

THE WHITE HOUSE

WASHINGTON

October 29, 1997

*Domestic Violence*

**MEMORANDUM FOR ERSKINE BOWLES**

FROM: Jack Lew and Bruce Reed *BR*

SUBJECT: Domestic Violence Waivers

Despite our many efforts we have been unable to persuade Senator Murray to embrace our approach on welfare reform and domestic violence. We recommend against supporting her proposal in the Labor-HHS conference given that it is at odds with our policy. We believe the issue would be better addressed through regulation; Secretary Shalala strongly agrees. This memo provides talking points describing our position and provides a brief comparison of the domestic violence amendment offered by Senator Murray and the HHS regulations currently under review.

**Talking Points**

- We share Senator Murray's goal of allowing states to grant temporary waivers from welfare reform rules to victims of domestic violence while ensuring that these women receive the services they need to become self-sufficient.
- We disagree with Senator Murray about how best to achieve these goals. We believe Senator Murray's proposal would allow states to largely escape the new welfare law's work rules and time limits while failing to provide victims of domestic violence with the services they need to get on the road to self-sufficiency.
- We support a policy that will encourage states to provide temporary waivers to victims of domestic violence and require that they provide services to these women while maintaining the welfare law's strong work focus.

**Background**

Senator Murray has long advocated a proposal that would exclude victims of domestic violence from the welfare work requirements and time limits. The Senate adopted her amendment as part of the Senate Labor-HHS bill, which is now in conference. Senator Murray's proposal has passed the Senate several times, but has always been dropped in conference. Our Statement of Administration Policy on the Labor-HHS bill does not mention her amendment. Senator Murray has long been aware that both the DPC and HHS have serious reservations about her approach to this issue.

Currently, states can exempt victims of domestic violence from work requirements and time limits, so long as they put 30 percent of their overall caseload to work and enforce the time limit for 80 percent of their caseload. Senator Murray's approach would change the law by allowing states to grant exemptions to these women wholly independently of the overall work and time requirements. This approach would significantly weaken the welfare law's emphasis on work: for example, if 15 percent of the caseload were granted domestic violence waivers, then only 15 percent of the total caseload would have to work. At the same time, Senator Murray's proposal would do nothing to ensure that victims of domestic violence actually get the intensive assistance they need to become self-sufficient; indeed, the proposal might well lead states to wholly ignore these women.

DPC, OMB, and HHS believe there is a better way to meet our and Senator Murray's joint goals, although Senator Murray strongly disagrees. We have been working on regulations clarifying that HHS will not subject states to penalties if they fail to meet the work rates because they have exempted victims of domestic violence, so long as their exemptions are temporary and the state also provides services to help these women become self-sufficient. In particular, the proposed regulation will:

- Ensure that domestic violence waivers (1) are based on an individualized assessment, (2) have limited duration and (3) are accompanied by an appropriate services plan designed to provide safety and lead to work. These provisions would help ensure that victims of domestic violence get the assistance they need and that states grant waivers only for individuals who need them.
- Excuse states from a penalty for failing to meet its work participation rate if the state meets the rate for the part of its TANF population that has not been granted domestic violence waivers.

(Within the Administration there is still some dispute between us and HHS over excusing states that grant domestic violence waivers from the 5-year time limit as well as from work requirements. We are currently discussing middle ground positions and hope to work through this dispute at the staff level.)

Both OMB and DPC believe that the proposed rule we are working on with HHS will result in a fair policy which balances our goals of protecting victims of domestic violence and ensuring the strong work focus of welfare reform. We believe it is critical that real services be provided to victims of domestic violence and that states not be penalized for providing these specialized services, but also that states not be given loopholes to escape work requirements or time limits.

Despite our efforts to address Senator Murray's concerns, we do not expect that she will be satisfied with any proposal that falls short of her amendment. However, based on HHS consultation with outside groups during the regulation development process, we do believe that many women's advocates will understand how much our proposal does to help victims of domestic violence.

U.S. Department of Justice  
Office of Justice Programs



## Bureau of Justice Statistics Special Report

August 1995, NCJ-154348

### National Crime Victimization Survey

# Violence against Women: Estimates from the Redesigned Survey

By Ronet Bachman, Ph.D.  
Bureau of Justice Statistics, Statistician

Linda E. Saltzman, Ph.D.  
Centers for Disease Control and  
Prevention, Senior Scientist

is interested in a broad spectrum of incidents, not just those involving weapons, severe violence, or violence perpetrated by strangers. *New methods of asking respondents about potential experiences with victimizations*

increased the range of incident types that are being reported to interviewers. And *behavior-specific wording* has replaced criminal justice terminology to make the questions more understandable.

Estimating rates of violence against women, particularly sexual assault and other incidents which are perpetrated by intimate offenders, continues to be a difficult task. Many factors inhibit women from reporting these victimizations both to police and to interviewers, including the private nature of the event, the perceived stigma associated with one's victimization, and the belief that no purpose will be served in reporting it.

#### The redesign of the National Crime Victimization Survey

After an extensive 10-year redesign project, the National Crime Victimization Survey (NCVS) has been revised. A redesigned questionnaire was in wide use by January 1992. One goal of the redesign was to produce more accurate reporting of incidents of rape and sexual assault and of any kind of crimes committed by intimates or family members.

The new NCVS questionnaire encourages reporting of incidents in several ways. Questions were added to let respondents know that the interviewer

## Highlights

- Women age 12 or older annually sustained almost 5 million violent victimizations in 1992 and 1993. About 75% of all lone-offender violence against women and 45% of violence involving multiple-offenders was perpetrated by offenders whom the victim knew. In 29% of all violence against women by a lone offender, the perpetrator was an intimate (husband, ex-husband, boyfriend, or ex-boyfriend).
- Women were about 6 times more likely than men to experience violence committed by an intimate.
- Women annually reported about 500,000 rapes and sexual assaults to interviewers. Friends or acquaintances of the victims committed over half of these rapes or sexual assaults. Strangers were responsible for about 1 in 5.
- Women of all races and Hispanic and non-Hispanic women were

about equally vulnerable to violence by an intimate.

- Women age 19 to 29 and women in families with incomes below \$10,000 were more likely than other women to be victims of violence by an intimate.

- Among victims of violence committed by an intimate, the victimization rate of women separated from their husbands was about 3 times higher than that of divorced women and about 25 times higher than that of married women. Because the NCVS reflects a respondent's marital status at the time of the interview, which is up to 6 months after the incident, it is possible that separation or divorce followed the violence.

- Female victims of violence by an intimate were more often injured by the violence than females victimized by a stranger.

A side-by-side comparison of the new and old screening questions as they relate to types of activities and types of situations and offenders is on page 8.

This report presents the first release of 1992-93 estimates of violence against women resulting from the new NCVS methodology. To illustrate how

patterns of victimization differ by the sex of the victim, the first section of the report provides rates of violence for both women and men.

Later sections contain more detailed information about the specific types and contextual characteristics of violence against women and the types of offenders most likely to victimize women. Definitions of terminology appear in *Methodology* on pages 6-7.

### Rates of violence for women and men, 1992-93

Women annually reported about 500,000 rapes and sexual assaults, almost 500,000 robberies, and about 3.8 million assaults to NCVS interviewers (table 1). (As used in this report, *women* and *men* refer to persons age 12 or older.) Per capita rates of reported rapes and other sexual assaults against women were about 10 times higher than equivalent rates against men. The rates of robbery and aggravated assault against men were about double those against women.

Offenders acted alone in most violent victimizations (table 2). A greater percentage of victimizations against males than females were committed by multiple offenders. Multiple offenders committed 27% of the violent victimizations against men and 16% of those against women.

For both sexes, robberies were more likely than other offenses to involve multiple offenders: 34% of the robberies of women and 54% of the robberies of men. Among women, the lowest percentages of multiple offenders occurred for rape or sexual assault (10%) and for simple assault (13%). A fifth of the simple assaults of males involved more than one offender.

Violent victimizations against men involving multiple offenders were predominately committed by strangers (table 3). There was no significant difference between the extent to which multiple-offender victimizations against women involved known and unknown offenders. When considered by offense and the sex of the victim, simple assaults against women by multiple offenders involved a higher percentage of known offenders (57% than strangers (43%). In contrast, simple assaults against men involving multiple offenders were more likely to be perpetrated by strangers (61% versus 39% known).

**Table 1. Average annual rate of violent crime and number of violent victimizations, by sex of victim and type of crime, 1992-93**

Type of crime	Average annual rate per 1,000 persons age 12 or older		Average annual number of incidents	
	Female	Male	Female	Male
Crimes of violence	43.7	84.9	4,748,600	8,602,100
Homicide	.04	.16	4,700	17,100
Rape/Sexual assault	4.6	.5	500,200	48,500
Robbery	4.4	8.6	475,900	870,800
Aggravated assault	8.0	16.9	863,000	1,718,400
Simple assault	28.7	38.8	2,904,700	3,960,400

Note: Average annual numbers have been rounded to the nearest 100. Homicides are not measured in the victimization survey; see the box on page 4 for the source.

**Table 2. Violent victimization of females and males by lone or multiple offenders, by type of crime, 1992-93**

Type of crime	Average annual percent of victimizations			
	Female victims		Male victims	
	Lone offender	Multiple offenders	Lone offender	Multiple offenders
Crimes of violence	84%	16%	73%	27%
Rape/Sexual assault	90	10	93	-
Robbery	66	34	46	54
Aggravated assault	78	21	89	31
Simple assault	67	13	60	20

Note: Excludes homicide; see the box on page 4. Excludes incidents in which the number of offenders was not ascertained. \*Ten or fewer sample cases.

**Table 3. Multiple-offender violent victimization of females and males involving known or unknown offenders, by type of crime, 1992-93**

Type of crime	Average annual percent of multiple-offender victimizations			
	Female victims		Male victims	
	Victim knew at least one offender	Victim knew none of the offenders	Victim knew at least one offender	Victim knew none of the offenders
Crimes of violence	45%	55%	31%	69%
Rape/Sexual assault	37	63	-	-
Robbery	20	80	20	80
Aggravated assault	46	54	29	71
Simple assault	57	43	39	61

Note: Excludes homicide; see the box on page 4. \*Ten or fewer sample cases.

**Victim-offender relationship for lone-offender victimizations**

Among victims of offenders acting alone, men were just as likely to be victimized by a stranger as by someone they knew (table 4). By contrast, women were more likely to be victim-

ized by known offenders than by strangers. About three-quarters of all lone-offender violence against women was perpetrated by an offender whom the victim knew. In 29% of all violence against women by a lone offender, the perpetrator was a husband, ex-husband, boyfriend,

or ex-boyfriend — an intimate. Compared to men, women were about 6 times more likely to experience violence committed by an intimate.

Violence at the hands of an intimate involved about 9 in 1,000 women annually (table 5). This rate translates into about 1 million women who became the victims of such violence every year.

**Table 4. Victim-offender relationship and sex of victim, by type of violent victimization committed by lone offenders, 1992-93**

Victim-offender relationship	Average annual percent of victimizations				
	Total	Rape/Sexual assault	Robbery	Aggravated assault	Simple assault
<b>Female victims</b>					
Intimate	29%	26%	26%	28%	29%
Spouse	9	6	6	5	11
Ex-spouse	4	5	5	5	4
Boy/girlfriend (or ex-)	16	16	16	17	15
Other relative	0	3	5	7	11
Acquaintance/friend	40	53	19	36	41
Stranger	23	18	48	30	19
<b>Male victims</b>					
Intimate	4%	*	3%	5%	3%
Spouse	1	*	*	1	1
Ex-spouse	1	*	*	*	1
Boy/girlfriend (or ex-)	2	*	2	3	1
Other relative	3	*	2	4	3
Acquaintance/friend	44	54	26	40	48
Stranger	49	46	59	51	45

Note: Excludes homicide. Intimate includes spouse or ex-spouse, boyfriend or girlfriend, and ex-boyfriend or ex-girlfriend. Detail may not add to totals because of rounding. \*Ten or fewer sample cases.

Men were about twice as likely as women to experience acts of violence by strangers. Men were victims of almost 2 million acts of stranger-perpetrated violence annually, while women experienced about 800,000.

**Table 5. Average annual rate of violent victimization, by sex of victim, victim-offender relationship, and type of crime committed by lone offenders, 1992-93**

Type of crime	Average annual rate per 1,000 persons age 12 or older			
	Intimate	Other relative	Acquaintance/friend	Stranger
<b>Female victims</b>				
Crimes of violence	9.3	2.8	12.9	7.4
Rape/Sexual assault	1.0	.1	2.0	.7
Robbery	.7	.1	.5	1.2
Aggravated assault	1.5	.4	2.0	1.6
Simple assault	6.1	2.2	8.5	3.9
Annual average number of violent crimes	1,008,000	304,500	1,402,500	862,300
<b>Male victims</b>				
Crimes of violence	1.4	1.2	17.2	19.6
Rape/Sexual assault	*	*	.2	.2
Robbery	.1	.1	.9	2.4
Aggravated assault	.5	.4	3.8	4.8
Simple assault	.8	.7	12.4	11.6
Annual average number of violent crimes	143,400	122,000	1,754,000	1,933,100

Note: Excludes homicide. Intimate includes spouse or ex-spouse, boyfriend or girlfriend, and ex-boyfriend or ex-girlfriend. Average annual numbers have been rounded to the nearest 100. \*Ten or fewer sample cases.

\* Violence at the hand of an intimate, where intimate is defined as spouse, ex-spouse, boyfriend, ex-boyfriend is considered to be domestic violence.

**Table 6. Average annual rate of violent victimizations of women by a lone offender, by victim characteristics and victim-offender relationship, 1992-93**

Victim characteristic	Average annual rate of violent victimizations per 1,000 females age 12 or older				
	Total	Intimate	Other relative	Acquaintance/friend	Stranger
<b>Crimes of violence</b>	36.1	9.3	2.8	12.9	7.4
<b>Race</b>					
White	35.2	9.1	2.6	12.5	7.1
Black	44.6	10.9	3.5	17.2	9.5
Other	27.8	6.5	4.5	8.4	5.7
<b>Ethnicity</b>					
Hispanic	33.9	7.3	3.2	10.0	6.0
Non-Hispanic	36.3	9.4	2.8	13.2	7.2
<b>Age</b>					
12-18	74.6	9.8	6.1	39.1	11.9
19-29	63.7	21.3	4.7	18.2	13.9
30-45	37.5	10.8	2.8	12.4	7.4
46-64	12.6	2.2	1.2	4.1	3.7
65 or older	4.8	1.2	0.3	1.1	1.2
<b>Education</b>					
Some high school or less	47.7	9.9	4.7	20.5	7.6
High school graduate	27.9	9.2	2.2	8.8	4.9
Some college or more	35.9	6.7	2.1	11.6	9.6
<b>Annual family income</b>					
\$9,999 or less	67.1	19.9	6.1	18.6	7.6
\$10,000-\$14,999	46.6	13.3	4.0	14.1	9.1
\$15,000-\$19,999	42.2	10.9	3.1	17.3	7.0
\$20,000-\$29,999	38.0	9.5	2.7	14.8	7.9
\$30,000-\$49,999	30.6	5.4	1.8	11.5	8.4
\$50,000 or more	24.8	4.5	1.8	9.7	6.3
<b>Marital status</b>					
Married	16.9	2.7	1.6	5.7	4.9
Widowed	10.4	1.9	0.8	3.6	2.5
Divorced	61.8	23.1	4.2	19.5	10.2
Separated	123.5	82.2	10.0	16.9	7.4
Never married	63.9	12.0	4.6	27.2	12.9
<b>Location of residence</b>					
Urban	45.4	10.7	3.0	15.9	10.8
Suburban	33.6	8.2	2.7	11.5	7.1
Rural	29.5	7.7	2.7	12.2	3.7

Note: Rates of violence for this table include rapes, sexual assaults, robberies, and aggravated and simple assaults from the NCVS. Rates exclude homicide victimizations. Relationship-specific rates do not add to the total because some victims did not identify their relationship to the offender.

**Demographic and contextual characteristics of violence against women**

Violence against women perpetrated by intimates was consistent across racial and ethnic boundaries. No statistically significant differences existed between these groups. Black and white women and Hispanic and non-Hispanic women sustained about the same amount of violence by intimate partners (table 8).

Compared to all other age groups, women age 19 to 29 reported more violence by intimates. Women age 12 to 18 were more likely than women older than 18 to report violence against them by friends or acquaintances. In general, women age 65 or older were the least likely to experience an act of violence.

Women with an annual family income under \$10,000 were more likely to report having experienced violence by an intimate than those with an income of \$10,000 or more.

Among victims of violence committed by an intimate, the victimization rate of women separated from their husbands was about 3 times higher than that of divorced women and about 25 times higher than that of married women. Because the NCVS reflects a respondent's marital status at the time of the interview, it is not possible to determine whether a woman was separated or divorced at the time of

**Homicide of men and women**

Because the NCVS is a survey of individuals about their victimization experiences, it does not gather data on homicides. The Uniform Crime Reports (UCR), collected by the Federal Bureau of Investigation, provides the number of homicides known to police.

The 1992 UCR reported the victim-offender relationship for 61% of the homicide incidents. The reported patterns of intimate perpetration for men and women were similar to those for other types of victimizations collected by the NCVS.

Female victims of homicide were significantly more likely to be killed by a husband, ex-husband, or boyfriend than male victims were to be killed by their wife, ex-wife, or girlfriend. In 1992 approximately 28% of female victims of homicide (1,414 women) were known to have been killed by their husband, ex-husband, or boyfriend. In contrast, just over 3% of male homicide victims (637 men) were known to have been killed by their wife, ex-wife, or girlfriend.

Homicide	Percent of all homicides in 1992	
	Female victims	Male victims
<b>Victim-offender relationship</b>		
Spouse/ex-spouse	18.0%	2.2%
Boy/girlfriend	10.3	1.4
Other relative	10.2	5.5
Acquaintance/friend	22.0	34.6
Stranger	8.6	15.0
Relationship not identified	30.9	41.3
<b>Number of incidents</b>		
Relationship identified	3,654	10,351
Relationship not identified	1,547	7,824
<b>Total number of incidents</b>	5,001	17,635

Note: Because in 41% of male homicides and 31% of female homicides the victim-offender relationship was not identified, readers are urged to use caution in interpreting these estimates. Source: FBI, Uniform Crime Reports, 1992.



Children's Defense Fund

October 13, 1994

Mr. Bruce Reed  
Domestic Policy Council  
The White House  
1600 Pennsylvania Avenue, N.W.  
Washington, DC 20500

Dear Bruce:

I am writing to tell you about a very exciting public education campaign that the Children's Defense Fund and the Black Community Crusade for Children are unveiling today. The Cease Fire! public education campaign seeks to put a child's face on the epidemic of gun violence; educate the public, especially parents, about the tragic toll gun violence is taking on America's children and the tremendous risks to children associated with non-sporting firearms in the home as well as on the streets; and debunk commonly held myths about firearms and children's safety. It will inform parents and all adults, in no uncertain terms, that a gun in the home is eighteen times more likely to be used to kill someone living in the home than to kill an intruder. Easy access to guns in the home increases the risk that children and others will be killed accidentally or will become victims of homicide or suicide. The Cease Fire! public education campaign will include posters, bus shelter advertisements, magazine advertisements, and television public service announcements.

Between 1979 and 1991, nearly 50,000 American children were killed by firearms. These child gun fatalities exceed the number of American servicemen killed in battle during the Vietnam War. In 1991 alone, 5,356 children and youths died from gunshot injuries. Gun violence injures thousands more children each year and psychologically scars hundreds of thousands of others. It is time for us to protect children more than guns.

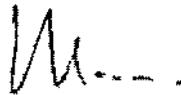
I believe we must embark on a moral and community struggle to take guns out of the hands of children and of people who kill children, and rebuild our frayed family, community, and social lives. We must ensure every child a Healthy Start, a Head Start, a Fair Start, a Safe Start, and a Moral Start in life with the support of caring parents and nurturing communities.

25 E Street, NW  
Washington, DC 20001  
Telephone 202 628 8787  
Fax 202 662 3510

The Cease Fire! launch is taking place immediately before the third annual Children's Sabbath observance (Friday, October 14 through Sunday, October 16). This year's Sabbath will be a strong moral witness against the violence of guns, poverty, and child neglect in American life. Religious leaders and other advocates for children in hundreds of communities and thousands of congregations will join together to begin community dialogues about the range of solutions to the crisis of violence in our families, schools, communities, and nation. Those remedies will have to include personal and community behavioral changes, preventive investment strategies, providing children positive alternatives to the streets, and control of the unbridled trafficking in and access to non-sporting firearms. I invite you to participate in a Children's Sabbath in your home community this weekend. If you would like to know what congregations are holding such Sabbaths, please call Lauren Shaham (662-3589) at CDF.

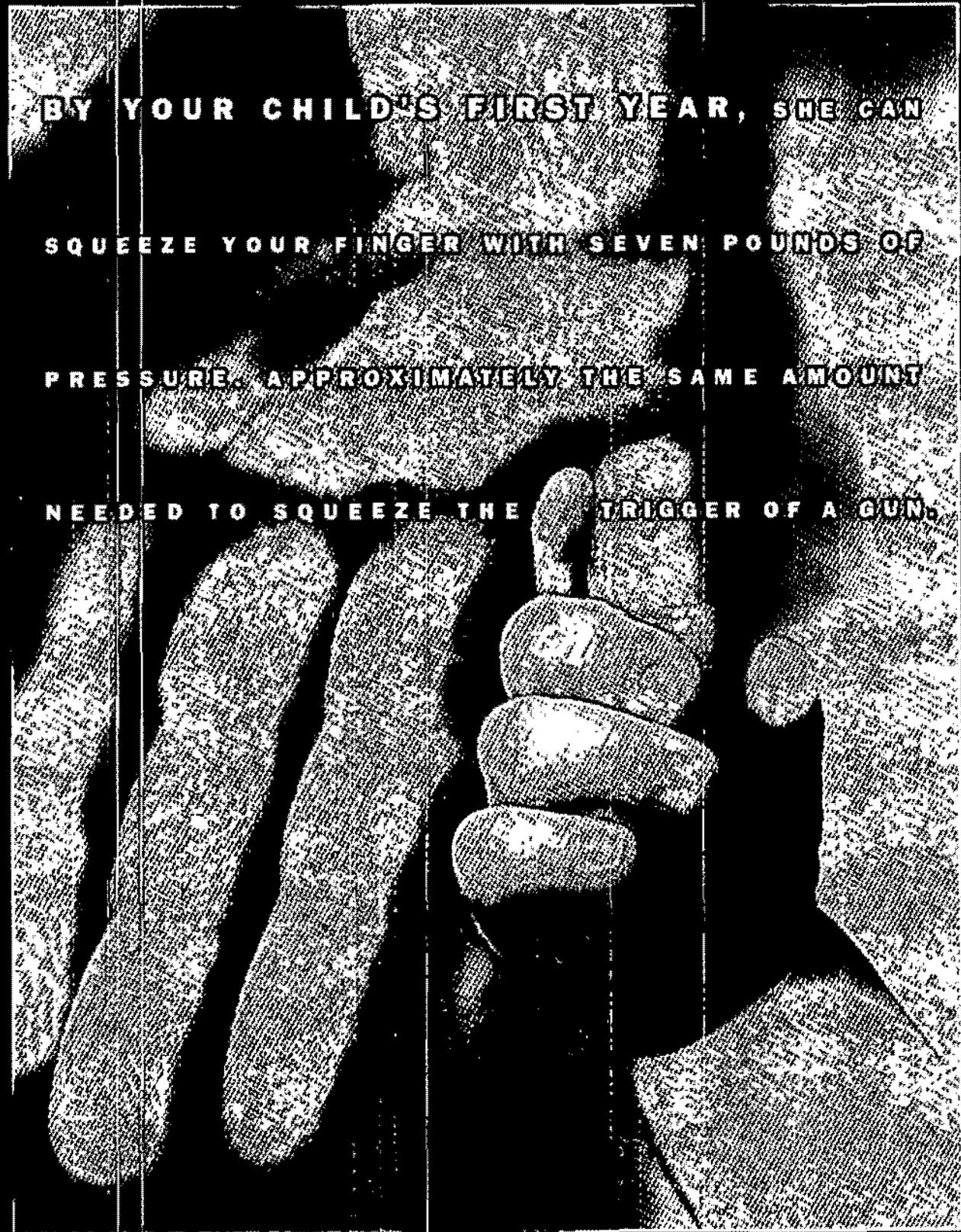
We must mobilize ourselves, our families, friends, religious congregations, schools, and communities to do whatever is necessary to place a priority on protecting children rather than on protecting guns, and ensure that all of our children live in safety. I am enclosing a copy of today's press packet for your review. It includes "slicks" of the print ads. If you would like additional information about the campaign, please contact Hattie Ruttenberg (662-3596) or Mylan Denerstein (662-3645) at CDF.

Sincerely yours,

A handwritten signature in black ink, appearing to read 'M. Edelman', with a stylized flourish at the end.

