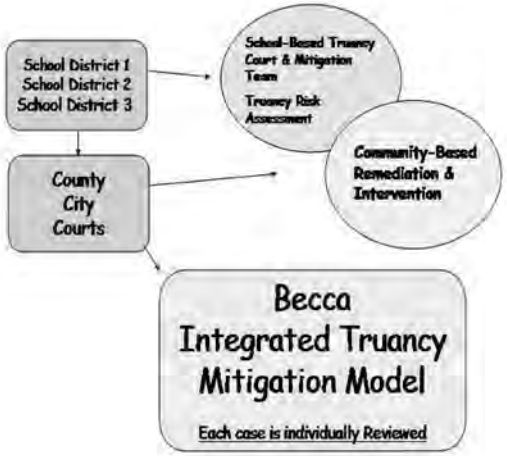
Truancy, Academic Failure and Dropout or H.S. Graduation

On this DEWS model, less than one in sixteen 11th graders with <u>normal or high absences</u> are experiencing academic failure, while one in five 11th graders with <u>chronic or acute absences</u> have GPA's from 0-1.5

	11th Grade GPA						
10th Grade Absence	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	GPA (0,1.5] Low	GPA (1.5,3] Med	GPA (3,5] High	Total
Normal Absence (0,10]	30	648	749	2%	45%	52%	1427
High Absence (10,20]	33	316	116	7%	68%	25%	465
Chronic Absence (20,40]	34	124	16	20%	71%	9%	174
Acute Absence (40,100]	11	33	7	22%	65%	14%	51

Results are based on tracking 3 different cohorts in a South Carolina school district from 2002-2005

Effective school based truancy mitigation requires automated, persistent, 24x7 assessment of evidence-based school related factors of risk. Once identified DEWS automatically and non-intrusively tracks and monitors the effectiveness of school and community based interventions in real time for synergistic truancy indicators for attendance & academic failure.



Blueprints Promising Programs FACT SHEET

Behavioral Monitoring and Reinforcement Program

BMRP attaches value to students' behaviors by assessing risk & protective factors that cause or block dangerous adolescent behaviors.
BMRP monitors, analyzes, scores & predicts behaviors for high-risk students.
BMRP students demonstrated higher grades, better attendance, less truancy, violence, delinquency and drug abuse when compared to other students.
BMRP is an evidence based, best practice by the Office of Juvenile Justice Delinquency Prevention, SAMHSA, and the United States Department of Education.

OJJDP

NREPP SAMHSA's National Registry of Evidence-based Programs and Practices

Central District

Welcome, Mathew Simmons
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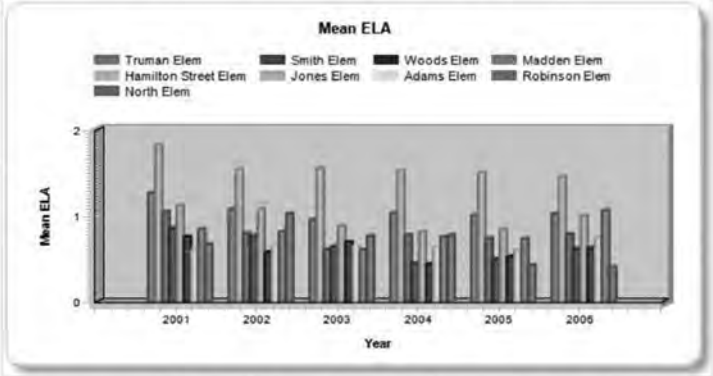
  - Lincoln Jr. High
  - Washington Jr. High
  - Mean Vs ELA
  - Behaviour Vs ELA
  - Grade Standardized Tests
  - Mean Math



	2001	2002	2003	2004	2005	2006
Adams Elem	0.59	0.66	0.84	0.63	0.6	0.74
Hamilton Street Elem	1.82	1.54	1.55	1.52	1.5	1.45
Jones Elem	1.12	1.07	0.88	0.81	0.84	1
Madden Elem	0.84	0.81	0.6	0.75	0.73	1.06

Central District

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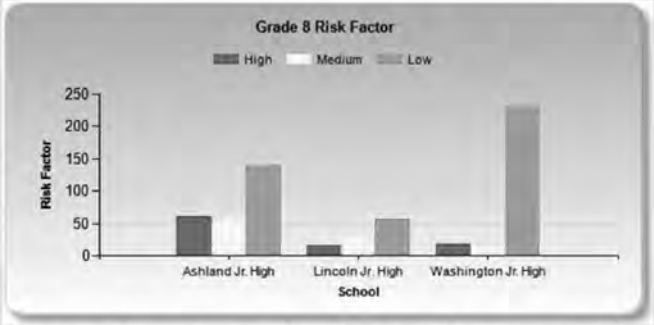

School	Ashland Jr. High	Lincoln Jr. High	Washington Jr. High
Risk Factor	0.249	-0.139	-0.19

Central District

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  - Lincoln Jr. High
  - Washington Jr. High
  - Mean Vs ELA
  - Behaviour Vs ELA
  - Grade Standardized Tests
  - Mean Math

Student Risk Factor Report

Student ID	10200805
Risk Index	1
RF Age	-0.08
RF Unexcused Absence	0.019