Marian Wright Edelman





**BY YOUR CHILD'S FIRST YEAR, SHE CAN**

**SQUEEZE YOUR FINGER WITH SEVEN POUNDS OF**

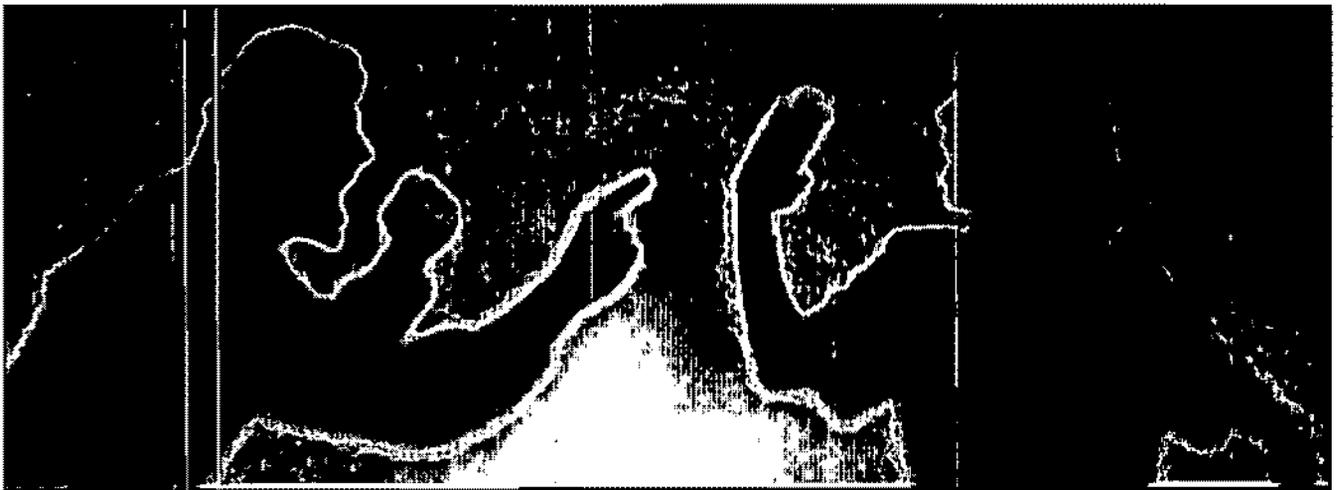
**PRESSURE. APPROXIMATELY THE SAME AMOUNT**

**NEEDED TO SQUEEZE THE TRIGGER OF A GUN.**

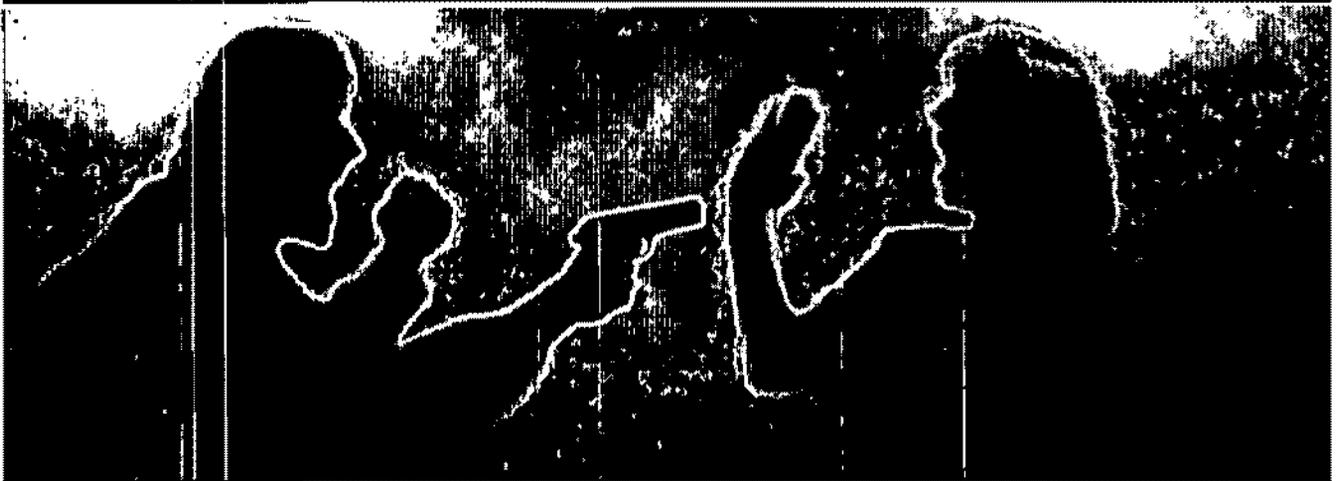
Every year, hundreds of children accidentally shoot themselves or someone else. So if you get a gun to protect your child, what's going to protect your child from the gun?

**C E A S E F I R E**  
Children's Defense Fund and Friends

FOR MORE INFORMATION, CALL 1 800-GOP-1709



**A GUN IN THE HOME CAN  
MEAN THE DIFFERENCE BETWEEN  
AN ARGUMENT AND A FUNERAL.**



If you keep a gun in your home, it's 18 times more likely to kill someone living in your home than to kill an intruder. And that's a statistic you can't argue with.

**CEASE FIRE**  
*Children's Defense Fund and Friends*

FOR MORE INFORMATION CALL 1-800-GDF-1200

WHAT DOES  
IT TAKE FOR A  
KID TO BUY A  
\$50 HANDGUN?



ABOUT \$50.

And the underground market. And weak gun restrictions. And slack enforcement.  
And greedy gun dealers. And, of course, a lack of support for gun control.

**CEASE FIRE**  
*Children's Defense Fund and Friends*

FOR MORE INFORMATION, CALL 1-800-CDF-1200

**THIS IS HOW MANY SAFETY  
REGULATIONS OUR GOVERNMENT  
IMPOSES ON THE PRODUCT  
THAT KILLS OVER 5,000  
AMERICAN CHILDREN A YEAR.**



There's not a single federal standard governing the safety of one of the most dangerous products made. It's time for our laws to start protecting children, instead of protecting guns.

**CEASE FIRE**  
*Children's Defense Fund and Friends*

FOR MORE INFORMATION CALL 1-800-CDF-1200

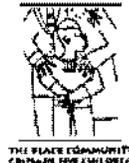


*Every two hours  
an American child  
is killed by guns.*

Gun homicides, suicides, and accidental shootings wipe out a classroomful of children every two days.  
And every day at least 30 more children are injured by guns.

Children need our prayers and our urgent action now to protect them and keep them safe from violence.  
Join the network of faithful child advocates today. Call 1 800 ASK BCCC.

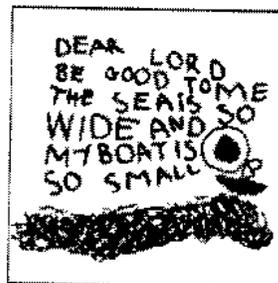
Participate in the annual National Observance of Children's Sabbaths.



*"Blessed are the peacemakers for they will be called children of God."  
Matthew 5:9*

Embargoed for Release  
Thursday, October 13, 1994

Contact: Stella Ogata, 202-662-3609  
Lisa Butler-McDougal, 202-662-3615



Children's Defense Fund

## **CDF AND RELIGIOUS LEADERS LAUNCH CRUSADE TO PROTECT CHILDREN AGAINST VIOLENCE**

*Public Service Ads Urge Parents and All Adults to Seek a Cease Fire!  
in Gun War Against Children*

WASHINGTON, D.C. -- Startling public service ads and a National Observance of Children's Sabbaths in thousands of congregations across America herald the beginning of a new campaign to give every child in America a Safe Start, the Children's Defense Fund announced today.

The national children's advocacy organization said it has added Safe Start as the fourth pillar in the foundation every child needs to grow up in America, in addition to a Healthy Start, a Head Start, and a Fair Start.

"The first step in giving every child in America a Safe Start is for millions of adults to stand up and make it morally unacceptable for a child to be killed by gunfire every two hours," said CDF President Marian Wright Edelman. "Every parent, religious, political, and community leader and caring adult must ask why we have allowed violence to grow like a malignant tumor in our homes, schools, streets, media, and popular culture, and why our public policies place a higher priority on protecting guns and profits than on protecting children."

CDF's third annual National Observance of Children's Sabbaths, Oct. 14-16, is sponsored in cooperation with over 150 denominations and religious organizations. Thousands of congregations with millions of members are expected to hold special worship services and education programs on this year's theme of preventing violence against children. Over 40,000 "how-to kits" on developing Sabbaths celebrations were requested from CDF this year.

-more-

25 E Street, NW  
Washington, DC 20001  
Telephone 202 628 8787  
Fax 202 662 3510

*Religious Community Leads A Moral Witness for Children*

"Congregations around the country are sponsoring a range of programs to help people put their faith into action on behalf of children," said David Saperstein, director, Religious Action Center of Reform Judaism. "These activities include a church in Mendocino, California, which will toll its bell every two hours to remind the community that a child dies from gunfire every two hours; a congregation in Kansas City participating in a "wailing wall" activity where newspaper clippings about community violence will be displayed and prayers for victims families will be offered; and a city-wide interfaith service in Minneapolis where moving statements about violence, written by children in juvenile detention, will be read."

According to Rev. H. Michael Lemmons, executive director, Congress of National Black Churches, "The religious community must continue raising its voice as the conscience of America but we also must be agents of change and ambassadors of peace. We must urge the faithful not to arm themselves against our children, but to learn from scripture to turn our swords into plowshares."

"The religious community must become the moral locomotive rather than the moral caboose in confronting the crisis of violence which plagues our children," Edelman said. "Violence affects children of every race, income group, and geographic region, so it is appropriate that thousands of congregations of many faiths will begin this weekend to search for responses to this crisis which is tearing so many families and communities apart."

CDF attributes the overwhelming participation in the Sabbaths this weekend to the eagerness of people to put their faith into action on behalf of children and the increased public awareness of the breadth of the child violence crisis. Tragically, 50,000 children have been killed by gunfire since 1979, according to CDF. Gun-related homicides, suicides, and accidental shootings were the cause of 5,356 child deaths in 1991 (the most recent year for which data are available). The organization pointed to newly analyzed data which show that child gun deaths occur in every state. In 1991, California (903), Texas (551), and New York (371) led the nation in child gun deaths -- which taken together is twice the number of handgun deaths of citizens of all ages in Sweden, Switzerland, Japan, Canada, Great Britain, and Australia combined. Delaware (3), Hawaii (5), and New Hampshire (9) had the fewest number of child gun deaths during the same period.

Edelman said that escalating violence by and against children is no coincidence, but the manifestation of a range of serious and too long-neglected problems including high and rising child and family poverty, inadequate job opportunities for youths and young adults, drug and alcohol abuse, racial intolerance, violence in the media and in our homes, and the aggressive marketing of and easy access to deadly non-sporting firearms.

"There is no one solution but there are a range of solutions to the violence crisis including providing children with positive alternatives, connecting them to caring adults and nurturing communities, youth jobs and service opportunities, effective gun control measures, and common sense self-restraint in advertising, media and cultural signals," Edelman said. "We must stop our glamorization of violence as entertainment and find alternative ways to resolve disputes and relate to each other."

### *CDF Launches Cease Fire! Public Education Effort*

At a news conference in Washington, D.C., Edelman displayed a number of advertisements in which gun manufacturers targeted parents, particularly women, urging the purchase of guns and gun accessories in order to "protect" families.

"The marketing of guns to parents and especially to women and children is deeply offensive as it exploits our fears and rivals the tobacco industry's efforts to convince us that an inherently dangerous product is somehow good for us," said Edelman. "Parents need to arm themselves not with guns, but with information about how to protect their children from violence. When you look at these ads, ask yourselves whether the advertiser is more interested in protecting children or protecting profits."

Designed pro bono by the award-winning, Minnesota-based advertising agency, Fallon McElligott, the campaign informs parents and all adults that bringing a gun into the home does not make families safer. The five ads which comprise the print portion of the campaign warn families about the tremendous risks non-sporting firearms pose to children:

- The presence of guns have turned many arguments into funerals. Even excluding firearm-related suicides, a gun in the home is 18 times more likely to kill someone living in the home than to kill an intruder.
- In stark contrast to the safety standards governing the manufacture of pajamas, teddy bears, or toasters, there are no federal safety standards for the manufacture of guns -- one of the most dangerous consumer products on the market.
- By a child's first year, she can squeeze a parent's finger with seven pounds of pressure, approximately the same amount needed to squeeze the trigger of a gun.

One of the campaign's most powerful print presentations, "Wall of Names," is reminiscent of the Vietnam Memorial as it lists the names, ages, and hometowns of over 600 children from 39 states killed by gunfire in 1993-94 (a fraction of the more than 10,000 children nationally who CDF estimates will have died from gunshot injuries during the two-year period). At the end of the ad, CDF warns parents and all adults: "So if you have a child, and you have a gun, better lose the gun. Before you lose the child." The campaign also features a 30-second television public service announcement, slated to air on major commercial and cable television networks beginning next month. In a striking comparison, the television ad, "Protest," reveals that more than 50,000 children have been killed by guns since 1979 -- more than the total number of American battle casualties suffered during the Vietnam War. The ad raises awareness that a tragic domestic war is being fought on American soil, and this time children are the battle casualties. The sequence ends with a poignant question leaving the viewer wondering how adults can possibly keep silent as thousands of children die every year.

Other public education efforts include the distribution of a free and newly released publication, **The Challenge: Preventing Youth Violence**, which was prepared by the Urban Strategies Council, the Western regional office of the Black Community Crusade for Children (BCCC), which is coordinated nationally by CDF. The report is designed to highlight some of the youth violence prevention programs operating around the country, and to provoke discussion about the need for more high-quality programs that link young people to caring adults. CDF is also distributing free to the public a Cease Fire! brochure that lists myths about guns and the things individuals can do to prevent violence against and by children.

Local child advocates in eight cities will unveil the Cease Fire! campaign at news events today and urge television stations in their communities to air CDF's public service announcement this fall. Local advocates, who will also be distributing copies of *The Challenge*, include Children's Sabbath coordinators, BCCC working committee members, and representatives of local child and family service organizations.

### Background on Press Conference Family Speakers

**Terri Thompson and her 10 year-old daughter, Andrea.** Terri lost her 12 year-old son, Joey Haskett, on August 3, 1993 in Elkhart, Indiana. Joey had made friends with a 13 year-old boy who, unbeknownst to Joey, had a history of psychological problems. Joey was killed in the friend's house, when the boy took his mother's gun that was left loaded in the night stand and shot Joey in the chest. Joey is described by friends as a wonderfully kind boy who was known around the neighborhood for helping shovel driveways in the winter. **Terri's message is that our children can be playing anywhere and that every parent should know if their children are in homes where there are guns.**

**Alice Thomas-Norris and her 12 year-old daughter, Shanette Jones.** Alice's 14 year-old daughter, Rolanda Lakesia Marshall, was shot on August 28, 1993 in Chicago en route to a fast food restaurant with her best friend. Rolanda died nine days later after being removed from life support. Police described her murder as a "typical West Side (drive-by) shooting, where they (assailants) spray a bunch of shots" randomly into the street. Rolanda was an extremely bright child, a regular Honor Roll student who edited the school newsletter and was elected to the Student Council. She also represented her school in the district science fair and earned many awards for her math and science achievements. Afraid for her safety on the daily walk to school, her mother had enrolled Rolanda in a better, safer school a half-hour bus ride from their West Side home. Her mother had rearranged her work schedule to take her daughter to classes and make sure she got home safely. Rolanda was known by her classmates for her infectious laughter and her willingness to stand up for what she believed in, even if she stood alone. Alice Thomas-Norris reared her children so they would, in her words, "want to be somebody." And Rolanda did. **Alice's message is that despite a parent's best efforts, even sending a child to a private school that is "safe," can not protect our children from streets that are unsafe.**



**Joey Haskett**



**Rolanda Lakesia Marshall**

Note: Joey and Rolanda are remembered in the "Protest" TV ad and "Names" ad.

## Local Cease Fire! Press Conference or Sabbath Contacts

Anthony Massengale (& Carla Hill, ext. 136)  
Drew Child Development Corporation  
1770 East 118th Street  
Los Angeles, CA 90059  
(213)249-2950 (o)  
(213)249-2970 (f)  
(818)792-6144 (h)  
(818)792-2011 (fax at home)

Greg Hodge  
Urban Strategies Council  
672 13th Street  
Oakland, CA 94612  
(510)893-2404 (o)  
(510)893-6657 (f)

Rev. Dr. Susan Newman  
Georgia Terrace  
659 Peachtree Street, NE  
Suite 320  
Atlanta, GA 30308

1st Congregational United Church of Christ  
105 Courtland Street, NE  
Atlanta, GA 30303  
(404)659-6255 (c)  
(404)688-2227 (f)  
(404)607-9040 (h)

Charlotte Roy, Publicist  
Roy Communications  
1987 Wellbourne Drive  
Atlanta, GA 30324

Winsome Hawkins  
Metropolitan Atlanta Community Foundation  
50 Hurt Plaza, Suite 449  
Atlanta, GA 30303  
(404)688-5525

Alice Johnson  
Executive Director  
AFCC&Y  
100 Edgewood Avenue, NE  
Rm. 1998  
Atlanta, GA 30303  
(404)527-7426

Judy Watts  
Agenda for Children  
1326 Josephine Street  
New Orleans, LA 70130  
(504)586-8509  
(504)586-8522 (f)

Janice Pryor  
12 Bond Street  
Cambridge, MA 02138  
(617)868-7405

Rev. Eugene Rivers  
Azusa Christian Church  
53 School Street, #5  
Dorchester, MA 02124  
(617)282-6704 (c)  
(617)282-2422 (f)  
(617)288-4217 (h)  
(617)597-1222 (pager)

Rev. Ray Hammonds  
Bethel AME Church  
215 Forest Hills Street  
Jamaica Plains, MA 02130  
(617)524-4311 (c)  
(617)524-4169 (f)

Maureen Filter-Nolan  
Project RESPOND  
3636 North Market Street  
St. Louis, MO 63113  
(314)534-6015  
(314)531-1047 (f)

Linda Kessler  
Interfaith Partnership  
418 E. Adams Avenue  
St. Louis, MO 63122  
(314)821-3808

Bill Logan & Peregrine Murphy  
Cathedral of St. John the Divine  
1047 Amsterdam Avenue  
New York, NY 10025  
(212)316-7564

Judy Wessler  
CDF - New York  
New York Child Health Project  
Robin Hood Foundation  
111 Broadway, 19th Floor  
New York, NY 10006  
(212)233-4000  
(212)233-4073 (f)

Preston McClain  
SE Raleigh Center for Common  
Health & Development  
568 E. Lenoir St.  
Raleigh, NC 27610  
919-856-5270

Elena Spaulding  
Women in Action Against Violence  
1608 Lincoln St.  
Durham, NC 27701

Darielle Hoy  
CDF North Carolina  
1801 Fayetteville St., Rm. 100  
Durham, NC 27707  
919-683-2785

David Weayer  
CDF Cincinnati  
258 Erkenbrecher Avenue  
Cincinnati, OH 45229  
(513)751-2332 (o)  
(513)751-2003 (f)

Mark Real  
CDF - Ohio  
52 East Lynn Street, Suite 400  
Columbus, OH 43215-3507  
(614)221-2244  
(614)221-2247 (f)

Olive Covington  
CDF Marlboro County  
117 Cheraw Street  
Bennettsville, SC 29512  
(803)479-5310 (o)  
(803)479-0605 (f)

Rev. Carolyn Bullard-Zerweck  
Greater Dallas Council of Churches  
2800 Swiss Avenue  
Dallas, TX 75204  
(214)824-8680

Julia Easley  
Dallas Children's Medical Center  
1935 Motor  
Dallas, TX 75235  
(214)640-7790  
(214)640-2924 (f)

---

THE WHITE HOUSE

George Stephanopoulos

To: Bruce Reed

For Monday's 11am  
Meeting on Conference  
on Youth Violence.

SUNDAY, FEBRUARY 28, 1993

# Little Progress Is Seen On Urban Ills Since 1968

## Group Urges \$300 Billion to 'Reconstruct' Cities

By Barbara Vobejda  
Washington Post Staff Writer

A quarter century ago this week, after devastating urban riots, a presidentially appointed panel known as the Kerner commission issued an ominous warning: "Our nation is moving toward two societies, one black, one white—separate and unequal."

Today, another report argues that despite some gains, the Kerner commission's warning "is more relevant . . . than in 1968." Moreover, the problems of urban America have been further complicated since then by new multiracial disparities and growing income segregation, according to the Milton S. Eisenhower Foundation, which has continued the work of the Kerner commission.

"Yes, there have been some improvements," said Lynn A. Curtis, Eisenhower Foundation president and author of a massive report updating the work of the commission. "But, in spite of that, the downside is considerably worse."

The foundation, which was created with the help of the younger brother of former president Dwight D. Eisenhower, calls for expenditures of \$300 billion over 10 years to invest in children and youth and to "reconstruct" American cities with funding for housing and infrastructure.

The document also recommends scrapping the Job Training Partnership Act and avoiding investment in enterprise zones, arguing that neither have been effective.

Underlying the foundation's policy recommendations is the bleak conclusion that, while some elements of the problem have changed, the basic social and economic disparities that were at the root of urban riots in the past clearly have not been erased.

The same frustration was evident

25 years ago when the Kerner commission, named after its chairman, Illinois Gov. Otto Kerner, issued its report. In that document, scholar Kenneth B. Clark referred to similar investigations of the 1919 riot in Chicago, the Harlem riot of 1935, the Harlem riot of 1943 and the Watts riot of 1965.

"It is a kind of Alice in Wonderland—with the same moving picture reshown over and over again, the same analysis, the same recommendations, and the same inaction," Clark said.

In its report today, the Eisenhower Foundation pointed to the riots in south-central Los Angeles last spring. "We can reflect again on the same moving picture," the report said.

The failure to make progress, the foundation said, can be tied to the "federal disinvestments" of the 1980s, when "the rich got richer and the poor got poorer."

The report cites several statistics to make its case: one in five American children lives in poverty; over the 1980s, average hourly wages fell more than 9 percent; infant mortality rates for children living in some big cities, including Detroit and Washington, were comparable to those in China and the former Soviet Union, and by 1992, one in four African-American males was in prison, on probation or on parole at any one time.

Curtis pointed to some positive developments since the 1960s, including the emergence of a solid black middle class, improved high school graduation rates among blacks and increasing numbers of black and Latino elected officials.

But conditions have worsened among the lower socioeconomic ranks, where there is deeper and more persistent poverty among the residents of isolated, problem-ridden ghettos.

In 1968, the Kerner commission laid out an extensive list of policy recommendations, including im-

proved police-community relations; job creation, early childhood education, improved vocational education and creation of low-income housing outside ghetto areas.

Many of the proposals set out by the Eisenhower Foundation are similar: full funding for Head Start; a goal shared by the Clinton administration; education reform; job training and placement for inner-city youth; new emphasis on drug prevention and treatment; health care coverage for the working poor and expanded Medicaid; federal funding for housing initiatives through local community development corporations; tenant management of public housing, and stricter gun control laws.

The goal, the foundation said, should be to build on programs that have been proven to work and eliminate those that do not.

Overall, the foundation said, the initiatives would require \$150 billion in investment for children and youth and another \$150 billion for housing, infrastructure and investment in technology to rebuild cities.

The report said that level of funding, to be spent over 10 years could be largely financed by savings in military spending, reductions in funding for the Agency for International Development, taxes on the very rich and a gasoline tax offset by credits for low-income groups.

Curtis argued that the funding also could be phased in, with some early improvements made simply by reorganizing. He cited as an example restructuring the Job Training Partnership Act so it is more focused on training disadvantaged youth.

Margaret Weir, a senior fellow at the Brookings Institution, said the some of these recommendations including job creation and training also are contained in President Clinton's economic stimulus package and may find public backing.

But for some of the other recommendations, particularly those targeted specifically at poor people, "it would be tough to get support," she said.

# The Two Societies

"In light of the sorry history of discrimination and its devastating impact on the lives of Negroes, bringing the Negro into the mainstream of American life should be a state interest of the highest order. To fail to do so is to ensure that America will remain forever a divided society."

— Justice Thurgood Marshall in *Regents v. Bakke*, 1978.

BOSTON

Twenty-five years ago today the Kerner Commission, appointed by President Johnson after terrible riots in Detroit and Newark the year before, made its final report. Gov. Otto Kerner and his colleagues warned: "Our Nation is moving toward two societies, one black, one white — separate and unequal."

For the anniversary, the Milton S. Eisenhower Foundation has issued a massive report on what we must do about the miseries of our urban ghettos — the miseries that exploded again last year in the Los Angeles riots. It is a valuable report because it refuses to accept what so many Americans have come to believe: that there is nothing to be done about the poverty, decay and crime of our inner cities.

The report, written by the foundation's president, Lynn A. Curtis, concludes that the Kerner Commission's vision of two unequal Americas is "more relevant today than in 1968, and more complex, with the emergence of multiracial disparities and growing income segregation." But it does not see this reality as a reason to give up.

"The fact is," the report says, "that we already know quite a bit about which investments work in the American inner city."

The focus of the report is on helping children and youth avoid the dead ends of ignorance and crime. It argues that a number of community-based programs in different cities have proved successful, and that it is time to apply their methods on a larger scale.

The methods include "sanctuary, extended family, mentoring... discipline, educational innovation that motivates a youth to obtain a high school degree, job training linked to job placement..." To spread those ideas the report proposes a national non-profit Corporation for Youth Investment, funded by both private sources and the Federal Government.

Among many other proposals, one is for a National Community Development Bank. It would encourage a

network of development banks like the South Shore Bank in Chicago, which has had much success in stemming urban decay — and has been profitable.

To finance its suggestions, the report calls for a gradual rise in Federal spending to a level of \$15 billion a year in new money for investment in children and youth, and \$15 billion for investment in inner cities themselves. Those levels, it says, should continue for 10 years.

I asked Roger Wilkins, a leading black analyst of urban problems who was sent by President Johnson to help deal with the Detroit riot in 1967, what he thought of the report. He welcomed its insistence that we must act and that we know a good deal about what to do.

"But I don't believe," Mr. Wilkins added, "that any social program in the world can do for a child what a healthy, economically steady family

## What we must do for our inner cities.

can do. So you have to strengthen families. That means focusing on job creation. You need income for families, earned income. Job training and placement should be centered on the aim of strengthening families."

If we recognize that necessity, we have to confront another contemporary reality: the decline of manufacturing industry in this country with the globalization of production. Strengthening the family in inner cities is dependent in that sense on President Clinton's aim of rebuilding American industry to create jobs.

There is one more aspect of the Eisenhower Foundation report that must be noted. After quoting the famous Kerner conclusion about two societies, the report has very little to say directly about race. That may reflect a political judgment.

Few white Americans want to think about remedial measures for the black heirs of centuries of discrimination. Reagan and Bush political strategy was to arouse racial fears, and then use them as a reason to do nothing. But a divided America, damaging to whites as to blacks, will continue until we face the issue of race. □

## REPORT FAULTS U.S. IN HANDLING RIOTS

### Group Urges New Methods to Stop Cycle of Uprisings

WASHINGTON, Feb. 28 (AP) — A new study says that despite a history of urban riots the United States has not learned how to improve inner cities and stop the cycle of upheaval.

The riots in Los Angeles last spring underscored the lack of Federal efforts to erase the racial and economic discrimination that led to riots as far back as 1919, said the report, released Saturday by the Milton S. Eisenhower Foundation to coincide with the 25th anniversary of a widely publicized report by the Kerner Commission.

In 1968, the commission concluded that the United States was "moving toward two societies, one black, one white — separate and unequal."

In its report, the Eisenhower Foundation, a Washington organization that maintains anticrime programs in several cities, said: "We can reflect again on the same moving picture — now the April 1992 riots in South-Central Los Angeles. Congress and the White House misunderstood the problem. They then constructed a solution that flew in the face of what really did work."

After the Los Angeles riots, Congress passed a \$1.3 billion package of small business loans and summer jobs. Another plan, voiced by President George Bush, focused on urban enterprise zones and drug-enforcement efforts.

Instead, said Dr. Lynn A. Curtis, author of the Eisenhower report, the Government should focus on training for high-technology jobs, affordable housing and community development banks that can finance inner-city projects.

The foundation also urged the Government to make these changes:

☛ Focus on drug treatment and prevention, rather than interdiction.

☛ Reorganize the Job Training Partnership Act to focus more on unemployed inner-city youths.

☛ Turn responsibility for building low-income housing over to nonprofit organizations, rather than profit-seeking developers.

☛ Spend \$15 billion more a year on programs for inner-city youths, and an extra \$15 billion in inner-city infrastructure, for 10 years.

The Kerner panel, also known as the National Advisory Commission on Civil Disorders, was convened by President Lyndon B. Johnson to find what caused urban riots in the late 1960's.

The New York Times

THE NEW YORK TIMES, MONDAY, MARCH 1, 1993

Copyright © 1993 The New York Times

# Los Angeles Times

SUNDAY, FEBRUARY 28, 1993

COPYRIGHT 1993 / THE TIMES-HEROLD COMPANY / 13 1/2 PAGES

## New Report Echoes 'Two Societies' Warning of 1968 Kerner Commission

### ■ Poverty: Eisenhower

Foundation says to counter the slide toward a divided nation, funds are needed to aid the hard-core inner-city poor.

By RONALD J. OSTROW  
Times Staff Writer

WASHINGTON—A presidential commission's conclusion 25 years ago that America was moving toward "two societies, one black, one white" has grown more relevant in the wake of last year's Los Angeles riots and the failure of government to respond, a national foundation warned Saturday.

As a remedy, the Milton S. Eisenhower Foundation called for the nation to focus on improving the lot of the urban hard-core poor, "the roughly 10% of the population who live in urban areas of concentrated long-term poverty, and whose violence and suffering has a disproportionate effect on American life, class tension and race tension."

The report recommended that federal officials scrap or reform a number of unsuccessful high-profile programs and move away from experimental efforts in favor of programs that have demonstrated success. The foundation estimated that at least \$300 billion would be needed over

10 years to carry out its recommendations.

The recommendations are being made on the 25th anniversary of a 1968 report by the Kerner Riot Commission, which was created by former President Lyndon B. Johnson after racial disorder struck Newark, N.J., Detroit and other cities in the summer of 1967, two years after the Watts riots in Los Angeles. The commission was headed by former Illinois Gov. Otto Kerner.

While there had been some gains since the 1960s in attacking the social ills that underlay the riots, many were undone by "federal disinvestments of the 1980s," said the foundation. The foundation was named for former President Dwight D. Eisenhower's youngest brother. It was created by members and staff of the Kerner Commission and two other presidential panels from the late 1960s.

"We conclude that the famous prophecy of the Kerner Commission, of two societies, one black, one white—separate and unequal—is more relevant today than in 1968, and more complex, with the emergence of multiracial disparities and growing income segregation."

After April's riots in Los Angeles, Congress enacted and then President George Bush signed a \$1.3-billion aid package that included small-business loans for Los Angeles and a \$500-million program for creating summer jobs for

youths throughout the country, the report noted.

Congress then passed a long-term aid package, which included urban enterprise zones and "weed and seed" initiatives to weed out criminal elements and then seed areas with social renewal programs.

The report questioned the value of both approaches.

"The day after the 1992 election, the President vetoed the bill," the report stated. "So ended the federal response to the riot, at least for the 102nd Congress."

"The contents of the vetoed bill and the motivations of Congress and the White House over the spring, summer and fall of 1992 raised grave doubts about whether the gridlocked American federal political process would or could ever enact informed solutions to the problems of the inner cities and the persons who live in them," the foundation report said.

The report identified Head Start preschools as an example of the kind of program that merits sharply stepped-up support, citing evaluations that Head Start is "perhaps the most cost-effective, across-the-board inner-city prevention strategy ever developed."

While more than half of those families earning \$35,000 and above send their 3-year-olds to preschool, the enrollment rate is only 17% for lower-income families, according to the report.

Calling for extending Head Start to all eligible children, the report said that "it is noteworthy, if frustrating, that the Kerner Commission called for 'building on the successes of Head Start' more than 25 years ago." President Clinton has proposed full funding of Head Start.

As an example of the need to scrap programs that don't work, the report cited the current major federal job-training system—the Job Training Partnership Act, launched in the early 1980s. While the program shows "marginally positive" results for disadvantaged adults, high-risk youth, "actually did worse than comparable youth not in the program," evaluations showed.

Job training and placement should focus entirely on "the truly disadvantaged" and be handled mostly through private, nonprofit community development corporations, the report said.

Among its other proposals, the foundation called for:

—Reversing the current federal spending formula so that 70% of anti-drug funds are devoted to prevention and treatment, while law enforcement and interdiction draw only 30%. The Clinton Administration appears to be leaning in that direction.

—Encouraging already established methods of successfully rehabilitating housing through nonprofit organizations but in a way that avoids "the infamous

red tape" of the Department of Housing and Urban Development.

—Making public housing work better through resident management of public housing properties. "Where tenants are well organized and exercise real power, conditions improve, based on demonstration programs to date."

—Supporting so-called innovative policing and community-based policing so they are the model for the 100,000 new police officers Clinton has pledged to put on the streets of America.

—Treating handguns, like tobacco, as "a broad-based public health problem," making them the target of a campaign waged by high federal officials, including the surgeon general of the United States.

The report, while estimating that its recommendations would require \$300 billion over 10 years, noted that reducing the federal budget deficit will be a high priority during the 1990s.

But some of the reform could begin as part of the economic stimulus program, the foundation said. In addition, defense spending cuts, higher taxes on the wealthy and the proposed energy tax could be used partly to expand Head Start and reform job training and placement, the report said.

Carrying out all of the proposals "may take in the neighborhood of 15 to 16 years—almost a full inner-city generation," the foundation said.

# THE MILTON S. EISENHOWER FOUNDATION

Marvin E. Wolfgang  
Marilyn Mekonian  
Co-Chairs

Elliott Curma  
M. Isolina Ferre  
Bernard W. Kinsey  
Yvonne Scruggs  
Vice Chairs

Lulu Mae Nix  
Raymond Shanholtz  
Co-Chairs, Executive Committee

Soji Teramura  
Treasurer

Lynn A. Curtis  
President

## HEADQUARTERS:

SUITE 200

1660 L STREET, N.W.,  
WASHINGTON, D.C. 20036

TELEPHONE: (202) 429-0440

FACSIMILE: (202) 452-0169

## RESEARCH AND EVALUATION OFFICE:

TELEPHONE (212) 242-4016

FACSIMILE (212) 924-1435

MICHAEL D. BARNES  
HOGAN & HARTSON  
COUNSEL

Thomas O. Barr

Gibert Bonnemaison

Edward W. Brooke

James P. Comer

Joy G. Dryfoos

Robert E. Duke

Fred H. Hams

Mary C. McPherson, Jr.

Mim Silbert

Elizabeth Sturz

Roger W. Wilkins

June 24, 1994

## VIA MESSENGER

Mr. George Stephanopoulos  
Senior Advisor to the President  
The White House, West Wing  
1600 Pennsylvania Avenue, N.W.  
Washington, D.C. 20500

Dear Mr. Stephanopoulos:

I am writing to ask if we might meet in your offices.

At a Presidential Policy Forum earlier this year to honor the twenty-fifth anniversaries of President Johnson's Katzenbach Crime, Kerner Riot and National Violence Commissions (the latter directed by Lloyd Cutler), Henry Cisneros, our keynote speaker, concluded:

Last year, the Milton S. Eisenhower Foundation brought out a remarkable report, "Investing in Children and Youth -- Reconstructing Our Cities." Revisiting the findings of the Kerner Commission in the aftermath of the 1992 civil disturbances in Los Angeles, the report's authors concluded that the Commission's prophecy of a divided society was "more relevant today than in 1968 and more complex with the emergence of multiracial disparities and growing income segregation."



June 24, 1994

Page 2

As we sat down in the first months of the Administration and began to chart the underlying philosophies, the threads that we would use to create strategy, it was this report as much as any other that was useful. In facing these problems head on, the Foundation's report chartered a course for dealing with them. In simple, straight forward language, the Foundation called that section of the report "Doing What Works." The report suggested increased investment in children and youth, improved job training and placement initiatives, increased support for community development corporations and community development banks, more community policing, more tenant public housing management, tougher gun controls, welfare reform and health reform.

Does it all sound familiar? Well it should -- because many of these recommendations were advanced by the President in his first year and enacted by the Congress. And still more of these recommendations will be proposed and enacted by Congress this year. The President has made his priorities clear. And they're driven by his own experience as a governor in doing what works.

The Foundation is the continuation of the Katzenbach, Kerner and Violence Commissions, and I was Executive Director of President Carter's Urban Regional Policy Group.

You received a copy of the Kerner update report. President Clinton has written good words on it to the Foundation (enclosed). The Foundation stressed that we already know a great deal about what works when it comes to crime and the inter-related problems of the inner city. So we ought to be about replicating what works on a broader scale. Not just starting new demonstrations that reinvent the wheel.

As you now complete negotiations on the crime bill, I thought the time was appropriate to recontact you. We invited you to keynote at the Policy Forum at which Secretary Cisneros spoke. You had a scheduling conflict, but wrote me to keep in touch.

I wish to talk with you about ways the Foundation can partner with the Administration in replicating what works in the inner city. The Foundation has private resources to match. But we have been frustrated to date in trying to convert the positive feedback from the Administration on the Kerner update report into public-private funding partnerships to replicate what works.

For example, we have no indication that the Labor Department will respond positively to Senator Harkin's enclosed request that Eisenhower be granted funds to replicate the highly successful South Bronx Argus Community program for high-risk youth. We have match funds from the W.K. Kellogg Foundation, DeWitt Wallace-Reader's Digest Fund and W.T. Grant Foundation. Decisions will be by Labor by about 1 July.

June 24, 1994

Page 3

Over almost ten years, this Foundation has pioneered in the creation of residential and non-residential police mini-stations which are run with 501(c)(3) inner-city community-based youth development organizations.

For example, for the last four years, the Foundation has been funding, assisting and evaluating the non-residential Logan police mini-station in North Philadelphia. The preliminary evaluation findings are that crime fell by 24% over the initial 2 years. The mini-station is governed by a board composed of community residents and police. Through the board, residents have a stake in the station.

The Logan mini-station was begun by former Philadelphia Police Chief Willie Williams, after he participated in a 1988 Foundation delegation to Japan to observe mini-stations there, where they are called "kobans." (The Foundation now is working with Chief Williams in South Central Los Angeles.)

In San Juan, Puerto Rico, crime has been reduced by 30% in the first year of a residential police mini-station being funded, assisted and evaluated by the Foundation at Centro Sister Isolina Ferre in the tough Caimito neighborhood. An officer lives upstairs in the "koban" with his wife and children. The mini-station is downstairs. Extra non-residential officers are at the "koban" during the day. The "koban" is at the entrance of a complex of child and youth development programs run by Centro -- including pre-school, computer-based remedial education, GED preparation, job training and job placement. Centro also employs "advocates" -- young adults, about age 18 or 19, who mediate between police and juveniles who are on the verge of getting into serious trouble.

Community non-profit youth organizations are true and equal partners in these initiatives. In San Juan, the community organization, Centro, actually trains police in how to work with the community. Over 300 police have been so trained.

We wish to replicate such partnerships in inner-city neighborhoods, public housing and high schools. But so far progress has been slow in our negotiations with Justice, HUD, Education and HHS. Substantial funding from Japan can be matched. The implications are considerable for the prevention and community policing components of the crime bill, and for empowerment zones.

After the L.A. riots, a New York Times-CBS poll found that a majority of Americans were willing to do more on crime and the inner city, much along the lines of the Administration and the Foundation. But a majority also perceived that the main obstacle to doing more was "lack of knowledge."

That is a terrible misconception. It undermines the priorities of the Administration and

June 24, 1994

Page 4

the Foundation. Accordingly, our Trustees, on June 9, approved development of a new initiative to try to tap the media, especially the electronic media, to change the attitudes of the citizenry and of public opinion leaders.

A more knowledgeable public could help greatly in implementing the crime bill, creating job training reform, expanding Head Start and building welfare reform. The Foundation will spearhead the initiative. Administration support, collaboration or at least input will be crucial.

I hope we can discuss this media initiative and replication partnerships in person.

Sincerely,

A handwritten signature in black ink that reads "Lynn A. Curtis". The signature is written in a cursive, slightly slanted style.

Lynn A. Curtis, Ph.D.

President

LAC:cfy  
Enclosures

April 18, 1994

**MEMORANDUM FOR THE PRESIDENT**

**From:** Liz Bernstein  
Jake Siewert

**Subject:** Background information for MTV's "Enough is Enough Forum" on Youth Violence

---

Summary

This memorandum provides background information regarding the subjects that will be covered for each segment of the forum, and the participants. Except for the last portion, the "Rapid Round" section (quick Q and A on any subject), all of the questions will be related to the issues of youth violence outlined below.

Attached to this memo you will find general talking points on the youth-related provisions in the crime bill, points on the Drug Strategy, a "Face the Nation" transcript on youth violence, an overview of MTV's anti-violence campaign, and two video tapes from that campaign that have already aired.

Segments

Each of the segments will begin with a pre-taped package. They are outlined here, in order:

**LEGISLATION**

This is an overview of proposed legislation; it includes the main initiatives of the crime bill as well as Bradley/Schumer (individual licensing and gun registration) and Senator Moynihan's ammunition tax proposals. The piece also includes kids' reactions to the legislation: How they think it will work, and what parts will affect them personally. Hosted by Alison Stewart, it features sound bites from you, Senator Bill Bradley, kids involved with Job Corps and "man on the street" interviews.

**COMMUNITY SOLUTIONS**

The goals and methods of various community-based groups are highlighted in this piece. Secretary Riley opens and closes with sound bites relating to why he thinks these programs are effective. Throughout the piece, we see a variety of groups in action, along with interviews of young people participating in the programs, and their peer leaders. The following programs are featured:

### **Solving Conflict Creatively – Conflict Resolution**

Conflict resolution attempts to address the issue of violence by increasing awareness of: homicide and the factors associated with it; positive ways to deal with anger and arguments; the leading precipitants of homicide; how fights begin and escalate; and alternative choices. It is based on the premise that violence can be prevented and that the classroom is an appropriate place to discuss these issues.

The *Solving Conflict Creatively Program* reaches thousands of kids through schools, particularly in NYC. It works with students, school staff, and parents to incorporate the knowledge and skills of conflict resolution, appreciating diversity and countering bias into every aspect of a school's daily life. Early evidence has shown that these programs effectively reduce violence and disruptions. MTV has chosen to highlight a program in New Orleans, Louisiana.

### **Alternative Activities**

*Midnight Basketball*, Chicago, Illinois and *Soccer-in-the-Streets*, Atlanta, Georgia. Soccer-in-the Streets is an educational/motivational program, in addition to playing sports, its includes self-esteem workshops and counseling. As opposed to Midnight Basketball, the Soccer program is after-school and in the daytime. An estimated 30 cities are active in the program nationwide.

### **Peer Mediation**

In addition to conflict resolution curriculum, schools are beginning to supplement their programs with peer mediation activities. They use third parties -- usually trained students-- to mediate conflict and disputes that arise at school. These are the two programs highlighted:

*Violence Reduction Workshop – Robeson Center*. This Center was used for consultation with The Cosby Show. They actively use young people in role-plays to get their anti-violence message across to other kids. *FACES* is a group of students who travel around to schools all over New York, sharing personal experiences of violence and expressing them in a format much like a play.

### **Gang-Prevention**

In 1991, Phoenix police formed a partnership with local educators and community leaders to develop an innovative, comprehensive anti-gang program. The result was *GREAT– Gang Resistance Education and Training*. GREAT goes into the classroom to prevent young students from getting into trouble and to stop them from joining gangs.

Specially trained uniformed police officers teach GREAT during the regular school year. During eight one-hour sessions, students learn how to act in their own best interest when faced with peer pressure, and learn how to say no to gang participation.

## GUNS IN SCHOOL

This piece examines the reality that every day many thousands of students have to deal with the fear of violence in their school. MTV has profiled the measures being taken to try to prevent this violence, as well as students' reactions to having to walk through metal detectors or be frisked. Students relay their hopes and fears of life in school right now. Students from New York, New Orleans, and Omaha, Nebraska are featured.

[Note: This last piece may be dropped if the forum is running long]

## RELATIONSHIP BETWEEN DRUGS AND CRIME

An MTV poll stated that the majority of their audience thought that drugs were the number one reason or cause of violence crime. This piece illustrates how young people from all areas have felt the effects of drug-related violence.

Two groups actively fighting drugs are profiled: An upstate New York *D.A.R.E.* session in a high school classroom where a police officer is talking to students about the dangers of drugs and their consequences; and a group called Elm City Nation in New Haven, CT. Elm City was started by inner-city teens and counts among its members many ex-drug dealers and gang members. They use their street credibility to talk to anyone they think might be involved in gang- or drug-related activity. Interviews are with NYC and upstate NY police, ex-drug dealers, students and "man-on-the-street" interviews.

## Participants

MTV has chosen two-hundred 15-20 year-olds from all over the country. They come from diverse backgrounds. Most are from the Washington, D.C. area. Other areas include: New York City; Tulsa, OK; Cleveland, OH; Atlanta, GA; Kansas City and St. Louis, MO; Charlotte, NC; Newport, RI; Miami, FL; Valley City, ND; Philadelphia, PA; Boston, MA; Baltimore, MD; New Orleans, LA; Blue Earth County, MN; Jackson, MS; and a good number of international students.

Four of the kids have criminal records. The one most likely to ask a question is **Cameron Walker**, from Cleveland, OH. Cameron was arrested at age 15 for armed robbery and was sentenced to 4 months in a detention center. While on probation, he was arrested for attempted robbery and was sentenced to the Roulston Boot Camp in Ohio. He now lives in Cleveland under supervision of a community group and a police lieutenant.

# MTV NETWORKS

A VIACOM COMPANY

Tom Hresten  
Chairman and  
Chief Executive Officer

Jim

President William J. Clinton  
The White House  
1600 Pennsylvania Avenue  
Washington, D.C. 20500



Original +  
Videotape w/  
Carol Rasco

Dear Mr. President:

It is certainly my pleasure to be in Washington today for the announcement of your public service campaign against violence. MTV Networks supports your efforts to "give children back their childhood" wholeheartedly and I am confident that your spots will be well received by MTV's, VH-1's and Nickelodeon's audiences.

We agree that children and young adults have the most to lose in an increasingly violent society. Accordingly, we have made the "anti-violence" issue the Pro-Social priority for MTV Networks this year. We have consulted a wide array of experts in this area and are creating ambitious, creative and hard hitting campaigns for all of our networks; MTV, Nickelodeon, and VH-1. Each of these will receive the same level of support and commitment we gave to our political awareness campaign, "Choose or Lose," back in 1992.

Let me briefly run down the activities under this mandate on each of our networks.

•**MTV.** MTV has initiated a campaign called "Enough is Enough." Its purpose is to make it "cool" for young people to turn to non-violent conflict resolution as well as to focus attention on the tragic consequences of violence in their lives. The campaign will include special programming like forums with political leaders, MTV News coverage, public service announcements, local market activities, and events with artists and political and community leaders. As the campaign unfolds, we will also enlist the support of our partners in the advertising and cable industries.

We are hoping that you yourself will be able to appear in a forum with MTV viewers that will run on the network and will totally focus on the issue of violence in our society. We are pursuing this request with Mark Gearan from your Communications Office.

•**Nickelodeon.** Nickelodeon is developing a series of public service announcements in its own style that are specifically devoted to address violence in our society and what

Page 2

kids can do about it. Additionally, we have made special editions of our "Nickelodeon News" program focusing on the violence issue. We already aired one called Are You What You Watch? about the effects of television violence on kids. Again, we hope to utilize the resources of our cable affiliates by servicing these spots to run on their local channels.

•VH-1. VH-1 is about to announce their own campaign on violence that will focus on domestic violence. This campaign will also involve the creation of PSAs and various news reports and specials.

On another note, your administration's interest in issues of importance to young people has been consistent and has not gone unnoticed. We appreciate George Stephanopoulos' participation in MTV's recent fundraiser for "Rock the Vote" and would like to continue this mutually supportive relationship in the future. The fundraiser raised some \$200,000 for "Rock the Vote." It was a tremendous success and will cover a major portion of their expenses.

I have enclosed a tape, which will highlight elements of our anti-violence campaigns to date. It is my hope that your public service campaign in conjunction with our own very ambitious campaigns will give young people "something to say yes to" and a voice for change.

Best Regards,

Tom Freeston

*Bruce - Please give me any suggestions ~ I just threw this together to get the ball rolling - Thanks*

THE WHITE HOUSE  
WASHINGTON

April 25, 1994

*Jody*

MEMORANDUM TO RAHM EMANUEL  
MARK GEARAN  
JACK QUINN  
BRUCE REED  
RICKI SEIDMAN

FROM: JODY GREENSTONE *at SAC*

SUBJECT: VIOLENCE "ROUNDTABLES"

This memorandum follows-up on the Vice President's proposed series of "roundtable" discussions on violence.

**I. Background**

In a memorandum to the President on March 11, 1994, the Vice President proposed a series of roundtable discussions on crime and violence. The President indicated an interest in moving forward with this idea. In addition, in a meeting with the President and broadcast and cable network presidents in March, the Vice President raised the possibility of airing the Roundtables simultaneously on all networks (i.e. a programming "roadblock"):

In subsequent conversations with the networks, we determined that the best way to proceed was for us to make an opening proposal. The following proposal tries to balance the Vice President's objectives, the network's desires and our overall crime and violence strategy.

**II. Importance of Violence Focus**

There are important reasons for the President and Vice President to maintain an ongoing focus on crime and violence.

First, experience from other initiatives such as the "designated driver" campaign shows that it takes a sustained effort over a minimum of three to five years to have a real impact on social expectations and norms. Only by sticking with our anti-violence message can we hope to change the attitudes and culture which lead to violence. Our continued involvement will also keep violence high on the media's agenda which is essential to making a difference in this area.

Second, violence will not disappear when the Crime Bill passes and people will need reassurance that the President is still concerned and involved.

Third, as the Vice President's memorandum points out, violence is a natural platform to take this presidency beyond legislative initiatives. It will enable the President to use the bully pulpit, as he did in Memphis and the State of the Union, to reinvigorate the values of family, community, opportunity and responsibility. In addition, as the President noted on the Vice President's memo, this

will reinforce his work on health care and welfare reform.

### **III. Timing of the Roundtables**

I would recommend that the first Roundtable be scheduled within a week after the vote on the Crime Bill (or alternatively, on the day we sign the Bill). There are several reasons for this.

First, the broadcast networks are concerned about the political implications of airing a roadblocked Roundtable prior to the vote (opponents of the Bill could theoretically demand equal time).

Second, to accomplish the roadblock, all network news divisions will need to determine that the Roundtable is newsworthy. Their interest level will be higher if we tie the Roundtable to the vote or signing of the Bill.

Third, from the Administration's perspective, a Roundtable immediately after a successful vote allows us to both talk about what was just accomplished and at the same time to show that we will keep slugging away at the problem until it is solved. This timing makes it clear that the President understands people will still be worried about crime and violence even though the Crime Bill passed.

Note, even if the Crime Bill does not pass, a Roundtable after the vote will still be newsworthy and give the President an opportunity to lead the country through a difficult and disappointing period.

Assuming a vote in late May, the first Roundtable could be right before Memorial Day or the first week of June. We would then schedule five more Roundtables in September, November, January, March and May so we will have a full year focusing on violence after the Bill.

### **IV. Structure of the Roundtables**

The Roundtables will be one hour discussions on crime and violence.

#### **Location**

The Roundtables would not be in Washington. They would be in locations throughout the country with a meaningful nexus to the topic. For example, Rahm has suggested that we go to Polly Klaas' hometown for a post-Crime Bill event. This would be a powerful location for the first Roundtable.

#### **Participants**

Participants would include primarily real people from the local community -- adults and children, who have been touched by violence and who are finding solutions; community leaders and relevant experts.

#### **Moderator**

The President and the Vice President would lead the Roundtable discussions. This avoids the problem of selecting a moderator who is identified with any specific network. This is particularly important for the first Roundtable. The remaining Roundtables could include moderators from participating networks.

#### **Network Coverage**

After meeting with the President and the Vice President, the networks indicated that they are willing to consider roadblocking the first Roundtable and suggested airing the others on a rotating basis. However, following the Vice President's lead, I believe we should initially propose that all six

Roundtables be roadblocked nationally. If the networks are unwilling to go along, I would propose that the first Roundtable air nationally on every channel at the same time and that the rest of the Roundtables air nationally on selected channels and be made available to all channels in the relevant regional markets. Individual networks would also be encouraged to air their own programming on related issues before or after the Roundtables and involve their local affiliate in community activities.

### Call-in Questions

Given that we are seeking national coverage, the President and the Vice President would take call-in questions from around the country.

### Themes

Since it is our hope to roadblock at least the first Roundtable, and since it will follow the Crime Bill Vote, it should have a broad theme which will work across all networks. I would suggest focusing on solutions using a theme such as "Ending Violence in America: What Each of Us Can Do."

The other Roundtables would also focus on solutions, but would be targeted to more specific issues. Moreover, if we can not get a national roadblock, these Roundtables would be tailored to air on selected networks reaching the most appropriate audience. For example, we could propose the following topics and placements.

- 1) Conflict Resolution - An afterschool Roundtable special on ABC and Nickelodeon; located in Kansas City where the first "Squash-It" campaign is underway.
- 2) Positive Alternatives - A late night Roundtable on MTV and FOX; located in Cleveland, Baltimore, Chicago or other city with a strong midnight basketball league.
- 3) Community Responses - A Sunday evening Roundtable on CBS, CNN and the Family Channel; located in Denver where the community has been active with gangs and anti-violence initiatives.
- 4) Drugs and Alcohol and Kids - A Saturday morning Roundtable on NBC, the Cartoon Channel and the Learning Channel; located in a southern city with successful youth prevention and treatment programs.

Other topics might include guns, school violence and community policing.

### V. Next Step

I believe we have an unprecedented opportunity to involve all of the networks in addressing a major social problem. If there is a commitment to move forward along the lines outlined, the next step is to make a formal proposal to the broadcast and cable communities. Obviously, given my belief that the Crime Bill Vote is a compelling hook for the kickoff Roundtable, we need to start discussions soon. If the networks are unwilling to cooperate, we should still begin planning the Roundtables using a regional Town Hall media strategy.

Please let me know how you wish to proceed.

cc: Liz Bernstein                      Jeff Eller  
      Jose Cerda                        Kumiki Gibson  
      David Dreyer                     Lorraine Voles

**let's stop**

**kids**



**kids**

**America Focuses on  
Youth Violence and Its Prevention  
April 25–May 1, 1994**

**Local Organizing Handbook**

# LET'S STOP KIDS KILLING KIDS

## LOCAL ORGANIZING HANDBOOK

### I. INTRODUCTION

More than 70 national organizations have come together to participate in a "Let's Stop Kids Killing Kids" Week focusing on the problem of youth violence. Each day of the week (April 25 - May 1) has been "themed" to a different aspect of youth violence and the use of guns by kids to allow for activities sponsored by a different constituency or interest sector:

#### The "Themed" Days

Monday, April 25	-	"Physicians and Nurses on Violence"
Tuesday, April 26	-	"Families Talk About Violence"
Wednesday, April 27	-	Focus on Schools - "Listening to Kids"
Thursday, April 28	-	"Violence and the Law: Enforcement and Prevention"
Friday, April 29	-	"Heroes"
Saturday/Sunday - April 30-May 1	-	"Prayers for Non-Violence"

At the center of the plan for this week of activities are several key elements:

1. **Broad Participation:** Sponsorship has come from a wide array of organizations that share a common concern over the rising problem of youth violence and gun use by youths. This includes virtually all the major national educational organizations and religious denominations, plus medical and legal, business and labor, mayors and governors, police and law enforcement, civil rights, social and youth services, and media.
2. **Basic Issues:** The major issues that will be discussed throughout the week are the tragic consequences of the resort to violence and the use of guns by young people; the impact of violence on the individuals involved, their families and their communities; alternative ways for kids to deal with anger,

frustration, conflict and depression; resources and support services available to kids; and the critical role and responsibility of parents, schools, religious institutions and other communal organizations.

3. **Network Broadcast:** At the center of the week is the broadcast of a one-hour television special "Kids Killing Kids" on Tuesday, April 26 at 8 p.m. EST, simultaneously on both the CBS and Fox networks (without any commercials). This program will be used to stimulate discussions by families, schools and religious organizations, demonstrating how the power of network television can be combined with the activities of local organizations and institutions to bring focus to a critical national problem.
4. **Local Activities:** While the participating national groups have endorsed the week's themes and objectives, activities will be organized and conducted locally in communities across America. No national events are planned. All efforts are aimed at reaching young people and their families through local programs and activities, local media and local leaders.
5. **Family, School, Church:** The format for the week stresses the essential role of families, schools and religious institutions in the effort to influence the values and behavior of young people, complemented by the efforts of the widest array of other communal organizations -- medical, legal, social service, police, business, labor, civil rights, etc. (A list of participating organizations is attached.)
6. **Multiple Voices:** The "themed" days will allow the different segments in a city to speak out with their distinctive voices and different perspectives on youth violence -- medical, legal, educational, religious, etc. In each city, local experts, local victims, local leaders from each of these areas should come forward to give their particular testimony, their experience, and to assert leadership within their own constituencies and among the people they serve.
7. **Focus and Mobilize:** We recognize that no one television program or week of activities will change the pattern of violence and resort to guns that currently afflicts America's young, their families and communities. This week's activities can focus attention on the behavior that must be altered and help to

mobilize leaders and organizations across America to remain involved in this issue.

8. **Long-Term Efforts:** In addition to organizing activities for the week, individuals and groups will be urged to consider how they can work long-term to prevent youth violence. What projects can be initiated, organizational efforts mounted, and commitments made that will carry on long after this week has ended?
9. **"Listening to Kids":** Finally, our ability to reverse the deadly pattern of violence by youths/on youths will depend ultimately on our ability to reach America's young people. While we can offer them information, support services, alternatives and expressions of values, we must also recognize that they have their own culture, language and intense feelings. **Their active participation in the activities of this week is essential.** Finding ways to encourage young people to express their feelings and concerns, and to persuade them that adults will truly listen to them (and do not expect to lecture and dictate to them) is important. "Listening to Kids" is an important theme of this week.

## II. LOCAL ORGANIZING

### A. WHAT ARE THE BASIC ACTIVITIES

The purpose of "Let's Stop Kids Killing Kids" Week is to encourage the sponsorship of local activities in cities across America. We do not plan to initiate any "national" events, but to reach kids and families in the communities where they live through local institutions, leaders and structures.

While each day of the week has a "theme," there are no required activities or "official" events. There is no national standard and no organization or staff to "approve" any specific activity or project. This Handbook contains suggested activities. They are only suggestions. We know that organizations will develop their own ideas and approaches based on local practice, experience and interest and that activities will vary from city to city and from community to community. We welcome learning about different ideas and projects which can be shared with others across the country.

## **B. WHO IS IN CHARGE**

No particular organization "owns" any day or type of activity either nationally or locally. Any organization or consortium of organizations can sponsor activities during this week. There can be multiple events in a city on the same day conducted by different groups. We seek to encourage local initiative and diversity and the widest possible "inclusion." None of our organizations can deal with the problem of youth violence alone. Marshalling every possible communal institution, leader, resource and talent is our best hope.

**We only ask that groups follow the "themed" approach and conduct health/medical events on Monday; school activities on Wednesday; etc. This will help avoid conflicts, increase public understanding of the issues involved and allow for a consistent media message throughout the week.** There is obviously considerable flexibility. The week could be launched with sermons on the weekend before a mayoral event or proclamation, or a kick-off press conference with all participating organizations. Schools could design lesson plans and activities for the entire week. Religious institutions could sponsor week-long projects. But the basic days' themes should be honored.

## **III. HOW TO ORGANIZE LOCALLY**

We have sought to avoid creating a national bureaucracy. The "themed" approach should help keep to a minimum the amount of central coordination that is needed at both the local and national levels. "Let's Stop Kids Killing Kids" Week is being organized on very short notice. We all recognize that this puts a significant strain on each participating organization in planning and mounting activities for the week. It is therefore important that we limit as much as possible efforts related to overall organizing and, instead, put our combined time and resources into activities that can impact the community and its young people.

There is no one model of how a city should organize its local participation. In most cities, the mayor will be best able to bring together the many different sectors, interests and organizations for purposes of planning.

**The mayor could convene a planning meeting with a broad cross-section of organizations and institutions to discuss activities for the week. At the meeting, one or**

**more individuals or organizations from each sector (medical, education, religious, legal, etc.) agrees to take responsibility for sponsoring appropriate activities on a particular day.**

Even where the mayor assumes this role, there are variations as to how to proceed. Here are a few simple models that are being used in different cities:

- A. Instead of the mayor, the convener of the planning meeting could be a public or private organization in the city, such as the BEST Foundation in Los Angeles, with the mayor's Office in attendance.
- B. As a result of this initial planning meeting, a Steering Committee is formed to share information and coordinate activities. A coordinating staff could be provided by the mayor, or another public or private agency.
- C. Rather than convene one large planning meeting, a series of separate planning sessions could be held with each sector: medical/health, education, legal/law enforcement, services, religious. The ongoing work can be done by these separate working groups, without an overall meeting.
- D. One institution or leader could step forward or be asked to take responsibility for each day without any overall coordinating or joint planning.

To the extent there is overall communication and coordination, it is likely to increase the effectiveness of the week's activities. Cross-participation in events (medical, legal, police, religious and service leaders attending school programs on Wednesday, for example or police attending Monday's medical event, etc.) will bring mutual strength and understanding. Coordination can also produce better public information about the schedule of events and heightened media coverage. (see Section IV. Media, below)

In most cases, the local coordinating group or Steering Committee will involve a mix of public and private agencies. In addition to the mayor, the other essential public agencies are the school system and the police. Health officials, housing authorities, criminal justice, drug treatment, youth and social service agencies and libraries were among other government agencies most likely to be involved. The greatest lead

time for planning purposes is likely to be needed by the schools and their early involvement is critical. From the private sector, business and labor organizations, social and youth service agencies, medical and bar associations, civil rights, community action, foundations, and interdenomination religious coordinating groups are all likely to be involved.

**Because kids are the primary target audience of this joint undertaking, the Wednesday "Focus on Schools" is especially critical.** It is possible that in some cities, for local reasons or schedule conflicts, there will be activities on some days but not others. A local hospital might sponsor a major event on Monday, but the police and members of the bar are unable to participate on Thursday. The school system may have a long-scheduled event of its own on Wednesday that makes participation impractical. Cities can be creative and flexible in dealing with such problems.

The Secretariat for "Let's Stop Kids Killing" Week (provided by the Points of Light Foundation) will offer several critical support functions, including informing local groups of creative projects and activities developed in other cities; sharing materials and research; providing targeted ideas to each sector (health/medical, education, etc.) as well as contacts in other cities and in resource organizations.

Secretariat: Ashley Carr, Points of Light Foundation, 1737 H Street, N.W. Washington, D.C. 20006 (202) 223-9186, FAX (202) 223-9256.

#### **IV. MEDIA**

Various national media organizations have participated in the planning of "Let's Stop Kids Killing Kids" Week and are listed as sponsors, including: Association of Independent Television Stations (INTV), the Motion Picture Association of America (MPAA), the National Association of Broadcasters (NAB), and the Newspaper Association of America Foundation.

Two of the broadcast networks have agreed to donate one-hour of prime time (without commercials) to carry the program "Kids Killing Kids" on Tuesday night, April 26 at 8 p.m. EST. This program was created by Arnold Shapiro, an award winning producer whose credits include "Scared Straight," "Scared Silent" (hosted by Oprah Winfrey) and the weekly series "Rescue 911" currently seen on CBS. Mr. Shapiro, the production team and cast have generously made their time and talent available to create this program at less than standard rates.

"Kids Killing Kids" is hosted by Malcolm Jamal Warner and includes four dramatizations of teenagers who resort to guns to resolve conflicts with others, to show off, or to deal with rejection. The consequences are tragic for themselves, others and their families. In the program, we see the tape rewind after the use of the gun and each of these four kids is given another chance to choose an alternative to guns (seeking help from an adult, conflict resolution services, a suicide hot-line, etc.) which yields a non-violent resolution. Included in this one-hour program, following the four dramatizations, is a segment called "Kids Saving Kids" which focuses on several actual programs through which kids are helping each other -- again demonstrating that there are real alternatives to guns and violence. **Finally, at the end of the program, there is a brief opportunity for the local television station to customize a message about activities taking place the next day or that week or about support services available in your city.**

To get the maximum benefit from this broadcast, various groups will be linking activities to the issues raised by the program. Kidsnet (an independent organization that prepares educational materials based on television and media programs) has worked intensively with the networks, the newspaper publishers foundation and educational organizations to design appropriate complementary educational materials. Mini-Guides and Teacher Guides will be distributed by the national education organizations and will also be available to local school officials through participating CBS and Fox stations. An educational guide for parents and families has been prepared with the Newspaper Association of America Foundation and will be sent to newspapers across America for publication that week.

#### **A. THE BROADCAST**

Here are some issues that have been raised about this broadcast:

1. CBS and Fox Stations: While the CBS and Fox networks will carry the program, local CBS and Fox stations (the local "affiliates") cannot be required by the network to carry the program in your community.

**Be sure to contact your local CBS and Fox station manager and confirm that they intend to broadcast "Kids Killing Kids" in your community on Tuesday, April 26 at 8 p.m. EST.**

Please understand that by carrying this program the local station (just like the network) is not running commercials and is therefore making a significant financial contribution to support this community-wide effort. You might indicate to the station manager and station owner that you and your organization appreciate this financial sacrifice.

2. Other Local Television Stations: While the ABC and NBC television networks are not carrying "Kids Killing Kids," each ABC and NBC local affiliate can make its own decision whether it wishes to participate in and support your local community's activities by broadcasting the program. (Under the law, the local station and not the network has final say over what it carries, particularly with regard to this type of public affairs and public service program.) The same is true for independent stations. For this program to have the greatest impact in your community, it should ideally be carried simultaneously on every television station. That way, it cannot be missed by teenagers and their families and viewing will reach extremely high levels. If the organizations and leaders in your community are making significant efforts to organize for the week's activities, then the extraordinary focus provided by a television "roadblock" (simultaneous carriage on all stations) can not be equalled for impact. Conversely, if other stations run their normal entertainment fare, then your communal efforts could be significantly undermined if many kids and their families watch these other programs and do not use the opportunity that night to focus on violence and guns and alternatives.

**We suggest that those involved in organizing activities in your city go directly to the top management and ownership of each of your local television stations and urge them to put aside their normal business for just this one hour and join in this community-wide effort by broadcasting "Kids Killing Kids."**

The CBS and Fox stations enthusiastically welcome having every station join in this effort for maximum communal impact.

This would not be the first time that a program of critical importance was carried by all stations in a television roadblock. Several years ago, a special one-hour animated children's

program on drugs was carried by three networks and last year four networks carried "Scared Silent" on child abuse. The crisis of youth violence certainly justifies the same kind of media commitment.

Any local television station (whether an ABC or NBC affiliate or an independent) will be able to carry this program for simultaneous broadcast. **The station can get the necessary information by calling the Secretariat at Points of Light Foundation (202-223-9186 Ext. 162) and asking for "Broadcast Information."** Again, a station that joins this effort is making a significant financial sacrifice and is deserving of acknowledgement and expressions of appreciation.

3. Newspapers: Local newspapers can make a major contribution by carrying the educational material provided to them at no charge by the Newspaper Association of America Foundation.

**Ask your local editor and/or publisher if they are aware of that material and request that the newspaper print it no later than Tuesday, April 26.**

If not, they can contact the NAPA Foundation directly at 703/648-1000 and ask for the educational material prepared by Kidsnet for newspapers to go along with "Let's Stop Kids Killing Kids" Week. Because the material is designed to help parents discuss issues related to violence with their children after watching the television program together, newspapers should publish this educational guide no later than Tuesday, April 26, the date of the broadcast (copies of this material can also be obtained by other local groups for usage and adaptation from the Secretariat at the Points of Light Foundation (1-202-223-9186).

4. Radio: Radio stations are ideally suited to help promote viewing of this program and to stimulate discussions of the issues involved. Youth-oriented music stations could run special programming both before and after the broadcast (Tuesday and Wednesday) to allow young people to discuss these issues. Talk shows could focus on youth violence for the entire week, following the "themed" approach to feature a different aspect of the issue each day.

**An appeal from the mayor and the participating local groups (both together and separately) could be made to all local radio stations requesting appropriate participation.**

The different constituencies (medical, legal, religious, police,) can prepare lists of available spokespersons to participate in radio talk shows and news features.

## **B. OTHER MEDIA COVERAGE**

In addition to carrying the broadcast on television, the educational material in the newspaper, and complementary features on radio, there are many other ways the local media can participate in this week's activities. Media coverage is obviously a critical element to reach the kids, families and leaders in your community, to inform them and begin to influence their behavior.

**To solicit support and coverage, representatives of the mayor and the involved organizations could meet with radio and television news directors and newspaper and magazine editors.**

Here is a starting list of ways that local media can cover and participate in "Let's Stop Kids Killing Kids" week in your city:

1. Promoting the Week: Television, radio and newspapers can carry stories in advance of the week explaining its purpose and outlining the planned local activities;
2. Promoting Daily Events: Each day the media could carry a schedule of the day's major events or the remaining events for the entire week (to keep emphasizing the broad involvement and range of activities).
3. Consistent Coverage: Newspapers, radio and television stations could do daily reports on "Let's Stop Kids Killing Kids," using the particular day's activities as well as original coverage to illustrate the day's "theme." (The medical aspect of gun violence on Monday, for example.)

4. Special Reports: Local media can do in-depth reporting on the local impact of youth violence and the use of guns by kids and available support services.
5. Expert Coverage: Local reporters/ columnists with special expertise could focus on the issues affecting their "beat" -- medical, police, education, religious, etc.
6. Special Events: A newspaper or television station or both together could sponsor a community summit or town meeting on youth violence (carried live on television); or a conference of teenagers discussing the problem and planning responses; or live news broadcasts on radio or television from schools, hospitals, police stations or religious institutions.
7. Heroes: Local media are well-positioned to sponsor or cover an event for Friday, April 29 that recognizes and salutes the varied support services provided by local groups and individuals.
8. PSAs/Listings: Local media can provide time and space for brief messages from and listings of local organizations that are available to help kids in trouble (hot lines, counselling services, mediation and conflict resolution, etc.). A listing in the newspaper of all available "hot lines" or crisis services for teenagers in trouble would be a major contribution. Such a list also could be made available on posters and leaflets for posting and distribution by schools and others.
9. Ongoing Action: Local media can carry stories or listings of ways individuals can stay involved in combating youth violence after this week, such as volunteering to counsel young people or providing mentor services; involvement or membership in service, advocacy or lobbying organizations; participating in community crime prevention activities including patrols; etc.
10. Op-Eds: Publishing Op-Ed pieces by local experts in each field so that a leading emergency physician or trauma surgeon writes or speaks on Monday's media; families on Tuesday; students and educators on Wednesday; lawyers, police, prosecutors and judges on Thursday; professional or volunteer providers of support services on Friday; and religious leaders on Saturday/Sunday.

11. Editorials: Editorials can call attention to the problem; pinpoint local priorities or concerns; highlight positive local programs; call for local action, etc. An editorial each day would not be inappropriate.

**A representative group from the organizations participating should ask to meet with the Editorial Board or Editorial Page Editor to urge coverage.**

12. Sunday Features: The Sunday newspaper and Sunday public affairs television programs are ideally suited to help launch the week on Sunday, April 24 with major features on youth violence and guns and the local schedule for the week's events.
13. Magazine: Local magazines could run features during the week on the issues involved in youth violence and guns and the alternatives available.

## **V. SUGGESTED ACTIVITIES**

The following section provides ideas for events or activities for each themed day of the week. Please share with us (through the Points of Light Secretariat) your adaptations or different ideas, so we can, in turn, share those with others across the country. We would also appreciate your sending copies of interesting materials that you develop that can be shared with others.

MONDAY, APRIL 25  
**"PHYSICIANS AND NURSES ON VIOLENCE"**

Monday's theme is the medical/health impact of gun violence on individuals and their families and on communal health resources. Here is an outline of some of the potential issues, participants and possible events:

**1. WHAT IS THE OVERALL COMMUNAL PICTURE?**

- a) statistical data regarding gun deaths and injuries;
- b) trends of gun injuries and deaths;
- c) comparative data for other causes of death/injury (e.g. automobile accidents);
- d) estimated cost of medical resources to deal with gun violence;
- e) diversion of scarce resources from other areas of need.

**2. WITNESSES/EXPERTS/TESTIMONY:**

- a) Public health officials (city, county, state)
- b) Hospital executives
- c) Medical specialists, including
  - i. Emergency Physicians
  - ii. Trauma Surgeons
  - iii. Pediatricians
  - iv. Neurosurgeons
  - v. Rehabilitation Experts
  - vi. Nurses (ER, ICU, Surgery)

**3. IMPACT ON INDIVIDUALS:**

Nothing is likely to be as compelling as the case history of individual victims telling their story along with the medical team that treated them. This could be the surgeons involved, or for a fuller narrative, EMS personnel who first got to the scene of a shooting; ER staff who

provided initial treatment at the hospital; surgeons who operated; rehabilitation staff; etc.

The total cost of this emergency care and treatment for this one individual and the projected future cost of medical care could be quantified and described.

This combination of individual victims, medical experts describing the case and economic impact data done in a hospital setting is an ideal event.

#### 4. OTHER SUGGESTED EVENTS:

- a. Press Conference on Public Health Impact- public health officials describing the impact of gun violence and how it compares with other health emergencies. If the statistics for gun deaths/injuries were the result of the outbreak of a disease, how would it be characterized in public health terms (an "Emergency," "Epidemic")? What would be the consequences and what extra powers would public health officials have (required reporting of incidents; notification of private physicians, etc.)?
- b. Press Briefing on Medical Aspects- briefing by specialists on gun injuries and the complications, cost, impact on individuals; e.g., Emergency Physicians, Trauma Surgeons, Pediatricians, Rehabilitation Specialists. Location could be a hospital or rehabilitation facility.
- c. Conferences/Colloquia- meetings sponsored by medical associations/societies, medical schools, hospitals, public health agencies to discuss these issues.
- d. Joint Statements- the medical leadership of the community calling for action.
- e. Organizations- Do local organizations exist or will they be formed by medical professionals to combat gun violence among youths? Does the local medical association/society have an ongoing committee/task force or project? Should an ad hoc effort be started? Are there chapters of such organizations as HELP and Physicians For A Violence Free Society?

TUESDAY, APRIL 26  
**"FAMILIES TALK ABOUT VIOLENCE"**

**1. FAMILY VIEWING**

The television program "Kids Killing Kids" will be broadcast that evening at 8 p.m. EST. To stimulate parental involvement and responsibility, "Family Viewing" of the program should be encouraged throughout the community for Tuesday evening. The theme is to have **families "come together, watch together and talk together"** about youth violence. And the implication should be that everyone is doing it, that this is what responsible families and parents should do.

**2. WAYS TO ENCOURAGE "FAMILY VIEWING"**

- a. promotional spots on local television stations calling on families to watch together that evening;
- b. promotional spots that have families saying that they plan to watch together that night. These could feature well-known community leaders from government, (the mayors, governors, senators, representatives), sports, media (TV personalities), business, culture, etc. They could also feature ordinary families (the "man in the street");
- c. newspapers could run similar promotions with pictures of families that plan to watch together.
- d. radio stations could be particularly effective in calling on families to watch together.

**You should appeal to every station to carry appropriate messages for Family Viewing throughout Tuesday with adult stations appealing to parents and youth-oriented stations sending a different message to the kids.**

- e. schools should "assign" this program as "homework" for students, asking them to watch with their families and to be prepared to discuss in class the next day. This is an

essential element of the project and is linked to Wednesday's in-school activities. For schools to participate, they should have a two-day effort -- assignment on Tuesday followed by discussion on Wednesday.

- f. newspapers should be urged to print the educational material provided by the Newspaper Publishers Association of American Foundation no later than Tuesday including information to help families watch and talk together.
- g. "Famous families" could hold a press conference or event to announce their intention to watch together;
- h. The mayor and/or governor could issue a statement or proclamation calling for Family Viewing;
- i. "Celebrity Families" could invite other families to join them to watch together. For example, the mayor or governor could invite several families to their house to watch and talk together.
- j. This is an especially good opportunity for groups and individuals who have previously expressed concern about the content of television programs to take advantage of this use of television for a pro-social purpose to encourage viewing by their members and the general public.

### **3. IMPACT ON FAMILIES**

The impact on families of gun deaths/injuries could also be discussed on Tuesday by victims advocacy and support organizations and family support groups. Every family has been affected by fear and forced to adjust its lifestyle to avoid violence.

Are there organizations that families can join to work to prevent youth violence? Are there local projects or volunteer services in which families and individuals can participate?

WEDNESDAY, APRIL 27  
**FOCUS ON SCHOOLS -- LISTENING TO KIDS**

The focus of Wednesday is school-based activities and student-initiated events. To help teachers prepare for Wednesday, Kidsnet (in consultation with major educational organizations) has prepared Mini-Guides that will be distributed by participating national educational organizations and will also be available to educators from the local CBS and Fox affiliated stations. Kidsnet can be reached at (202) 291-1400. Teachers, of course, can plan broader activities on this subject for the full week.

**1. ALTERNATIVES TO VIOLENCE:**

Among the issues to be stressed in school are alternatives to violence that are available to students at this particular school, including:

- conflict resolution programs
- adult counselling
- after school programs (sports, tutorial, mentoring)
- hot lines

**2. LISTENING TO KIDS**

It is important that kids take this opportunity to talk about their perception of the problem of violence and the use of guns -- both their fears and concerns and what they think can be done. If we are to influence youth values and behavior, then we must ensure that the message is relevant to their concerns and we must encourage leadership by peers -- by students from every group. "Listening to Kids" is a major theme of the day.

**3. STUDENT ACTIVITIES**

Student organized activities that focus on youth violence, gun usage and alternatives can include:

- a. dramatizations in assemblies of alternative ways to deal with violence;
- b. contests -- essays, posters, songs, rap lyrics;
- c. petition drives

- d. rallies

#### **4. STUDENT SAFETY EFFORTS**

Students can participate in and organize efforts to increase school safety and to help those more vulnerable.

- a. school safety patrols and "safe passages" to school, especially to help younger students;
- b. "safe havens" with local merchants, churches, etc.;
- c. encourage colleagues to make school a "gun free" zone and to report guns to confidential hot-lines;
- d. escort younger children to and from school;
- e. provide escort service for vulnerable older people in the neighborhood.

#### **5. ONGOING STUDENT ORGANIZING**

Students can form organizations to work on the problem of youth violence by advocating the creation or expansion of violence prevention and support programs at school, or by political activism to work on limiting the availability of guns to young people. Violence prevention efforts could include efforts to create a mediation/conflict resolution program in schools that lack it and working to expand after-school activities (athletic, cultural, social, tutorial, work experience). Students who seek to work on the gun availability problem could focus on legislative initiatives at both the state and federal levels and reach out to comparable student-run organizations in the region, the state and in other cities to form a student network working on this problem.

#### **6. "LISTEN IN"**

The school can invite community leaders and parents to participate in this day's activities through a "Listen In" -- similar to a Teach-In, but with a major objective of hearing what the students have to say. Participants could be asked to attend one class and then an assembly where they can be exposed to a broader sampling of students (and vice versa).

Participants in a Listen-In could include representatives from the various constituencies involved in the week's activities, such as:

- a. government officials -- mayors, governors, senators, representatives, etc.;
- b. law enforcement -- local police commanders, prosecutors, judges;
- c. business leaders -- major corporate executives, as well as local merchants;
- d. labor leaders;
- e. medical -- hospital administrators, doctors, nurses;
- f. lawyers;
- g. local media, culture, and sports figures;

A "Listen In" could be organized by individual schools, by the school system or, at the request of the school board, by a private organization (such as a Chamber of Commerce or an education support group).

## **7. SCHOOL SAFETY**

Programs can be held in the school that focus on school safety and projects to increase safety. Participants could include teachers and administrators, school safety officers, local police, parents, local merchants and clergy, and students. Among the programs that could be considered are safety patrols by parents and students; "safe passages" and "safe havens" involving police, merchants, parents, and others; creation of confidential hot lines for the reporting of guns and violent incidents.

THURSDAY, APRIL 28  
**VIOLENCE AND THE LAW:  
ENFORCEMENT AND PREVENTION**

The common thread for Thursday is "The Law" -- whether an analysis of current laws and violations of law, ways to better enforce existing laws or new ways to use the law to prevent violence. Separate or joint activities could be sponsored by bar associations, police, prosecutors, State Attorneys General, or criminal justice agencies.

**1. STATISTICAL ANALYSIS**

What is the current incidence of gun-related acts by young people? What data exists about the guns involved and how they were obtained? What are the trends regarding the use of guns to commit acts of violence, the availability of guns and their sources? The police are probably best able to gather such data for the local area.

**2. GUN AVAILABILITY**

Are there any estimates about the number of guns in the community? How many guns are accessible to kids? How many guns are stolen each year from homes and dealers? What are the specific types of guns being used by kids? How many guns are confiscated annually from kids by the police?

**3. CURRENT LAW**

What is the current law regarding gun purchases, possession and usage by young people? How is the law being enforced? Are there steps that could be taken by the police, prosecutors or courts to enforce existing laws more effectively? Do these agencies believe that modifications or new laws are needed?

**4. SOURCES OF GUNS**

How do young people get guns?

- a. **Parents** - What is the law regarding the obligation of parents regarding the safe storage of guns and the potential liability of parents who allow guns to be accessible to teenagers? What data exists regarding the use by teenagers of their parents' guns?

- a. government officials -- mayors, governors, senators, representatives, etc.;
- b. law enforcement -- local police commanders, prosecutors, judges;
- c. business leaders -- major corporate executives, as well as local merchants;
- d. labor leaders;
- e. medical -- hospital administrators, doctors, nurses;
- f. lawyers;
- g. local media, culture, and sports figures;

A "Listen In" could be organized by individual schools, by the school system or, at the request of the school board, by a private organization (such as a Chamber of Commerce or an education support group).

## **7. SCHOOL SAFETY**

Programs can be held in the school that focus on school safety and projects to increase safety. Participants could include teachers and administrators, school safety officers, local police, parents, local merchants and clergy, and students. Among the programs that could be considered are safety patrols by parents and students; "safe passages" and "safe havens" involving police, merchants, parents, and others; creation of confidential hot lines for the reporting of guns and violent incidents.

THURSDAY, APRIL 28  
**VIOLENCE AND THE LAW:  
ENFORCEMENT AND PREVENTION**

The common thread for Thursday is "The Law" -- whether an analysis of current laws and violations of law, ways to better enforce existing laws or new ways to use the law to prevent violence. Separate or joint activities could be sponsored by bar associations, police, prosecutors, State Attorneys General, or criminal justice agencies.

**1. STATISTICAL ANALYSIS**

- What is the current incidence of gun-related acts by young people?
- What data exists about the guns involved and how they were obtained?
- What are the trends regarding the use of guns to commit acts of violence, the availability of guns and their sources? The police are probably best able to gather such data for the local area.

**2. GUN AVAILABILITY**

Are there any estimates about the number of guns in the community? How many guns are accessible to kids? How many guns are stolen each year from homes and dealers? What are the specific types of guns being used by kids? How many guns are confiscated annually from kids by the police?

**3. CURRENT LAW**

What is the current law regarding gun purchases, possession and usage by young people? How is the law being enforced? Are there steps that could be taken by the police, prosecutors or courts to enforce existing laws more effectively? Do these agencies believe that modifications or new laws are needed?

**4. SOURCES OF GUNS**

How do young people get guns?

- a. **Parents** - What is the law regarding the obligation of parents regarding the safe storage of guns and the potential liability of parents who allow guns to be accessible to teenagers? What data exists regarding the use by teenagers of their parents' guns?

- b. **Street Sales** - What is known about the availability of guns to kids through street sales? What efforts are being made to crack down on these channels?
- c. **Gun Traffic** - Where do these illegal sellers get their guns? What information exists about the source of guns used in your city by teenagers? Do they tend to come from one or a few states? What data exists regarding the movement of guns from these states to yours?
- d. **Gun Dealers** - What is the obligation of licensed gun dealers regarding sales of guns to teenagers? What is the consequence of "dummy" sales when the dealer knows or should have known that the minor is the real purchaser?

## 5. GUN AMNESTY AND/OR BUY-BACK

Police could conduct Gun Amnesty programs under which guns can be turned in at local precincts or stations with no questions asked and no legal action taken, or Gun Buy-Backs where money or goods are offered to those who turn in guns, with no questions asked.

## 6. CRIME STOPPERS

Increase publicity for existing Crime Stopper programs that use confidential phone numbers and rewards for reports of suspects wanted for crimes. Focus might be placed on those wanted for gun-related crimes and for trafficking in guns. Initiate a Crime Stoppers program in your community if one does not already exist.

## 7. ACTIONS

- a. Announcement of stepped-up enforcement efforts by local police, prosecutors, courts.
- b. Announcement of increased efforts to monitor and interrupt the interstate traffic in guns through interstate cooperation and multi-state task forces and work with DEA.
- c. Efforts to increase monitoring of local gun dealers;
- d. Program to urge parents with guns to store them in a secure location where children do not have access;

- e. Efforts by lawyers/bar associations to assist victims of violent acts to sue those responsible for supplying the gun, for example, parents who left guns accessible to kids, individuals or dealers who were negligent in allowing guns to be taken or stolen, or dealers who sold guns improperly to minors.

FRIDAY, APRIL 29

## HEROES

This is a day to stress a positive message -- that there are many individuals and organizations that provide help and support services in every city to kids in trouble. This includes on-going professional services; volunteer projects through which individuals offer mentoring, tutoring and counselling; crime prevention efforts including community tenant and school safety patrols; and spontaneous actions to help those in distress. Despite the enormous magnitude of the problem of youth violence, there are successful programs at work and individuals who are helping others in every community in America.

This is a day to recognize these efforts by saluting those providing service and by publicizing the range of services available to those in need.

### 1. AWARD CEREMONY

The government, the media, or an appropriate private organization could hold a ceremony to present awards for outstanding service to both local programs and individuals.

### 2. ON-GOING AWARDS

Some cities conduct such award programs on a regular basis, whether monthly or annually. Cities could use this day to initiate such an award program that focuses on youth violence and which would provide on-going recognition and encouragement to those working on the front lines of this problem.

### 3. NEEDS ASSESSMENT

A survey of available communal resources could be undertaken resulting in a report that outlines the major areas of local need for support services for young people in trouble. Such a survey would consider (1) hot lines and other crisis intervention services; (2) dispute resolution; (3) counselling; (4) mentoring and tutoring projects; (5) after school athletic, cultural and social programs; and (6) employment and training opportunities.

#### **4. PUBLICIZING SERVICES**

The media could publicize the services available to young people in distress through newspaper listings, television PSAs, newspaper or television features and the distribution of posters or wallet cards that list hot-lines, help-lines, counselling services and other resources.

#### **5. VOLUNTEER SERVICES**

The media could help publicize the various programs available for volunteer participation to help kids, such as sports activities, mentoring, tutoring, etc.

#### **6. YOUTH LINES**

Plans could be initiated for a Youth Line to be staffed by trained young people who would then be available to answer phone calls from kids seeking help, as well as those who want information on programs, activities, or just someone to talk to.

#### **7. FUND RAISING**

The media or appropriate non-profit coordinating organizations could suggest worthy private sector programs for individual contributions. Companies, unions and foundations could come together to give awards or grants to outstanding projects; the needs assessment would help pinpoint major priorities for public and private funding.

SATURDAY/SUNDAY

APRIL 30/MAY 1

## **PRAYERS FOR NON-VIOLENCE**

Every major religious denomination is a sponsor of "Let's Stop Kids Killing Kids" week and will communicate to local clergy and leaders -- priests, ministers, rabbis -- urging them to participate in events in their own communities.

### **1. SERMONS**

Across America, in every type of religious institution, sermons should call for an end to youth violence. Various denominations could suggest appropriate sermon topics and themes to their clergy based on the customs, tenets, and rituals of their denomination.

### **2. PRAYER SERVICES OR VIGILS**

Special prayer services or vigils for peace and non-violence can be held, with a particular effort to involve young people. To help publicize such efforts, government as well as communal leaders could appear in the media calling on citizens to attend services.

### **3. YOUTH PROGRAMS**

Special services, forums, dialogues, or retreats for young people could be sponsored by religious organizations separately or several organizations joining together.

### **4. YOUTH SERVICE PROGRAMS**

Existing youth service programs (counselling, mentoring, tutoring, athletics, etc.) could hold special events to publicize their availability and recruit both volunteers and clients.

### **5. GANG TRUCES**

Religious leaders could convene meetings with hostile gangs and ask for a truce or "Peace" for the weekend or the whole week.

## **6. INTER-RELIGIOUS ACTIVITIES**

These activities can be conducted by individual religious institutions or, on a much broader basis, by several institutions jointly. City-wide inter-religious coordinating committees or councils could provide leadership and communication.

## **7. EXCHANGE PROGRAM**

Inner-city parishes could join with those from the suburbs or more affluent areas for joint services or exchange programs to learn about each others' concerns and needs regarding violence.

SCHEDULE PROPOSAL

April 1, 1994

-----  
\_\_\_\_\_ ACCEPT                      \_\_\_\_\_ REJECT                      \_\_\_\_\_ PENDING  
-----

TO: Ricki Seidman  
Director of Scheduling and Advance

FROM: Rahm Emanuel  
Jody Greenstone

REQUEST: The President to participate in "Let's Stop Kids Killing Kids" week.

PURPOSE: Continue anti-violence momentum, acknowledge indirectly CBS and FOX participation.

BACKGROUND: Jay Kriegel, formally of CBS, has organized a week of anti-violence activities around the theme of "Let's Stop Kids Killing Kids." A broad range of national organizations including major religious organizations, education groups and the U.S. conference of mayors will be sponsoring events across the country during the week of April 25. See attached letter for details. As part of this week, on April 26, CBS and FOX will "roadblock" a documentary on "Kids Killing Kids." Jay has asked us to participate in any way we chose. Since the President will have recently introduced the NBC documentary "Lives in Hazard" on April 8, I believe we should not do another TV intro. However, I do believe we should participate. The most attractive option, in my opinion, would be participation on April 30-May 1 in connection with "Prayers for Non-Violence." This could be particularly powerful if we sign the Crime Bill that week and could be tied in with the requested event with religious leaders.

DATE & TIME: Anytime between April 25 and May 1, 1994

DURATION: TBD

LOCATION: TBD

PARTICIPANTS: TBD

VP'S ATTENDANCE: TBD

1ST LADY'S ATTENDANCE: TBD

2ND LADY'S ATTENDANCE: TBD

REMARKS REQUIRED: TBD

MEDIA COVERAGE: TBD

RECOMMENDED: Rahm Emanuel, Jody Greenstone

Contact: Jody Greenstone (6-2195)

cc: Liz Bernstein  
Jose Cerda  
David Dreyer  
Jonathan Prince  
Carol Rasco  
Bruce Reed  
Christine Varney



CBS Inc., 51 West 52 Street  
New York, New York 10019  
(212) 973-1515

Jay L. Kriegel  
Senior Vice President

TO: David Gergen  
Counsellor to the President  
The White House

FROM: Jay L. Kriegel

DATE: February 17, 1994

RE: A Week of Anti-Violence Activities

-----

As we finalize our plans for a week of anti-violence activities, I wanted to provide you and your colleagues with a status report.

A broad range of national organizations have now come together to sponsor a week of activities across the country focusing on youth violence, guns, alternative to conflict, personal responsibility, etc. The core groups involved are the national education organizations (NEA, AFT, school boards, principals, etc.) and the major religious denominations (National Council of Churches, Catholic Bishops' Conference, Baptist Joint Commission, Evangelicals, Synagogue Council, Black Churches). Additionally, major organizations for mayors, police, medical and legal, civil rights, youth services, business, media, etc. are all participating.

Rather than appearing to form a new organization or "coalition," the groups have chosen to join together for this one week of activities to be conducted in cities across the nation, and not to have a national organizational structure. The entire week will be called "Kids Killing Kids."

It is important to note that this is not a "television" or "network" project. While the week involves the broadcast of a one-hour program called "Kids Killing Kids," this schedule of events has been planned by these various constituencies and gives them each a role and an opportunity to emphasize their particular issues within this seven-day period.

The days of the week have therefore been "themed" as follows:

Monday, April 25	"Physicians on Violence"
Tuesday, April 26	"Families Talk About Violence"
Wednesday, April 27	Focus on Schools - "Listening to Kids"
Thursday, April 28	"Violence and the Law: Enforcement and Prevention"
Friday, April 29	"Heroes"
Saturday/Sunday April 30 - May 1	"Prayers for Non-Violence"

The attached memo provides a summary of the purpose of each day. While this is a national framework, the focus of activities will be local -- in each city. We expect mayors and police chiefs to play a leading role in coordinating the planning for the week's activities in their own cities by convening meetings of the various constituencies and organizations involved -- medical and public health for Monday; schools and media for Tuesday/Wednesday; police and lawyers for Thursday; the non-profit service sector for Friday; and religious leaders for Saturday/Sunday. (The U.S. Conference of Mayors has just asked 1200 mayors to start this planning process. The letter is also attached.)

Each day, there will be visible activities in cities across the country, especially hospital-based medical events on Monday; school-based activities on Wednesday; police/law enforcement/bar association on Thursday; support services on Friday; and churches and synagogues on Saturday/Sunday.

We have targeted a public announcement of these plans during the week of February 28 through a press release. We will have:

- a) the schedule of the week and themed days;
- b) a Steering Committee with the head of 25/30 of these national organizations (education, religious, mayors, police, business, civil rights, etc.); and
- c) a list of participating national organizations.

If there is any interest in having the White House participate in this announcement, we would be delighted to work with you to find an appropriate vehicle.

Beyond the announcement, there are several ways the Administration could participate in the week's activities, which can be discussed at a later date. These include:

Monday, April 25 - "Physicians on Violence" -

Participation by the Surgeon General, the Secretary of HHS and others in events that dramatize the impact and cost of gun violence;

Tuesday, April 26 - "Families Talk About Violence"

The First Family could urge every American family to watch the program "Kids Killing Kids" together and then to discuss it as a family (an emphasis on parental involvement, family dialogue and family responsibility);

Wednesday, April 27 - "Focus on Schools" -

The President and Mrs. Clinton could participate in a "Listen In" in Washington or some other city, going into a school and listening to kids. (Our version of a "Teach In" modelled after the President's and Vice President's recent visits to a Washington, D.C. school). Other high ranking members of the administration could do the same.

Thursday, April 28 - "Violence and The Law"

The Attorney General, the Director of the FBI and others could participate in gun enforcement activities with local police.

Friday, April 29 - "Heroes" -

Members of the Administration (perhaps the Vice President) could attend local recognition ceremonies in various cities

for citizens and organizations that help kids in trouble and work to prevent crime. (There could also be a national recognition event.)

Saturday/Sunday  
April 30 - May 1

"Prayers for Non-Violence"

The First Family could attend services and lead the nation in listening to sermons and praying for peace in our streets.

The immediate issue is whether you have any interest in participating in some form in the initial announcement (scheduled now for the week of February 28).

Of course, at any time before April 25, you could convene a White House meeting with leaders of the various constituencies -- educators, mayors, police, religion, medical, legal, civil rights, non-profit service, business, labor, etc.

I look forward to hearing from you.

cc: Peter Edelman  
Rahm Emmanuel  
Jody Greenstone  
Bruce Reed  
Ricki Seidman  
George Stephanopolous  
Christine Varney

DETERMINED TO BE AN  
ADMINISTRATIVE MARKING

INITIALS: DS DATE: 8/1/05

WORKING DRAFT - CONFIDENTIAL

KIDS KILLING KIDS

America Focuses on Youth Violence and Its Prevention

APRIL 25 - MAY 1

THE WEEK'S SCHEDULE

Monday, April 25	"Physicians on Violence"
Tuesday, April 26	"Families Talk About Violence"
Wednesday, April 27	Focus on Schools - "Listening to Kids"
Thursday, April 28	"Violence and the Law: Enforcement and Prevention"
Friday, April 29	"Heroes"
Saturday/Sunday - April 30-May 1	"Prayers for Non-Violence"

A SUMMARY OF ACTIVITIES

Monday, April 25 - "Physicians On Violence"

Focus on the medical and public health aspects of gun violence, especially the impact on medical resources, individual health and the cost of gun injuries.

Medical associations, hospitals, medical schools and public health agencies to sponsor local activities, including release of data analyzing and quantifying the impact of gun violence; forums for discussion of issues; press conferences. The participation of individual victims with their physicians would graphically illustrate in personal terms the actual cost and impact of gun injuries.

Tuesday, April 26 - "Families Talk About Violence"

Telecast of the one-hour television program "Kids Killing Kids" at 8 p.m. EST with the focus on making this an hour of "Family Viewing." Through the schools, students will be urged to view the program with their families as a "homework" assignment. Television promotion and newspaper editorial material will urge each family to come

together, watch together and talk together -- urging parental involvement, dialogue and family responsibility. Newspapers will be asked by publish a "Family Viewing Guide" that includes questions and topics for parents to talk about with their children after watching the program.

Wednesday, April 27 - Focus On Schools - "Listening to Kids"

The central event of the week will be the discussion in schools across America of the television program "Kids Killing Kids" and the issues it raises -- dealing with anger and conflict, gun use, dispute resolution, support services, individual responsibility and values. Teachers will be provided with "Teacher Guides" to help structure classes and other activities.

While teachers will lead and organize these activities, the primary theme will be LISTENING TO KIDS -- listening to what students say about the television program and their concerns about violence. Students can organize anti-violence activities for this day either in school or their communities, ranging from assemblies, essay contests, dramatizations or rap contests, petition drives, rallies, etc.

Additionally, Teach-Ins can be organized to bring into the schools local leaders from all walks of life (government, business, labor, police, legal, medical, civic, sports, media, etc.) to go to classes and assemblies, both talking to and listening to students. Parents can also be brought into the process.

Thursday, April 28 - "Violence and the Law: Enforcement and Prevention"

Police, prosecutors and other criminal justice officials, as well as lawyers and bar associations, to organize activities that focus on legal issues relating to gun violence such as statistical analyses of gun crimes, enforcement of existing laws, gun buy-back and safety programs, how citizens can organize to prevent violence, the legal rights of those injured by gun violence and possible changes in the law relating to guns.

Friday, April 29 - "Heros"

A focus on local "heros," individuals and programs that are doing outstanding work on youth violence,

crime prevention and youth services. This day will salute the extraordinary efforts of the private sector in providing a vast array of support services and advocacy for young people. Activities could involve local award ceremonies and recognition events, the spotlighting of outstanding local organizations and service programs, and the promotion of programs and hot-lines that are available to provide counselling and guidance to kids in distress.

Saturday/Sunday, April 30-May 1 - "Prayers for Non-Violence"

Religious leaders and institutions speak out and participate through sermons and other activities such as special prayer services, issue forums, community projects and service programs.

\* \* \* \* \*

Within this general national framework, each city can design its own local programs. We expect the mayors to play a leading role in convening meetings of the various organizations and constituencies involved and to coordinate planning for the week's activities. While the national organizations would endorse this thematic schedule, events would be dependent on local leadership and planning -- medical and public health for Monday; school boards, administrators, principals, and teachers for Tuesday/Wednesday along with local media (newspapers and television); police, law enforcement and legal groups for Thursday; the non-profit service sector for Friday; and religious leaders for Saturday/Sunday.

# THE UNITED STATES CONFERENCE OF MAYORS

1620 EYE STREET, NORTHWEST  
WASHINGTON, D.C. 20006  
TELEPHONE (202) 295-7330  
FAX (202) 295-2352

February 14, 1994

Dear Mayor:

Violent crime was the central theme of our Winter Meeting last month in Washington, with several panels and presentations on the seriousness of the problem and on potential solutions to it. One of the most challenging proposals was presented to us by Jay Kriegel, a CBS Senior Vice President.

CBS and FOX television networks have joined with a broad range of national organizations -- including virtually all major educational and religious groups, as well as police, business, labor, civil rights, sports, media and service organizations -- to sponsor a national week of anti-violence activities, April 25 - May 1.

While a formal public announcement of this plan is still two weeks off, mayors can play a central role in the activities and should find that the week offers an excellent opportunity to focus local resources and media attention on the problem of youth violence and on local efforts to combat it.

At the core of the week's activities will be a one-hour program on network television about the consequences of kids using guns and about the alternatives to guns that are available to them. The program, "Kids Killing Kids," will be shown at 8:00 p.m. EST on Tuesday, April 26. There will be no commercial interruptions.

The week has been structured to emphasize a different theme each day (detail of schedule is attached):

- Monday.....Physicians on Violence
- Tuesday.....Families Talk About Violence
- Wednesday.....Focus on Schools: Listening to Kids
- Thursday.....Violence and the Law: Enforcement and Prevention
- Friday.....Heroes
- Saturday/Sunday....Prayers for Non-Violence



- President**  
JERRY AMBROSON  
Mayor of Louisville
- Past President**  
DAVID D'ORSI  
Mayor of New York City
- Vice Presidents**  
WILLIAM J. ALTRIALI  
Mayor of Stock  
RAYMOND L. EYON  
Mayor of Boston  
ROBERT M. BAAC  
Mayor of Colorado Springs  
JOSEPH P. KELLY, JR.  
Mayor of Charleston, SC  
COLLEMAN A. YOUNG  
Mayor of Detroit
- Executive Vice Presidents**  
ERIC L. LINDSAY  
Mayor of San Juan  
JIMMYE C. CARR  
Mayor of Birmingham  
MICHAEL M. DALEY  
Mayor of Chicago  
PAUL HELLER  
Mayor of Fort Wayne  
MADONARD JACKSON  
Mayor of Atlanta  
SHARPE JAMES  
Mayor of Newark, NJ  
THEODORE MANN  
Mayor of Houston  
JAMES P. HANCOCK  
Mayor of Boston  
ELIZABETH D. WELLS  
Mayor of Stockton  
NORMAN FICK  
Mayor of San Diego  
PETER SPERDIZZI  
Mayor of Fort  
GARY S. BROWN  
Mayor of Dallas  
ROBERTA W. WELLS  
Mayor of Chicago
- Advisory Board**  
**Chair**  
WYOMING  
Mayor of Knoxville  
RICHARD ABRAHAMSON  
Mayor of Birmingham  
SIDNEY BARRETT  
Mayor of New Orleans  
CHARLES H. BOYD  
Mayor of Hartford  
ROBERT COOK  
Mayor of Columbia, SC  
CARROLL COOPER  
Mayor of San Diego  
DORIS COCHRAN  
Mayor of Salt Lake City  
JOHN P. DODD  
Mayor of Alton  
MICHAEL CLAYTON  
Mayor of Dayton  
DONALD FRANK  
Mayor of Minneapolis  
LOUISE GARDNER  
Mayor of Johnson City  
RAY GRANT  
Mayor of Fort Worth  
MIRIAM HANCOCK  
Mayor of Lincoln  
JAN LAVIN  
Mayor of Las Vegas  
FRANK JORDAN  
Mayor of San Francisco  
SUELLA LORGE  
Mayor of Santa Barbara  
EVYING W. LORGE  
Mayor of Baltimore  
JOHN MCCARTHY  
Mayor of Boston  
PATRICK McMAHON  
Mayor of Trenton  
NEA MULLINS  
Mayor of Portland  
JOHN C. MORONEY  
Mayor of Milwaukee  
DONALD F. MURPHY  
Mayor of Akron  
SAUL RABINOVITZ  
Mayor of Los Angeles  
KERRY SCHROEDER  
Mayor of Baltimore  
DAVID SMITH  
Mayor of Newark, CA  
PAUL SOROKIN  
Mayor of Hartford  
GRACE TONDI  
Mayor of Austin  
GARY WELLS  
Mayor of Tacoma
- Executive Director**  
J. THOMAS COCHRAN

Page 2

A handbook to help your city plan the week's activities will be sent to you soon. The structure outlined above is intended to make it relatively easy for each city to participate, and the heavy involvement of both the television and newspaper industries should ensure that your efforts will be highly visible.

Planning for this special week's activities should involve local school officials, police and law enforcement, leaders of the medical and legal communities, religious leaders, major business, labor and civic groups, and service organizations. Members of all of these groups also are being contacted by their national organizations and encouraged to participate in the activities.

If you choose to become involved in this initiative, your office may wish to convene a planning meeting of these constituencies within the next two weeks to start discussing possible local activities.

In addition, your designation of a staff coordinator for "Kids Killing Kids" week would help us coordinate your activities with those of other cities across the nation and get information to you in a timely manner. Babette Penton, Assistant Executive Director, will be coordinating the project for the Conference of Mayors. Please contact her by fax (202/293-2352) with your intention to participate in "Kids Killing Kids" week, together with the name of a contact in your office for this project.

I hope you can join in what could become the most highly visible national anti-violence campaign we have seen.

Sincerely,



Jerry Abramson  
Mayor of Louisville  
President

Enclosure

# THE MILTON S. EISENHOWER FOUNDATION

Marvin E. Wolfgang  
Marilyn Melkonian  
Co-Chairs

Elliott Currie  
M. Isolina Ferre  
Bernard W. Kinsey  
Yvonne Scruggs  
Vice Chairs

Lulu Mae Nix  
Raymond Shonholtz  
Co-Chairs, Executive Committee

Soji Teramura  
Treasurer

Lynn A. Curtis  
President

HEADQUARTERS:  
SUITE 200  
1660 L STREET, N.W.  
WASHINGTON, D.C. 20036

TELEPHONE: (202) 429-0440  
FACSIMILE: (202) 452-0169

RESEARCH AND EVALUATION OFFICE:  
TELEPHONE (212) 242-4016  
FACSIMILE (212) 924-1435

MICHAEL D. BARNES  
HOGAN & HARTSON  
COUNSEL

Thomas D. Barr  
Gilbert Bonnemaison  
Edward W. Brooke  
James P. Comer  
Joy G. Dryfoos  
Robert E. Duke  
Fred R. Harris  
Harry C. McPherson, Jr.  
Mimi Silber  
Elizabeth Sturz  
Roger W. Wilkins

July 26, 1994

Mr. George Stephanopoulos  
Senior Advisor to the President  
The White House, West Wing  
1600 Pennsylvania Avenue, N.W.  
Washington, D.C. 20500

Dear Mr. Stephanopoulos:

I wish to request a meeting with you on the enclosed letter of June 24.

On the basis of that letter, I also request consideration for a plenary presentation at the Administration's August Conference on Youth Violence (enclosed).

Thank you for your consideration.

Sincerely,

*Lynn A. Curtis*

Lynn A. Curtis, Ph.D.  
President

LAC:cfy  
Enclosures



(H)  
We should do  
this. Robert  
Bruce Reed will  
be invited.

(Q)

Call  
Monday!

THE WHITE HOUSE

WASHINGTON

January 21, 1994

Greetings to everyone gathered with the Milton S. Eisenhower Foundation in our nation's capital for the policy forum on the crisis of crime and violence in our society. I am delighted to congratulate the Katzenbach Crime Commission, the Kerner Riot Commission, and the Eisenhower Violence Commission as you each celebrate your twenty-fifth anniversary year.

The primary responsibility of any government is keeping its citizens safe from harm. Too often, however, government's ability to affect criminal behavior is limited by the tremendous pressure of social forces working against it. In order for our anti-crime measures to be truly effective it is vital that those who enforce our laws understand the motivating circumstances in the lives of those who break them. The young people of this nation are crying out for our help, and I commend all of you for taking this opportunity to address their urgent plea.

I applaud the dedicated efforts of all involved with the Foundation, and I look forward to working with you as we strive to renew our faith in family and our love of community. Together, we can build a brighter future for the generations to come.

Best wishes to all for a meaningful and productive forum.

*Ron Clinton*

# Solving Youth Violence: Partnerships That Work



Conference Sponsored by

U.S. Department of Justice

U.S. Department of Health  
and Human Services

U.S. Department of  
Education

U.S. Department of Labor

U.S. Department of Housing  
and Urban Development

U.S. Department  
of the Treasury

Office of National Drug  
Control Policy

July 5, 1994

Ms. Lynn Curtis  
President  
Milton S. Eisenhower Foundation  
1660 L Street, NW  
Washington, DC 20005

Dear Ms. Curtis:

Violence and fear of violence, particularly involving youth, are uppermost in the minds of many Americans today. Seven Federal agencies, the Departments of Education, Health and Human Services, Justice, Housing and Urban Development, Treasury, Labor, and the Office of National Drug Control Policy are co-sponsoring a national conference, "Solving Youth Violence: Partnerships That Work," which will be held August 15-17, 1994, at the Grand Hyatt Hotel in Washington, D.C.

The purpose of this year's conference is to assist local communities in formulating comprehensive programs to prevent and control youth violence and help young people develop into healthy, contributing adults. The conference will focus on developing interdisciplinary strategies—strategies reflecting law enforcement, public health, education, social services—for preventing and controlling youth violence in homes, schools and other institutions, communities, and society at large.

The conference will feature nationally-recognized keynote speakers, over 30 panels on important topics, and practical planning sessions. The enclosed Fact Sheet provides an overview of the conference.

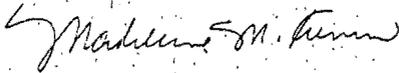
We have invited over 50 communities around the country to each send a single team of four to eight key officials to this conference, representing local government, law enforcement, education, public health, social services, employment and training, the private and voluntary sectors, community leadership, and youth involved in violence prevention in their communities.

We invite you or your designated representative to attend this conference because your organization can play a critical role in helping the participants recognize that youth violence requires all of us, working together, to contribute to any lasting solution. We appreciate your careful attention to this important event, and hope you choose to participate. Please complete the enclosed registration form by July 15, 1994, and mail or fax to the conference contractor, the Institute for Law and Justice.

Registration includes a copy of a compendium of promising violence prevention and control programs, a copy of the summary of proceedings, and other helpful materials from the conference. A registration fee of \$50 per person will be charged to cover these items. The room accommodations at the Grand Hyatt will be available at the special government rate for three days before and after the conference.

Please contact Ed Connors or Tom Lundregan at the Institute of Law and Justice at 703-684-5300 with any questions.

Sincerely,



Madeleine Kunin  
Deputy Secretary  
U.S. Department of Education



Laurie Robinson  
Acting Assistant Attorney General  
Office of Justice Programs



Peter Edelman  
Counselor to the Secretary  
U.S. Department of Health and  
Human Services



Douglas Ross  
Assistant Secretary for Employment  
and Training  
U.S. Department of Labor

Enclosure

## KIDS KILLING KIDS

### America Focuses on Youth Violence and Its Prevention

#### THE WEEK'S SCHEDULE

##### April 25 - May 1

- |                                     |   |  |
|-------------------------------------|---|--|
| Monday, April 25                    | - | Physicians on Violence                           |
| Tuesday, April 26                   | - | Families Talk About Violence                     |
| Wednesday, April 27                 | - | Focus on Schools: Listening to Kids              |
| Thursday, April 28                  | - | Violence and the Law: Enforcement and Prevention |
| Friday, April 29                    | - | Heroes   |
| Saturday/Sunday<br>April 30 - May 1 | - | Prayers for Non-Violence                         |

#### A SUMMARY OF ACTIVITIES

##### Monday, April 25 - Physicians on Violence

Focus on the medical and public health aspects of gun violence, especially the impact on medical resources, individual health and the cost of gun injuries.

Medical associations, hospitals, medical schools and public health agencies to sponsor local activities, including release of data analyzing and quantifying the impact of gun violence; forums for discussion of issues; press conferences. The participation of individual victims with their physicians would graphically illustrate in personal terms the actual cost and impact of gun injuries.

##### Tuesday, April 26 - Families Talk About Violence

Telecast of the one-hour television program "Kids Killing Kids" at 8 p.m. EST with the focus on making this an hour of "Family Viewing." Through the schools, students will be urged to view the program with their families as a "homework" assignment. Television promotion and newspaper editorial material will urge each family to

come together, watch together and talk together -- urging parental involvement, dialogue and family responsibility. Newspapers will be asked to publish a "Family Viewing Guide" that includes questions and topics for parents to talk about with their children after watching the program.

### **Wednesday, April 27 - Focus on Schools: Listening to Kids**

The central event of the week will be the discussion in schools across America of the television program "Kids Killing Kids" and the issues it raises -- dealing with anger and conflict, gun use, dispute resolution, support services, individual responsibility and values. Teachers will be provided with "Teacher Guides" to help structure classes and other activities.

While teachers will lead and organize these activities, the primary theme will be LISTENING TO KIDS -- listening to what students say about the television program and their concerns about violence. Students can organize anti-violence activities for this day either in school or their communities, ranging from assemblies, essay contests, dramatizations or rap contests, petition drives, rallies, etc.

Additionally, Teach-Ins can be organized to bring into the schools local leaders from all walks of life (government, business, labor, police, legal, medical, civic, sports, media, etc.) to go to classes and assemblies, both talking to and listening to students. Parents can also be brought into the process.

### **Thursday, April 28 - Violence and the Law: Enforcement and Prevention**

Police, prosecutors and other criminal justice officials, as well as lawyers and bar associations, to organize activities that focus on legal issues relating to gun violence such as statistical analyses of gun crimes, enforcement of existing laws, gun buy-back and safety programs, how citizens can organize to prevent violence, the legal rights of those injured by gun violence and possible changes in the law relating to guns.

### **Friday, April 29 - Heroes**

A focus on local "heroes," individuals and programs that are doing outstanding work on youth violence, crime prevention and youth services. This day will salute the extraordinary efforts of the private sector in providing a vast array of support services and advocacy for young people. Activities could involve local award ceremonies and recognition events, the spotlighting of outstanding local

organizations and service programs, and the promotion of programs and hot-lines that are available to provide counselling and guidance to kids in distress.

**Saturday/Sunday, April 30 - May 1 - Prayers for Non-Violence**

Religious leaders and institutions speak out and participate through sermons and other activities such as special prayer services, issue forums, community projects and service programs.

\*\*\*\*\*

Within this general national framework, each city can design its own local programs. We expect the mayors to play a leading role in convening meetings of the various organizations and constituencies involved and to coordinate planning for the week's activities. While the national organizations would endorse this thematic schedule, events would be dependent on local leadership and planning -- medical and public health for Monday; school boards, administrators, principals, and teachers for Tuesday/Wednesday along with local media (newspapers and television); police, law enforcement and legal groups for Thursday; the non-profit service sector for Friday; and religious leaders for Saturday/Sunday.



CC: Bruce Reed } FYI  
Suzanne J. Cook }

January 26, 1994

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

Dear Ms. Edelman:

I was pleased to note last week's major announcement by the Children's Defense Fund regarding CDF's continuing high-profile focus on violence against children. Problems associated with violence in our society, particularly involving children, are finally receiving the attention that they deserve. The outstanding State of the Union address delivered by President Clinton last evening should, one would hope, encourage the Congress to embrace the general issues of violence and stricter law enforcement, as well as issues related to strengthening the family unit. As a society, we have only recently come to appreciate the sociological and psychological impact that violence can and has had on our youngest citizens, all too often with long lasting and irreversible results. Our Nation owes a debt of gratitude to CDF for its enduring commitment to these issues and to our children.

During my tenure as Governor of New Jersey, I, too, devoted much of my time toward improving the lives of our young people. Our assault weapons ban, the strongest in the Nation, was upheld in part due to our ability to convince all New Jerseyans that assault weapons have no place in civilized society. We hear too many stories about innocent children caught in the crossfire between people wielding these weapons of war.

Additionally, we enacted stiffer penalties for violent crimes against children, and expanded a model community policing program designed to make our neighborhoods, particularly in our urban areas, safer to live and play in.

While I no longer serve as New Jersey's chief executive, I am no less committed to the cause of eradicating violence in our society. I would be pleased and honored to work with you and CDF, in any way that you might suggest, toward this important goal. I

Page Two

can be reached at Rutgers University, where I am presently teaching, at (908) 932-9200.

Once again, thank you for all that you and CDF have done - and will do in the days and months ahead - to combat violence against children. There is no more worthy an endeavor.

Sincerely,



Jim Florio

c: First Lady Hillary Rodham Clinton

Office of Governor Jim Florio  
Rutgers - The State University of New Jersey  
120 Albany Street, Suite 703  
New Brunswick, New Jersey 08901  
(609) 932-9200



CBS Inc., 51 West 52 Street  
New York, New York 10019  
(212) 975-1515

Jay L. Krigel  
Senior Vice President

*Violence*

December 2, 1993

Bruce Reed  
The White House  
Washington, D.C. 20500

Dear Bruce:

As you requested, here is an outline of the Violence Project now being designed jointly by the four networks.

The keystone of the project is a one-hour primetime television special on youth violence and guns which would be broadcast in 1994. The program would be "roadblocked" by ABC, CBS, Fox and NBC -- shown simultaneously on all four networks from 8-9 p.m., the hour of high youth viewing, on a week night (school night). We believe that this has never been done before.

In addition, we would make this program available to every other broadcast station and cable network so that it would hopefully not just be on four channels, but on 10 or 20 or 30, including those with heaviest viewing by young people.

The objective of this project is to use the power of network television not just to communicate and educate, but as a catalyst to focus and mobilize the resources of the most important private sector institutions to participate in this debate.

The elements under discussion include the following:

1. Schools: The National Education Task Force on Violence (NEA, School Boards, etc.) plus the AFT and the Catholic Education Association would ask each school and each teacher in America to assign this program as "homework." (Never been done before.)

We hope to distribute more than 2 million Teacher's Guides for the program.

2. Families: More than just "student homework," we will urge that this be true "Family Viewing" -- that every family in America watch this program together.

We are talking to the Newspaper Association of America about their making available to every newspaper a full page "Parents Guide" to the program -- what parents should discuss with their children after watching the program -- and asking that it be published that day in every newspaper.

3. Teach In: The day after the broadcast, not only would every school be asked to discuss the program, but we would seek to conduct the largest Teach In in the nation's history -- hopefully led by the President and the First Lady.

We would seek to connect the schools with adults from all different segments of the community -- political and government leaders, religious leaders, sports and entertainment figures, business leaders, lawyers and doctors -- who would talk to students about violence, guns and personal responsibility.

4. Religious: That weekend the nation's major religious organizations (National Council of Churches, Catholic Bishops Conference, Baptist Joint Commission, Evangelicals, Jews) would suggest that these issues be preached from every pulpit in America.

5. Other Organizations: Other constituencies or organizations that have expressed interest in participating:

- a. American Bar Association
- b. American Medical Association
- c. the major sports leagues
- d. the Hollywood production community led by the MPAA
- e. minority music and entertainment community (coordinated by HBO)
- f. minority media

6. Local Support/"Grassroots": We are simultaneously working from "the streets up" to design locally-based private sector anti-violence campaigns in major cities.

This effort has started in New York and Miami as a partnership of business executives and community leaders ("New Yorkers Against Violence"). The focus is on ways that the private sector can stimulate and support

community-based anti-violence efforts through both enforcement and prevention programs.

In each city, in cooperation with the key government officials and agencies, we will be focusing on such efforts as placed-based safety programs in schools and housing projects; gun buy-backs; youth programs; self-help and advocacy groups (block associations, Mothers Against Violence, etc.) and job and entrepreneurial opportunities for youth.

Next week Miami and New York leaders are meeting with representatives of Atlanta, Chicago, Dallas, Los Angeles and Philadelphia -- as well as other private sector groups and the President's Task Force to discuss how to coordinate and expand these local efforts. Peter Edelman has graciously offered to host the meeting at HSS (Tuesday, December 7, 10 a.m. to 2 p.m.).

The grassroots piece will parallel the national effort and help to ensure ongoing local efforts in major cities.

There are also other follow-up pieces to the national campaign, such as PSAs and special programming planned by each of the networks as well as our collaboration with the Harvard Project on Violence.

I hope this is helpful.

Sincerely,

Jay L. Kriegel

cc: Rick Cotton, NBC  
George Vradenburg, FOX  
Steve Weiswasser, ABC



# Campaign Beats Up On Violence

## Media Experiment Urges Kids to 'Squash It'

By Ellen Edwards  
Washington Post Staff Writer

**"S**quash It." Get used to that phrase. You're going to be hearing a lot of it. It's the slogan for a new campaign to be woven into prime-time entertainment television programming. What it means is that it's cool to walk away from a confrontation—that dif-

ferences can be resolved without violence.

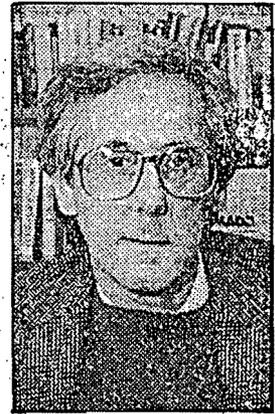
Yesterday civic leaders in Kansas City, Mo., agreed to use their community as a prototype for the "Squash It" initiative, which if successful there will go national. Early next year, says Jay Winsten, who created it much as he created the Designated Driver campaign in the '80s, the area will be saturated with the slogan and an accompanying gesture—a stylized "T" based on the timeout gesture in sports, in which the vertical part of the T is a clenched fist and the horizontal part is made by a flat hand coming down on the fist.

The Kansas City Chiefs have promised a prominent player to act as a spokesman, and local television stations and rap stars will participate, as will the Kansas City Star. The AMC Theaters chain, based there, has agreed to show a "Squash It" slide in its 1,618 theaters across the country. The program is being jointly backed by the local United Way and the Greater Kansas City Community Foundation.

Winsten, a former microbiologist, is the director of the Center for Health Communication and an associate dean at Harvard's School of Public Health, and under his guidance the center is taking on television's current Topic A: violence.

But rather than join the pack of those attacking pro-

See WINSTEN, C8, Col. 1



Jay Winsten hopes to enlist rather than attack TV in a campaign to "squash" violence.

# The New York Times

In America

BOB HERBERT

## The 'Squash It!' Campaign

Dr. Jay Winsten, director of the Center for Health Communication at the Harvard School of Public Health, gave us the media campaign in the 1980's that made the designated driver part of the national culture.

A television blitz was the only way to convince many of us that it was not a good idea to spend most of an evening as a reveler swallowing prodigious amounts of booze, and the remainder of it as a semi-coherent, half-blind motorist careening down a highway.

In Dr. Winsten's words, the designated-driver concept "promoted a new social norm." The driver doesn't drink any alcohol. The concept gave social legitimacy to the non-drinking role.

Now, a different situation: Heavily armed teen-agers and children are engaged in a coast-to-coast killing spree that shows absolutely no sign of abating. In New York there is a term called "wettin' the corner," which refers, I think, to the idea of spraying a street corner with gunfire, thus causing it to become wet with blood.

In the eyes of many young people, especially in the big cities, almost anything can be the cause of a murderous attack. In Dr. Winsten's words: "It's become normative social behavior that if you stare at someone the wrong way, or if you bump them on the dance floor, that is more than adequate justification for a fight that can escalate to other forms of violence, including the use of guns."

Drawing on his experience from the designated-driver campaign, Dr. Winsten is trying to enlist the media in a new campaign to turn young people away from violence, especially gun-related violence. The point of the campaign is to convince kids that it is both smart and cool to withdraw from a confrontation.

To a great extent, kids are already doing that. But we don't hear about those instances in which violence does not occur. Dr. Winsten uses the hypothetical example of a confrontation between two groups of three youngsters each. They could fight. But interviews with real youngsters have shown that often there is a tendency to back off in such situations as long as there has been no body contact — no shoving, for example.

According to Dr. Winsten, there is

---

Trying to  
make it cool  
for youths  
to avoid  
violence.

---

an inclination to back off because one side does not know what kind of weapons the other side might have; and both sides know that whoever loses will show up the next day to get even.

"The kids often decide it's not worth it. They use the line, 'What goes around comes around.' They even have a term they use when they decide to disengage. Someone will say out loud, to his friends and to the other side, 'Squash it!' And they'll withdraw."

Dr. Winsten wants to use the media, especially television, to promote this type of behavior. He wants to make it hip. Or cool. Or whatever the term is now.

He wants to provide young people with a way of walking away from a fight without losing face.

So Dr. Winsten is putting together a major media campaign in which youngsters are encouraged to make a variation of the "time out" sign whenever they get caught up in a confrontation. The vertical part of the "T" would be made with a clenched fist and the horizontal part with a flat hand coming down hard on the fist.

While making the sign, the youngster would say emphatically, "Squash it!"

The kids in the focus groups like it. Initially the idea was for a youngster to make the sign and say, "Time out!" That was met with derision. "Squash it!" however, seems to be eminently acceptable.

The designated-driver campaign was a huge success. Even George Bush and Bill Clinton appeared in public service announcements prompting the concept. And many entertainment programs included lines of dialogue, scenes and sometimes entire episodes on the designated-driver theme.

Gun violence in the United States is far more complex, and developing a national media campaign against it will be much more difficult. The problem is enormous. Even if Dr. Winsten's "Squash it!" campaign takes off, it will only be one part of the much broader Harvard Project on Guns, Violence and Public Health, which promises to be an ambitious assault on the whole peculiar notion that widespread violence is either normal or acceptable. □

Media/Edwin Diamond

GUNS  
AND POSES

EXPERIMENT: On Blossom, a gun is discovered in a locker.

## HOLLYWOOD TAKES ON VIOLENCE

LIFE TAKES A SERIOUS TURN ON FOX TELEVISION'S *Beverly Hills, 90210* this season. Hero Dylan McKay (pouty heartthrob Luke Perry) is the victim of a carjack in episode one of a series; angered, he buys a gun. By episode three, the gun goes off and McKay's best friend is almost killed; cut to somber reflections. Another earnest plot drives the episode "38 Special" on NBC's *Blossom*. High-schooler Blossom spots a handgun in the locker of a badass kid and—defying the teen code—tells school authorities. Later the gun totter disappears, an apparent off-camera suicide with his own '38.

Guns don't kill the big stars of prime-time TV this season, but secondary characters are allowed to die in the service of a new social cause. Executives, producers, and writers at the Hollywood studios and TV-production companies have enlisted in an exercise—no one wants to use a word as strong as *campaign*—to see if gun violence, specifically youthful gun violence, can be curbed through the lessons of sitcom story lines. The formal name of the... ummmm... experiment is the Harvard Project on Guns, Violence and Public Health. As Dr. Jay Winsten of Harvard University's School of Public Health explained in his announcement, Harvard will work with the Hollywood "creative community," as well as with other media

elites, to try to "shift the social environment" surrounding adolescent violence. This would be accomplished not so much by changing any individual teenager's behavior as by changing teenworld's social norms *as seen on TV*. Then, presumably, a new real-world social norm—say, that it's cool, or def, to keep your hands off handguns—would in turn influence individual behavior. As Winsten insists, "Young people watch a lot of TV."

Normally, attempts at behavior modification through the mass media get a number of other elites reaching for their guns... and their wallets. In this case, National Rifle Association lobbyists might be expected to go ballistic over the hint of an infringement on "gun rights," no matter how benign. Conservatives—pace Dan Quayle—would howl about a liberal-media conspiracy (spoken as one word) aimed at social engineering. Advertisers would certainly get jumpier than usual about placing their messages on "controversial" shows. Worst of all from the point of view of the creative community, the audience might ankle at the hint of any preachy prime-time entertainment. After all, the true Hollywood executive spirit was summed up decades ago by producer Walter Wanger: If you want to send a message, use Western Union.

But Jay Winsten didn't rise from P.S. 3 in Forest Hills, Queens, through the University of Rochester and Johns Hopkins to

a professorship at Harvard by being less than cool himself. The project has been purposely "framed as a simple, focused consensus issue," Winsten explained at a symposium on the mass media held by Harvard and the Annenberg Washington Program last month. That is, Harvard seeks assent only to the proposition "Kids shouldn't kill other kids." No one is advocating taking guns away from *adults*, whether NRA members or not.

The project also follows the success of the School of Public Health's designated-driver campaign, another Hollywood-Harvard collaboration that won the support of such constituencies as the National Basketball Association, Major League Baseball, the State Farm Insurance Company, and the federal government's National Highway Traffic Safety Administration. Both George Bush and Bill Clinton have done public-service TV spots as part of the designated-driver campaign.

The obvious contrasts between drunken driving and gun ownership make the new experiment a dicier enterprise. A different mix of habit, personality, impulse, and societal judgments is involved in each behavior. What's more, the role of models in promoting any kind of behavior, adult or adolescent, good or bad, is still a subject of debate: No one knows what messages work, despite a lot of theories about mass-media effects. Similarly, the so-called agenda-setting power of television remains unclear. Does TV tell us what to think? Does it even tell us what to think about? The Harvard-Hollywood collaboration may at a minimum provide clues to motivation and change, as well as illuminating a bit of the social behavior of media elites, Beverly Hills-Malibu brigade.

The strictures against drunken driving, first of all, aren't based on some airy social norm. Driving while intoxicated—DWI—is against the law. And, as Winsten says, "there's no 'other side' of the issue": No one is arguing that drunken driving is good. And so, the TV spots and magazine ads of the beer companies and the liquor industry advise moderation, particularly at this holiday time. Students of the mass media need only look at old and not-so-old movies—*It's a Wonderful Life* and *Animal House*, for example—and contrast them with more recent pictures, such as *Postcards From the Edge*, to see the shift in Hollywood images of drinking. (The same with smoking: Bette Davis and Joan Crawford never seemed to be with-

out a cigarette; try finding one in an actress's hands now.) In the case of drunken driving, too, the consensus for change was prepared by a grass-roots citizens group, MADD (Mothers Against Drunk Driving), and by the federal government. By the mid-eighties, however, MADD had fallen out of the hot-news loop—it was an "old story"—and the downward slope of automobile fatalities attributed to drinking had leveled off. Drunken-driving deaths began to climb again.

Enter the designated-driver campaign. In 1986, Winsten went to Stockholm to study Sweden's drunken-driving laws. He had a behavioral epiphany in a bar. The Harvard man listened as a housepainter explained that if he drank and drove, his friends would not speak to him and his brother would beat him up. In Winsten's words, Swedish society had created a powerful norm beyond the law and its risks of arrest, conviction, and jail: Drinking and driving were not acceptable at any level of society. How could a similar change be engineered in America?

Frank Stanton, the retired CBS president and a major Harvard donor, arranged for Winsten to meet the television producer Grant Tinker; in turn, Tinker opened doors at the networks and Hollywood studios. Winsten also met with the brightest minds of Madison Avenue, who advised him that when dealing with TV, newspapers, or Hollywood, it was best to keep the message simple. Harvard needed a slogan for the project—a concept suitable for both billboard and story line. The campaign found its message in five words: If you drink, don't drive. The act of drinking itself was not attacked.

Through Winsten's meetings with writers and producers, the idea of the designated driver was woven into entertainment programming, from 20 seconds of dialogue to 30- and 60-minute episodes. According to figures supplied by Harvard, references to designated drivers have been included in 160 prime-time programs since the 1988 TV season. Sometimes there were subliminal cues, repeated week after week; on *Cheers*, a poster in the bar announces that THE DESIGNATED DRIVER IS THE LIFE OF THE PARTY. (The *Cheers* message can still be seen in syndication.)

Other times, the campaign message was inserted as a narrative thread through several episodes. On ABC's *Growing Pains*, a comedy aimed at the bubble-gum set, leading character Carol hooks up with new boyfriend Sandy. He's been introduced solely to be injured in an alcohol-related crash. Suspense: Sandy may pull through and get a "second chance." The phone rings; he's died off camera, in the preferred manner (prime time can't be too much of a bummer). As a Harvard document later explained, "The writers' objective was to break through their young audience's belief that 'it can't happen to me'

by having them experience the loss of someone they had come to know."

Auto-fatality statistics show that alcohol-related deaths dropped from more than 23,000 in 1988 (the first year of the campaign) to 17,000 today. Harvard decided the designated-driver program had become self-sustaining and moved on to youthful violence. The overall body count was not as immediately gruesome: By the nineties, some 5,000 gun fatalities involving Americans 19 and younger were recorded, but the situation was fast exploding. When Harvard began conducting focus groups with teenagers in the Mission Hill neighborhood (Boston's pocket version of East New York), Winsten found his young informants nostalgic for the "old days" of the eighties; then, you could settle street-corner showdowns with fists instead of Smith & Wessons.

Winsten is convinced that there are ways to reach some of the Mission Hill hard cases. They watch Fox's *Martin* and *In Living Color* and NBC's *Fresh Prince of Bel Air*, for example. They also pay attention to superstars like Michael Jordan. What's needed now, Winsten thinks, is the right message—a word, phrase, or gesture signaling that "it's cool to walk away from a fight" without feeling disrespected. In a project related to the guns-and-violence push, other researchers have developed a curriculum centering on conflict-resolution techniques. Intended for schools, the materials are also being made available to scriptwriters. The new ABC series *George*, featuring George Foreman, shows the heavyweight fighter intervening among the teen characters, instructing them to talk it out rather than shoot it out.

In selling their positive messages, the experts must guard against the impression that youthful gun violence is "only" a pathology of the ghetto. "The suburbs and the middle class"—read, whites—"also have to be concerned," Winsten says. Perhaps Harvard need not worry too much. On a trip to Los Angeles this summer, Winsten found the writers and producers unusually open to his arguments. The reason might surprise both Dan Quayle and the NRA. It's been more than nineteen months since the riots following the Rodney King verdict; but, says Winsten, the fears of violence are as palpable as "an open sore." In the days after the riots, the *Los Angeles Times* reported that gun sales had increased dramatically—in Beverly Hills as much as in any other place in Los Angeles County. More recently, *TV Guide* offered a list of show-business personalities who are proud gun owners.

Some of the creative community, it seems, is prepared to shoot it out. The Harvard-Hollywood social-engineering axis, for all its elements of self-parody, at least will try talk for a while longer. ■

# CENTER FOR HEALTH COMMUNICATION



Harvard School of Public Health

Jay A. Winsten, Ph.D., Director

FOR IMMEDIATE RELEASE:  
October 21, 1993

## HARVARD ANNOUNCES PROJECT ON GUNS, VIOLENCE AND PUBLIC HEALTH

The Center for Health Communication of the Harvard School of Public Health today announced the establishment of the Harvard Project on Guns, Violence and Public Health. The Center will work with Hollywood writers, government officials, leaders in the business and communications industries, and journalists to help focus the nation's attention on effective approaches for preventing gun-related violence. The Project has three goals: 1) to help re-position gun-related violence as a public health issue; 2) to promote public discussion of strategies to reduce gun-related violence; and 3) to foster a social climate which favors non-violent ways of resolving disputes. The Center will carry out the Project in partnership with colleagues in other Harvard School of Public Health departments, including Robert Blendon, Felton Earls, David Hemenway and Deborah Prothrow-Stith.

The Project is the product of a planning process that was supported by a grant from The Joyce Foundation. Center staff reviewed the findings of two Louis Harris surveys on public attitudes, beliefs and experiences relating to guns and violence that the Center commissioned with separate Joyce Foundation funding; conducted meetings with business leaders, government officials, television executives, producers, writers and academic experts; reviewed relevant research; and examined news coverage of gun violence.

One outcome of the planning process was the identification of significant barriers that must be overcome to effectively address gun violence prevention. These are the barriers:

- (1) The news media, inadvertently, has positioned gun violence as a "no hope" story through incessant daily reporting of individual violent crimes, engendering a passive acceptance of gun violence as a condition of life in urban America today.
- (2) Current policy proposals for curbing gun violence focus primarily on suppressing crime through law enforcement, with scant attention paid to prevention.
- (3) Many Americans view the possession of handguns in the home as a means of ensuring safety, despite studies showing that handguns in the home represent dangerous health hazards.
- (4) American culture places excessive emphasis on recourse to violence for resolving disputes, and legitimizes the use of guns for securing and maintaining power and control.

The Harvard Project on Guns, Violence and Public Health will take into account these barriers and will initially include three components:

1. The Harvard-Hollywood Initiative

Drawing on its well established relationships with the Hollywood creative community, the School will work with television writers, producers and directors to encourage the development of episodes of top-rated network programs addressing various aspects of gun violence prevention. This initiative will be modeled after the School's Harvard Alcohol Project (HAP). Launched in 1988, HAP demonstrated how a new social concept -- the "designated driver" -- could be introduced rapidly through mass communication, catalyzing a fundamental shift in social norms relating to driving-after-drinking. All major Hollywood studios participated and more than 160 prime time programs addressed drunk driving prevention, including frequent reference to designated drivers; the leading television networks also aired prime time public service announcements promoting the designated driver concept. Four years after the campaign began, 55% of frequent drinkers told pollsters that they had been driven home by designated drivers.

In applying this approach to gun violence prevention, the School will encourage writers to create episodes depicting the dangers of keeping handguns in homes with children and depicting other serious negative consequences of gun proliferation. Through its work with the creative community, the School will seek to stigmatize loaded, unlocked handguns in the home and will seek to teach conflict resolution skills to young people. Project staff spent 11 days in Hollywood in July 1993 gauging the level of interest in this initiative. Interest was very high, and, indeed, a number of prime time episodes are currently in development.

2. The Harvard Forum on Guns, Violence and Public Health

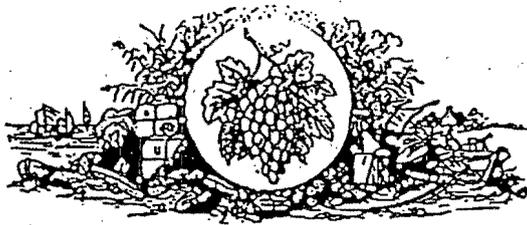
The School will create a forum to focus the sustained attention of national opinion leaders on the need for a comprehensive agenda to prevent gun violence. The Harvard Forum on Guns, Violence and Public Health will provide a vehicle for promoting a thoughtful debate over questions such as, "What are we going to do to keep handguns away from young people?" In order to reach a group of influential citizens in the U.S. business and communications industries, the Forum will sponsor a series of working luncheons at the Harvard Club of New York City for senior broadcasting and publishing executives, journalists, foundation officials and business leaders. Over time, the Forum will travel to other cities as well. The sessions will seek to re-position gun violence as a public health issue and generate a sense of moral determination that our nation must act to effectively address a problem of devastating social consequences. The Forum will consider a comprehensive agenda for gun violence prevention that includes these 14 components:

1. Crack down on crime through increased investment in law enforcement.
2. Stop gun proliferation through national and state legislation.
3. Retake the streets through community policing and neighborhood watches.
4. Curb glamorization of violence in popular entertainment.
5. Safeguard the schools.
6. Prevent domestic abuse to reduce children's exposure to and acceptance of violence.
7. Prevent alcohol and drug abuse.
8. Provide positive alternatives and role models for at-risk youth.
9. Teach conflict resolution techniques.

10. Empower America's youth by listening to their concerns, respecting their views, and involving them in solving problems affecting their lives.
11. Fight against racism.
12. Reform welfare to discourage dependency.
13. Restore family and individual responsibility.
14. Create jobs to counter anger, poverty, hopelessness.

### 3. Strengthening Local News Coverage

The School will work with reporters, editors and editorial writers at major metropolitan newspapers in a concerted effort to: 1) transform gun violence from a "no hope" to a "new hope" story by encouraging journalists to dig beneath the surface of news stories, focusing on flawed policies and potential solutions; 2) reposition gun violence as a public health issue; and 3) focus attention on the growing threat of gun violence in suburban and rural areas.



# Designated Driver Gets Presidential Boost

By VIRGINIA POOLE

Cheers, Law and Order, and Growing Pains hopped on the bandwagon with the Vineyard. Now Bill Clinton is joining in delivering the message here and abroad.

The President of the United States is speaking on behalf of the Designated Driver — a program launched on Martha's Vineyard three years ago to reduce the incidence of drunken driving. President Clinton will appear on radio spots and television across the nation, urging people, if they choose to drink, to drink moderately and designate a driver. The first radio message will be broadcast by radio station WMVY.

Jay Winsten of the Harvard Alcohol Project, who initiated the concept of the Designated Driver program, joined local Dukes County Sheriff Christopher S. Look Jr. and Charles Tucker, head of the Drug Abuse Resistance Education (DARE) program, in announcing new facets of the program at a press conference held at the Harbor-View Hotel on Friday.

The Vineyard has another special boost to spread the message of the Designated Driver for the third year in a row. Plymouth Rock Assurance Corporation, a Boston insurance firm, has contributed \$10,000 to the local effort.

Driving under the influence of alcohol is becoming more costly. At the extreme end it can cost human lives. But now, costs will continue to follow the person with a record of driving under the influence in Massachusetts. Insurance commissioners have adopted a new policy, reports Patricia Noone of Plymouth Rock Assurance Corporation. Those convicted of driving under the influence will pay higher insurance premiums. The average premium for a car with full coverage on the Island is \$756. If a driver has a single incident of driving under the influence of alcohol, this premium would rise to \$1,025, a 36 per cent increase. A second conviction would increase that by another \$244. Over a five-year period, a single conviction could result in payments of \$1,200 or more in extra insurance premiums.

Jay Winsten of the Harvard Alcohol Project said at the press conference the Vineyard's introduction of the Designated Driver program has influenced the nation. "When Martha's Vineyard speaks, America listens," he said. The model in the program book distributed to communities that will institute the Designated Driver program is the one developed by the Vineyard task force three years ago.

A Roper Poll released in February of

this year showed that 29 per cent of American adults over 30 had been designated drivers in 1989, Dr. Winsten said. That figure rose to 37 per cent in 1991 and grew to 39 per cent in 1993. The figure for adults under 30 showed 43 per cent served as designated drivers in 1989. This rose to 52 per cent in 1991, and to 56 per cent in 1993. Dr. Winsten said the increases show a leveling off in 1993 for both groups.

Nationally, 90 per cent approve of the Designated Driver program as the vehicle for ending driving under the influence. Seventy-one per cent approve of random police road blocks. Sixty per cent approve of holding a bar legally responsible for serving alcohol to someone who has obviously had too much to drink and is subsequently involved in a crash. Fifty per cent approve of holding legally responsible a private individual who serves too much in his home to a person who is involved in an accident.

Dr. Winsten had words of praise for the Island community. "From the law enforcement officers, to the Vineyard Gazette, the Reston family, the media, the restaurants and bars, this community has been terrific for the way you have stuck to it," he said.



# THE HARVARD ALCOHOL PROJECT

Harvard School of Public Health • Center for Health Communication  
Jay A. Winsten, Ph.D., Center Director

## The New York Times

*Founded in 1851*

ADOLPH S. OCHS, *Publisher 1896-1935*  
ARTHUR HAYS SULZBERGER, *Publisher 1935-1961*  
ORVIL E. DRYFOOS, *Publisher 1961-1963*

---

### Designating the Driver

It's not clear to what extent television molds social behavior. But on the assumption that it does, the Harvard Alcohol Project and the television industry have been trying to combat drunken driving by promoting the designated driver concept. Both partners deserve credit for the effort.

Jay Winsten, director of the Harvard Alcohol Project, persuaded the three big television networks to produce and air public service announcements pushing the idea of the designated driver, the member of a group at a party who purposely abstains so that he can safely drive his drinking friends home.

Last fall, in a new phase of the project, Mr. Winsten won commitments from producers of at least 30 prime-time entertainment programs to write into their scripts dialogue promoting the designated driver.

Mr. Winsten acknowledges that there's no proof such television messages affect behavior. But he makes the plausible argument that the media in any case perform an "agenda-setting" function that is not limited to government.

By one estimate, the television industry has given \$100 million of air time to the designated-driver idea because of the Harvard project. Lives have probably been saved; consciousness has surely been raised.

### Topics of The Times

EDITORIAL  
The New York Times  
January 17, 1989

# VINEYARD GAZETTE

*Martha's  
Vineyard's  
Newspaper  
for 145 Years*



*Established  
in 1846  
A Journal  
of Island Life*

Sally Fulton Reston and James Reston  
*Chairmen of the Board*

Richard Reston, *Editor and Publisher*

Mary Jo Reston, *Publisher and General Manager*

Nis Kildegaard, *News Editor*

Glenn Carpenter, *Business Manager*

M.C. Wallo, *Production Manager*

Alison Shaw, *Director of Graphics and Design*

Phyllis Meras, *Contributing Editor*

Elizabeth Bowie Hough and Henry Beetle Hough  
*Publishers 1920-1965*

## *The Life of the Party*

The Harvard University School of Public Health came to the Vineyard in the summer of 1990 to plant the seed of a life-saving idea. The team called itself the Harvard Alcohol Project, and its intent was nothing less than to change a community's social norms. Specifically, the goal was to plant the idea that driving after drinking is a tragic mistake, and to build acceptance for the new role of the designated driver.

Designated driver — a decade ago the phrase would have needed an immediate definition. Today, the polls show that more than a third of all Americans have actually played that life-saving role, staying sober to help friends get home safely at the party's end. From the pilot program begun on the Vineyard, with its neon posters declaring, "The Designated Driver Is the Life of the Party," a national campaign has grown, and national studies suggest that an emerging social norm is already taking hold.

But there is much still to be done before roads on the Vineyard and elsewhere are truly safe, every night. This summer Designated Driver of Martha's Vineyard Inc., a nonprofit group, has taken over responsibility for the program begun here by Harvard, and yesterday the group announced an ambitious summer campaign with corporate support from Pepsi-Cola. Radio jingles will push the message; bright posters at bars will proclaim the role of the designated driver; colorful buttons worn by one member of each carload will declare, "I'm the One." A subtle change in attitude is beginning to save precious lives on the Island and across the nation. The success of this campaign is proof, to warp the old adage, that thinking and driving do mix.

# The New York Times

## THE MEDIA BUSINESS

### Advertising | Stuart Elliott

## A (Nearly) Presidential Call for Care in Holiday Imbibing

**A**SOUTHERN BAPTIST, described as a social drinker who has a beer now and then, hardly seems the ideal spokesman for a national public-service announcement warning holiday revelers about the perils of drunken driving.

It makes sense, though, when he turns out to be Bill Clinton.

Between Christmas and New Year's Day, the three major television broadcasting networks plan to run — during their coveted prime-time viewing hours — a public-service commercial in which the President-elect will deliver a cautionary greeting to the nation he is soon to govern.

The 30-second spot is the latest strategem in a four-year-old campaign by the Harvard University Alcohol Project to encourage drinkers to designate drivers. It also introduces some subtle shifts in the project's attempts to modify behavior.

"We're always looking for opportunities to sustain the visibility of our message," Dr. Jay Winsten, director of the Harvard Alcohol Project, said in an interview yesterday from his office at the Center for Health Com-

munications of Harvard's School of Public Health in Boston.

Sounding like a top executive at an ad agency, he added, "It's part of our ongoing public-relations campaign to advertise our product — and our product is the designated driver." (In a speech he delivered last month, Dr. Winsten described how important Madison Avenue concerns like "positioning," "creativity" and "exposure" had been to the project.)

In the 30-second spot, videotaped last Friday in Little Rock, Ark., Mr. Clinton is seated by a blazing fire. To dispel comparisons with the last Chief Executive to make a fireside chat, Jimmy Carter, Mr. Clinton is dressed in a suit and tie rather than a cardigan.

"We start the new year with a sense of hope and possibility," he says, according to a script provided by the Harvard Alcohol Project. "Let's also start it safely. If your New Year's celebration includes alcohol, please, for yourself and your friends, take responsibility, drink in moderation, choose a designated driver who doesn't drink at all."

The spot ends with Mr. Clinton, on behalf of himself and his wife, Hillary, wishing viewers "a safe, healthy

and happy New Year."

The commercial serves each participant's purposes nicely.

For the Alcohol Project, it offers a fresh angle to what has become a familiar refrain at the Christmas and New Year's holidays: that, in the words of another public-service spot, "Friends don't let friends drive drunk."

Mr. Clinton's appearance is meant "to capitalize on the newness and excitement of the incoming Administration," Dr. Winsten said.

It also represents the beginning of a strategy to broaden the project's intended purposes, he added, as indicated by some of the President-elect's words and phrases.

His conditional introduction — "If your New Year's celebration includes alcohol" — is meant to reinforce not drinking as an option in social situations, Dr. Winsten explained. And the phrase urging people to "drink in moderation," he continued, addressed for the first time the behavior of drinkers who have already decided to designate drivers; the fear is that when many drinkers turn over their car keys, they deem it a license to subsequently get drunk.

For President-elect Clinton, the

commercial offers another chance to communicate directly with the public, unfiltered by reporters. It is in keeping with his deft use of the so-called new media during the Presidential campaign as typified by appearances on "The Arsenio Hall Show" and MTV.

Jeff Eller, deputy communications director for the transition in Little Rock, said Mr. Clinton "is not a big drinker at all," though he rejected the term teetotaler in favor of calling the President-elect "a very light drinker" who "occasionally has a beer."

Clinton biographies refer to him as a social drinker; during a visit to a restaurant on his Thanksgiving weekend vacation in California, The New York Times reported, he ate a hamburger and drank a Moosehead draft beer.)

Since the Harvard Alcohol Project started in 1988, its most notable accomplishment has been to persuade the script writers of prime-time series like "Roseanne" and "Cheers" to work into their plots low-key references to drunken driving and suggestions that drinkers ask friends to serve as designated drivers.



# THE HARVARD ALCOHOL PROJECT

Harvard School of Public Health • Center for Health Communication  
Jay A. Winsten, Ph.D., Center Director

## The New York Times

SUNDAY, DECEMBER 31, 1989

### A DRIVE IS PRESSED FOR SOBER DRIVERS

#### Concept of Designated Driver Catches On as Old Habits Change in Society

BOSTON, Dec. 30 (AP) — From Harvard to the Hard Rock Cafe to Hollywood, people concerned about highway deaths on New Year's are promoting the designated driver concept, and researchers say it is catching on, but habits do not change easily.

"We are helping reduce the number of highly intoxicated drivers on the road," said Micky Sadoff, national president of Mothers Against Drunk Driving, "but we're not going out of business, sadly."

Using 1988 figures, Federal officials at the Centers for Disease Control in Atlanta estimate that by the end of the Dec. 21-Jan. 2 holiday period, 885 people will have died in alcohol-related crashes.

#### And the Public? a Shrug

On New Year's Day 1989, the researchers calculated, 58 percent of the traffic deaths involved drinking, as against 39 percent the year round.

One death described by police officers as alcohol-related drew notice this week. It was the death of Billy Martin, who died at 61 in a Monday crash near his home in upstate New York. He was riding in a pickup truck driven by a friend, who has been charged with drunken driving.

Experts say that in most cases the public takes little notice of such deaths. "We've become accustomed to a large background level of carnage," said Terence Chorb, an epidemiologist who wrote the disease control centers' report.

The National Highway Traffic Safety Administration says traffic fatalities related to alcohol have declined over the past several years in actual numbers and as a percentage of total highway deaths.

#### Pushing the Designated Driver

Last year, an estimated 18,502 people were killed in alcohol-related vehicular crashes. These were just under 40 percent of all traffic deaths. In 1982, 20,360 people died in alcohol-related crashes, or 46 percent of all highway deaths.

The Harvard School of Public Health has concentrated in the past few years on promoting designated driver programs around the country: One drinks, one drives. Harvard has persuaded television networks and Hollywood studios to use dialogue in which characters who have been drinking let someone else do the driving.

"Cheers" and "Family Ties" have been among popular television shows depicting designated drivers last season. The script writers of "Growing Pains" had a character die after an alcohol-related accident.

#### Slight Gain on Last Year

Gallup Polls conducted for Harvard reported that 7 of 10 respondents said they regularly appointed a designated driver when they were drinking with friends, up from 6 of 10 at the beginning of last year's Christmas-New Year's season.

"I don't take those numbers literally," said Jay Winsten, assistant dean at the Harvard School of Public Health. "I think it's strongly biased by respondents who want to give the socially acceptable answer. But there's been a shift in public perception of what a socially acceptable answer is."

Mr. Winsten says tough talk is still needed to combat drunken driving. "It needs to be viewed by the public as a major source of violent crime," he said. "Until it is viewed by the public that way, we're not going to solve the problem."



# THE HARVARD ALCOHOL PROJECT

Harvard School of Public Health • Center for Health Communication  
Jay A. Winsten, Ph.D., Center Director

The New York Times

MONDAY, SEPTEMBER 11, 1989

## Television | Bill Carter

# A Message on Drinking Is Seen and Heard

**A**T many Labor Day barbecues and softball games this year, a new player was on the scene. Position: designated driver.

Some people who signed up for that assignment probably found their inspiration from an episode of "Cheers," "Family Ties," "The Cosby Show" or "Hunter."

In a significant display of television's power to bring about social change, a public-service campaign has helped to raise national awareness of the importance of selecting a nondrinking driver before a social occasion to reduce drunken driving and accidents.

The campaign, called the Harvard Alcohol Project, was organized by the Center for Health Communications at the Harvard School of Public Health. Jay A. Winsten, the center's director, said 45 episodes of different network series this year have carried a message about drunken driving in response to the campaign.

Five network series have each devoted an entire episode to conveying the campaign's message, he said. Other programs are expected to mention the message in the new television season, which will begin next week.

The campaign aims at achieving nothing less than a "change in American social norms," Mr. Winsten said. The Harvard project seeks to persuade Americans that the idea of setting aside one partygoer as a sober driver is not only socially responsible but also socially correct.

The sweeping nature of the designated-driver campaign raises questions about how easily the power of such underlying television messages could be abused.

Already, television producers are frequently approached by product-placement companies seeking to have products shown and even endorsed in movies and on television.

"Television is always conveying messages, some about violence and sex," Mr. Winsten said. "There's a message sent through advertising that it's cool to be thin. That has enormous impact on the incidence of anorexia."

But, he added, "it would be unjust for TV to be criticized for giving socially positive messages."

## The designated-driver campaign demonstrates the medium's power.

Some advertising executives estimate that the Harvard campaign has so far received \$100 million worth of free television publicity from the messages in the television episodes and the public-service announcements carried by the networks.

Similar messages against drunken driving are being broadcast by some beer companies, like Anheuser-Busch and Coors. But the brewers are not part of the Harvard campaign. "They expressed some interest, but we made a conscious decision to work separately from them," Mr. Winsten said. He said the campaign did not want to encourage drinking.

The Harvard project has evidence that it has achieved its goal, Mr. Winsten said. He cited a Gallup Poll taken in June in which 72 percent of those responding said they used a designated driver on social occasions all or most of the time. In 1988, with only public-service announcements on television, 62 percent answered the question the same way.

"I don't take those results literally," he said. "I know that many of those people are giving the socially acceptable answer. But that's the first step in changing social norms. It's now the socially acceptable thing to use a designated driver. I find that result promising, even if it's not really accurate."

Mr. Winsten visited 140 television producers in the last year, urging them to use his message, however subtly, in their storylines. The reference could be trivial and still be helpful, he said, citing an example from the NBC series "Hunter." One episode included a brief, unessential scene in which a waitress serving drinks to a table said: "Who gets the soda water? You? Well, I guess somebody has to drive."

Originally, Mr. Winsten considered approaching the networks in the traditional way, seeking free public-service announcements for his campaign. But Frank Stanton, the former president of CBS, who is a member of advisory board for the Center for Health Communications at Harvard, suggested that a message would have far more effect if it could be placed into the programs themselves.

After a year of working on the campaign, Mr. Winsten is convinced that Mr. Stanton was right. "The audience is connected to the subject matter," he said. "They're engaged in the dramatic development. They identify with the characters. And if a character has a commitment to a message, it's far more effective than a talking head lecturing you in a public-service announcement."

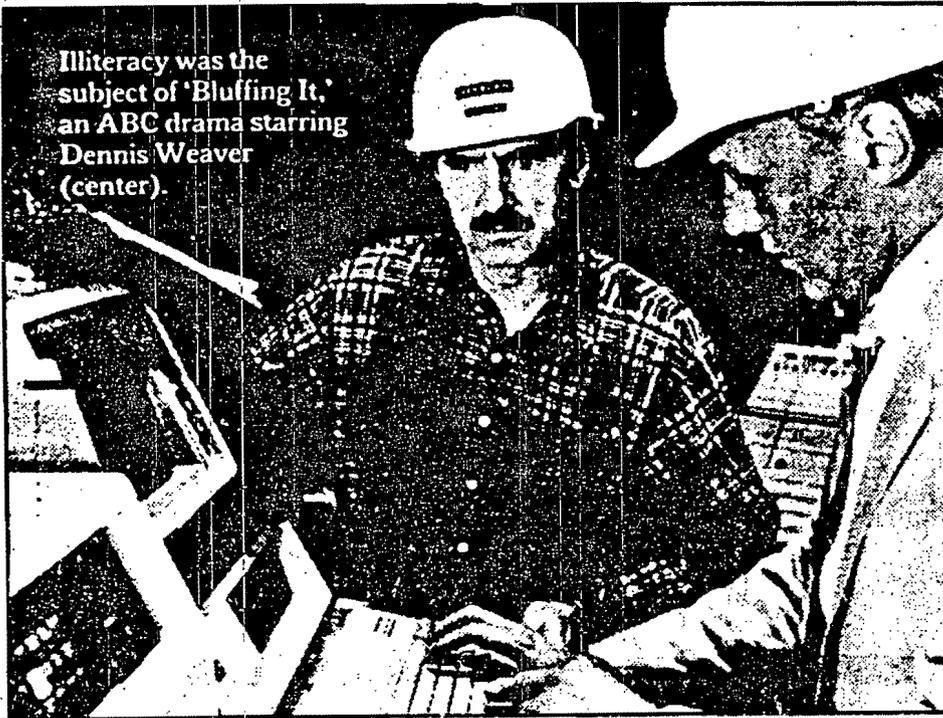
Of course, television programs have been enlisted to promote social change before. In the mid-1970's, Henry Winkler as "the Fonz" on "Happy Days" made a point of urging that children wear seat belts. Norman Lear used his hit comedies "All in the Family," "Maude" and "Good Times" to argue social causes ranging from rape counseling to abortion rights to the need for blacks to have frequent blood pressure examinations.

The successful Harvard campaign has already helped to inspire a similar effort by the Environmental Media Association, which has approached movie and television producers to ask for storylines that might mention the value of recycling cans or buying energy-efficient automobiles. Mr. Lear is on the group's board.

Its president, Andy Spahn, said he expected several episodes of television series in the fall to explore the themes that his group discussed with producers during meetings this summer. Like Mr. Winsten, he said an important purpose of the television campaign was to promote "life style and behavioral changes in the American public."

"Television is very effective in delivering all sorts of messages," Mr. Spahn said. But, he added, "one has to be very sensitive about the power of television."

A Few Words on Drunken Driving



Illiteracy was the subject of 'Bluffing It,' an ABC drama starring Dennis Weaver (center).

An agreement to increase the number of Hispanics and other members of minority groups in NBC programs came directly from these sessions, Mr. Rukeyser said.

For three years, Capital Cities/ABC and the Public Broadcasting System have engaged in an anti-illiteracy effort. They have aired 10 to 14 commercials a week as well as a series of documentaries and segments on "Nightline" and "World News Tonight." Early in the campaign, Brandon Stoddard, the head of ABC's entertainment division, urged the network's producers to incorporate illiteracy themes into their shows. Last year, nine prime-time series had episodes devoted to illiteracy, including "Webster," "Hooperman" and "Hotel." Illiterate characters were written into two day-time soap operas.

Few would criticize such admirable goals. But with networks, producers and academia all collaborating in the Harvard project, some communications analysts are beginning to re-examine the longstanding fears of critics left and right that television has the power to impose its own agenda on the public mind. How, where and by whom, they wonder, will the line between the laudable and the questionable be drawn?

Subliminal Politics

Todd Gitlin, a professor of sociology at the University of California, Berkeley, and the director of its mass communications program, said he was troubled by the extent to which campaigns like the Harvard Alcohol Project or the Media-Advertising Partnership for a Drug-Free America undermine the idea that the family is the place where morality should be taught.

"I agree with the message of the designated-driver campaign," he said. "But I'm troubled by the way this confirms the power that operates at the center of the industry." Professor Gitlin also said that the Harvard project and similar campaigns tend to identify issues like drug and alcohol abuse as personal problems that can be solved through individual initiative, rather than through social action.

"The truth is, there are many sides to almost every issue, even drugs and drinking and others that seem pretty one-sided," said Daniel C. Hallin, a professor of communications at the University of California, San Diego. "If you get a situation where television content is coming down very moralistically on one side and not exploring the complexity of issues, that's a bad thing."

Some drug and alcohol counselors worry that if the designated-driver campaign reaches saturation levels it could leave teen-agers with the impression that, as long as a sober driver is present, drinking is a perfectly acceptable pastime.

Television, Mr. Gitlin says, is not a value-neutral medium. From its inception, it "has taken moods in our culture, sorted them out, promoted some and veiled others," he said.

The organizers of the Harvard project take that point as a given. "There's never anything neutral about the way television portrays social norms and life in America," said Mr. Winsten of Harvard. "It's always communicating some message. Currently, in the movies and on television, people drink with impunity and get in cars and drive. We're just asking for sensitivity."

This Time It's Clear: TV Has a Message for Us

By RANDALL ROTHENBERG

THE announcement last week of an ambitious television campaign against drunken driving showed how the communications industry can use its considerable powers of persuasion for laudable goals. But the plan, to promote the use of "designated drivers" by planting favorable dialogue in television scripts, raised questions about something the advertising and entertainment industries are less comfortable with: social engineering.

"The dangerous thing is, where next?" said Jeremy Warshaw, an advertising account executive at Saatchi & Saatchi DFS Compton. "What's the next thing a studio might decide?" Despite his general concerns, he is helping with the campaign, which is being joined by the three largest networks and 13 Hollywood studios that provide them with programming.

A designated driver is someone who agrees not to drink during an outing, and who takes responsibility for driving friends home. The purpose of the Harvard Alcohol Project, as the campaign is

called, is behavior modification — the "application of Madison Avenue expertise to affect the population through mass media," in the words of the project's chief organizer, Jay A. Winsten, an assistant dean of the Harvard School of Public Health. Neither he nor his television industry supporters believe that public-service commercials, which will also be part of the effort, are adequate to the task.

"There's a tune-out thing that occurs when a public-service spot appears," said Grant Tinker, a former chairman of NBC and now an independent television producer who is one of the project's principal sponsors. "If a message is in the body of a program coming from the mouth of a character you like and pay attention to, it can really have a tangible result."

Independent producers like Norman Lear have made no secret of their attempts to use shows to bring about social change. Nor have the networks. M. S. (Bud) Rukeyser Jr., the former head of corporate communications for NBC, said that every two years the network held a special meeting with representatives of as many as 40 special-interest groups to listen to their concerns.



## The New York Times

# TV Industry Plans Fight Against Drunken Driving

By RANDALL ROTHENBERG

The three major television networks and the Hollywood studios that create most of their programming are joining in a coordinated attack against drinking and driving that will include dialogue in popular entertainment shows as well as public-service advertising.

The campaign will begin around Thanksgiving and will encourage the use of "designated drivers," in which a group of people socializing together pick one member who refrains from drinking and takes responsibility for taking the others home.

Harris L. Katleman, the president of the television division of the 20th Century-Fox Film Corporation, said he ex-

pected every scene at a party or in a tavern in his studio's shows to include a mention of designated drivers. The studios shows include "L.A. Law," "Mr. Belvedere" and "Hooperman."

"If you're doing a scene in 'L.A. Law' where the characters are in a bar and one of them says, 'Have a drink,' another will respond, 'No, I'm driving tonight,' or, 'No, I'm the designated driver,'" Mr. Katleman said. "It's not difficult at all."

In addition, the networks will create their own commercials for designated drivers and blend them into their con-

tinuing public-service campaigns.

The project was disclosed yesterday by Jay A. Winsten, an assistant dean of the Harvard School of Public Health and the director of its Center for Health Communication, which developed the project.

While research by the Gallup Organization shows that 78 percent of all drivers would be willing to serve occasionally as designated drivers, most Americans are relatively unfamiliar with the system, which has long been popular in Sweden, where it originated, and in other European countries.

The Harvard Alcohol Project, as the

# TV Industry to Campaign Against Drunken Driving

Continued From Page 1

cooperative effort is called, is intended "to model a new social norm by reaching 240 to 250 million Americans, working through news organizations, public-service announcements and the entertainment media," Mr. Winsten said.

The campaign will be based on research conducted by Gallup and Saatchi & Saatchi DFS Compton, the large advertising agencies.

Such a large-scale public-service advertising campaign has a precedent. The Media-Advertising Partnership for a Drug-Free America, a Madison Avenue effort, has produced television commercials that have run more than 20,000 times in the past two years.

While there have been informal attempts in the past to coordinate advertising and entertainment programming, "there has never been anything this organized," said Grant Tinker, a former chairman of NBC and now the president of GTG Entertainment Inc.

Elenore Hangley, a senior vice president of the Advertising Council, the advertising industry's public-service arm, called the alcohol project unique because of the breadth of the cooperation among the networks and the studios.

The project's organizers said they would not put a dollar figure on the value of the air time or the labor.

Mr. Tinker, a principal supporter of the project, said, "You couldn't have enough billboards or skywriting or newspapers" to equal the impact of a star like Michael J. Fox talking about designated drivers on one episode of "Family Ties," a popular NBC series.

## Specific Commitments

Several studios have made specific commitments. Mr. Winsten said Stephen J. Cannell Productions had agreed to refer to designated drivers on a systematic basis in "Wiseguy" and "Hunter." Another studio, which he declined to name, has agreed to write dialogue into each of its shows at least twice in the new season.

In April, the Writers Guild of America West board, which represents the majority of television writers, voted to support the project.

NBC will encourage its affiliates to work with local schools in establishing designated-driver programs. Rosalyn Weinman, the network's director of community affairs, said:

Ms. Weinman said NBC was planning to create two commercials, one aimed at adults and featuring a pair of married stars, like Michael Tucker



The New York Times/Fred R. Conroy

Grant Tinker, president of GTG Entertainment Inc., who is a main supporter of the Harvard Alcohol Project.

and Jill Elkenberry of "L.A. Law," and another aiming at teen-agers and featuring a younger star.

CBS will also use network stars in one or more 15-second spots that it plans to air in prime time as part of its two-year-old "Stop The Madness" campaign against substance abuse. Matthew Margo, CBS's vice president for program practices in New York, said:

CBS has said it will run its spots three times a week in prime time during the holiday season, Mr. Winsten of Harvard said. NBC has not yet made a prime-time commitment, but Mr. Winsten said it would broadcast its spots at least twice a week during "Late Night With David Letterman."

ABC expects to match the schedule it had last year, when it cooperated with Harvard in a smaller-scale designated-driver campaign and ran 26 spots during a two-week period, 20 of them in prime time.

All three networks are developing their campaigns based on research done by Saatchi & Saatchi.

Jeremy Warshaw, a Saatchi account executive, said the research indicated that young people tended to rebel against a peer-group member who tried to set himself up as an authority figure. The networks decided to eschew scare tactics in favor of advertising that emphasizes the sexiness and independence of the designated driver.

# CENTER FOR HEALTH COMMUNICATION



Harvard School of Public Health

Jay A. Winsten, Ph.D., Director

## OVERVIEW:

### THE FIRST SEVEN YEARS

CENTER FOR HEALTH COMMUNICATION  
HARVARD SCHOOL OF PUBLIC HEALTH

Jay A. Winsten, Ph.D., Center Director

*Half of U.S. mortality today is due to unhealthful behavior and lifestyle: tobacco smoking, overeating, a diet high in animal fat, inadequate exercise, substance abuse, drunk driving, unsafe sexual practices, failure to use seatbelts, excessive speeding.*

*Mass communication has the ability to reach vast audiences and a capacity to repeat a message with a frequency sufficient to influence behavior. Sophisticated advertising and public relations techniques can help enormously in motivating people to act in their own interests.*

Seven years ago, Harvey V. Fineberg, the Dean of the Harvard School of Public Health, established the Center for Health Communication. Its mission is to mobilize the immense power of mass communication to improve human health. The first center of its kind in a university setting, it has forged a unique set of partnerships with the broadcast, advertising, news and entertainment industries. It has created, tested and demonstrated the value of unique and powerful technologies for promoting good health through mass communication.

The Center conducted two major studies to establish its strategic approach. Both studies were published in the journal Health Affairs. The first was a three-year examination of how news judgements are shaped by organizational, economic and professional incentives in the news

business. The Columbia Journalism Review hailed it as a "landmark study." Its analysis provided insights into the inner workings of the news business.

The second study yielded twenty recommendations for the design of mass media campaigns to prevent adolescent substance abuse. Many of the recommendations are equally applicable at both the community and national levels. Explaining why most public service campaigns fall far short of potential, the study proposed a fundamentally new approach based on a coordinated program of advertising, marketing and public relations informed by research. The study's recommendations were reported on the front page of the business section of The New York Times and established a new gold standard against which public service campaigns are now measured.

A striking example of what can be accomplished through scientific and journalistic cooperation occurred in 1986, when the Center intervened in a crisis threatening the sight of ten thousand patients. These people suffered from blepharospasm, a neurological disorder causing spasmodic contraction of eyelids, often to the point of functional blindness. A California ophthalmologist had developed an experimental therapy using injections of minute amounts of botulism toxin, and for several years he produced and distributed the drug in a multi-center study. Suddenly, in 1986, he was denied liability insurance and was forced to stop producing the drug. Soon patients began reverting to functional blindness. Physicians and several thousand patients wrote pleas to the FDA and members of Congress, to no avail.

The Center learned of the crisis through Dr. Gary Borodic, a Harvard Medical School clinical instructor in ophthalmology at the Massachusetts Eye and Ear Infirmary and a participant in the clinical trial. Dr. Borodic agreed to work with the Center in offering the story to The

New York Times. The article, and a subsequent press conference organized by the Center, stimulated network news coverage and editorials in The Wall Street Journal and The Washington Post, promoting insurers and the FDA to act quickly to solve the liability problem. Supplies of the drug soon were replenished, and eventually the FDA licensed the drug for clinical use. Dr. Borodic notes that the intense publicity sparked a wide range of new studies of other clinical uses of botulism toxin. "The National Institutes of Health recently held a consensus conference on new uses for this drug, which absolutely would not have happened without the media attention four years ago," according to Dr. Borodic.

This successful Center project illustrates a precision-targeted intervention involving mass media to provoke rapid change. With other issues, such as drunk driving, change comes gradually, and the challenge is to sustain long-term attention. The Harvard Alcohol Project illustrates the Center's strategy for addressing problems that require sustained, long-term attention.

Launched in 1987, the Harvard Alcohol Project sought to demonstrate how a new social concept -- the "designated driver" -- could be introduced rapidly through mass communication, catalyzing a fundamental shift in social norms relating to driving-after-drinking. Such a shift is essential for curbing alcohol-related traffic fatalities, now the leading cause of death among young adults aged 15-24. Through this Project, the Center became the leading U.S. proponent of the "designated driver" concept.

The Harvard Alcohol Project represents a genuine breakthrough for public health. It marks the first time that a health institution has joined forces with the communications industry on a project of this magnitude. All major Hollywood studios are participating along with the

ABC, CBS and NBC television networks. Channels, a respected trade journal, called the extent of this industry involvement "unparalleled."

The Project broke important new ground when TV writers agreed to insert drunk driving prevention messages, including references to designated drivers, into scripts of top-rated television programs, such as "Cheers," "L.A. Law" and "The Cosby Show." Entertainment not only mirrors social reality, but also helps shape it by depicting what constitutes popular opinion, by influencing people's perceptions of the roles and behaviors that are appropriate to members of a culture, and by modeling specific behaviors. The strength of this approach is that short messages, embedded within dialogue, are casually presented by characters who serve as role models within a dramatic context, facilitating social learning. The strategy was strongly endorsed in a unanimous resolution of the board of directors of the Writers Guild of America, West. Harvard serves as catalyst and information source; the writers retain full creative control. Prior to the Center's work, no one had successfully organized the creative community for such a large-scale effort. Over a 4-year period, more than 140 prime-time programs included subplots, scenes, and dialogue on the subject, including frequent references to the use of the designated drivers.

At Harvard's request, the TV networks also have aired frequent public service announcements (PSA's) during prime time encouraging the use of designated drivers. This is the first time that the three networks have produced and sponsored simultaneous campaigns with the same message. Prominent spokespersons in these PSA's have included Bill Clinton and George Bush. The Center's public relations activities have further reinforced the campaign, generating extensive news coverage.

The Project has received extensive national attention, including a laudatory editorial in The New York Times, a special report on ABC's World News Tonight with Peter Jennings, and a front page article in The New York Times. Another significant aspect of the Project is its cost-effectiveness. According to industry estimates, the Project annually receives over \$100 million in network air time, utilizing under \$300,000 in annual grants.

Harvard's collaboration with the TV industry has made "designated driver" a household phrase in the U.S. to such an extent that the term appears in the new Random House Webster's College Dictionary. Public opinion polls conducted since the Project began document the rapid, wide acceptance and strong popularity of the designated driver concept. Roper found that the proportion of Americans reporting that they have actually been a designated driver reached 37% in 1991. Among Americans under the age of 30, 52% have actually been a designated driver. Among all alcohol drinkers, 28% have been driven home by a designated driver. Among frequent drinkers, 43% have been driven home by a designated driver. The Wirthlin Group reports that nearly 9 out of 10 respondents in the country are familiar with the designated driver program and they give it a favorability rating of 81 on a 100 point scale; the designated driver program rated higher than all other programs or industries rated. In the Project's first four years, annual alcohol-related traffic fatalities declined by approximately 20%, compared to a 0% decline in the three years immediately preceding the campaign. Cause-and-effect cannot be proven, but the polling data suggest that the national designated driver campaign has been an important contributing factor.

The Harvard Alcohol Project -- the first successful effort to use dialogue in network entertainment as a health promotion "technology" -- is already stimulating similar efforts by

others. The New York Times reported that senior television executives "embraced Winsten's concept of sending a message through their medium" to create a highly successful environmental project. Harvard's work, the Times said, also "paved the way for anti-drug messages in Hollywood."

These other Center projects are in place:

- **MARTHA'S VINEYARD DEMONSTRATION PROJECT.** In collaboration with the leadership of the island of Martha's Vineyard, Harvard designed a demonstration project to determine whether a summer-long, community-saturation awareness campaign could move the issue of drunk driving and the designated driver to the top of the public agenda. Harvard played a lead role in forming a community coalition which drew from all three townships on the island and included representatives from: law enforcement (three police chiefs and the county sheriff); the Chamber of Commerce; the three Boards of Selectmen on the island; the media; 90 percent of the island's restaurants; and 100 percent of its bars. The unique aspect of the project's strategy was its "community saturation" approach. The project's materials -- napkins, buttons, table cards and 6-color day-glo posters carrying the line "The Designated Driver is the Life of the Party" -- blanketed the island. Wherever citizens looked -- shop windows, restaurant walls, newspapers, bulletin boards, taxi windows, waiters' apparel, ferry ticket counters, and even the sky overhead (where a banner was pulled by an airplane) -- they absorbed the project's message in a total immersion experience. Public service announcements featuring vacationing celebrities such as Walter Cronkite, Carly Simon, Mike Wallace and Art Buchwald were broadcast five times a day by WMVY, the Vineyard's radio station. The Vineyard Gazette supported the project with a series of strong editorials and front page stories. The goal of the Vineyard project

was to make the issue of drunk driving the "talk of the town" to such an extent that it would stimulate the formation of a local task force to institutionalize a commitment to the designated driver campaign. This objective was achieved with the formation of a non-profit, charitable corporation and a task force headed by the Sheriff of Dukes County. The Harvard Alcohol Project, in collaboration with the National Commission Against Drunk Driving, published a practical guidebook, based in part on the Vineyard experience, to advise communities around the country on strategies for implementing local designated driver campaigns; more than 2,000 copies of the guidebook were distributed, including 1,500 in response to specific requests. The annual cost of the Vineyard project is less than \$10,000.

● **THE HARVARD JOURNALISM FELLOWSHIP FOR ADVANCED STUDIES IN PUBLIC HEALTH** is the only mid-career fellowship to target the specific needs of print and broadcast journalists who cover health and medicine on a regular basis. The Fellowship was established in recognition of the critical role the press plays in public health, shaping the public's perception of risk, defining the issues on the public agenda, and interpreting issues of public health policy. This role has serious consequences for the public's health since journalists cover a bewildering variety of complex stories in areas such as biomedical research, medical therapeutics, quality of care, health care financing and economics. Often they lack the time to acquire enough information to report on such issues with a reasonably high level of sophistication. The Fellowship was started to help them gain that knowledge. The Fellows thus form an elite corps of writers and editors who are competitively chosen and who spend an academic year at the School pursuing academic interests and self-designed projects. In its first six years, 18 senior journalists from the United States, Russia and Japan, have spent an academic

year based at the School, gaining an enriched knowledge of public health and policy issues. Individual Fellows have cloned a gene; conducted field work on Lyme Disease; researched subjects such as Hodgkin's Disease, indoor air pollution, and male contraceptives; studied health policy and management, economics, and international health issues; and attended lectures and classes throughout the Harvard School of Public Health, and other parts of the University.

• **THE HARVARD NUTRITION AND FITNESS PROJECT** is a research-based mass media project exploring ways to positively influence the dietary and exercise habits of American children in order to help prevent lifestyle-related diseases. Since 1989, the Project has collaborated with Nickelodeon Cable Television, a children's network, to incorporate 2,000 nutrition and fitness messages in prime-time programming over the next five years. The Project has worked with CBS Television to produce a series of public service announcements on nutrition and fitness which are aired regularly during Saturday morning children's television hours. In March, 1991, the Project sponsored a national conference on the Nutrition and Fitness of Children and Youth, chaired by former Surgeon General Dr. Julius B. Richmond. Its purpose in part was to prioritize messages that could be promoted through the mass media to encourage good eating habits and physically active lifestyles among American children and adolescents; a book including papers and conclusions is being prepared for publication. The Project also is producing a white paper characterizing the effects of different behavioral risk factors on pregnancy outcomes, which will form the knowledge base of a social marketing project that a major corporation will launch to prevent low birth weight and infant mortality.

The Project sponsors the Harvard Health Forum, a series of working luncheons in New York City for reporters and editors from 30 mass circulation magazines and the television

networks. Initiated in the fall of 1986 and moderated by Jane Brody, personal health columnist of The New York Times, the luncheon series provides journalists with information on a wide range of nutrition, fitness and other health issues, and seeks to clarify the nature and implication of scientific controversies. Fifty to 60 journalists attend each session. The series has resulted in sharply increased attention to important health topics, and has also helped to forge highly productive ongoing relationships between journalists, Harvard faculty and Project staff.

- In 1991 the Center launched **THE HARVARD DOMESTIC VIOLENCE PROJECT**, an important new initiative for the prevention of domestic violence, encompassing child abuse, battered women, and elder abuse. Fewer than 20 percent of serious violent crimes involve strangers acting out in violence against other strangers. The overwhelming majority of victims know their offenders, and in cases of domestic violence, the majority of offenders are men acting out violently against women and children with whom they have a familial or custodial relationship. The Project's objectives are to deepen public understanding of family violence and ways to prevent it; raise family violence issues to higher visibility and higher priority on the public agenda; and contribute to the development and implementation of effective public policies.

The initiative includes a series of Massachusetts working luncheons, co-sponsored with Attorney General Scott Harshbarger and conducted in cooperation with the Massachusetts Coalition of Battered Women Service Groups, which bring together key members of the media, government officials, academic experts, leading activists and service providers. Each session has attracted 60 to 80 legislators, victims' advocates, judges, police chiefs, and state commissioners, as well as representatives of numerous news outlets, including Time, Newsweek,

television affiliates of ABC, CBS and NBC, The New York Times, The Boston Globe, The Boston Herald, and National Public Radio. The luncheon series has had direct impact on statewide policy regarding possible clemency for battered women who have killed their abusers: a Harvard working luncheon on that subject prompted coverage by National Public Radio, The Boston Herald and The Boston Globe explaining how a woman's self-esteem can be destroyed by repeated incidents of violence inflicted by her mate, eventually leading her to respond violently.

In response, Massachusetts Governor William Weld announced that he was relaxing conditions under which battered women who have killed their abusers may seek clemency. New commutation guidelines permit battered women to argue that the "abuse suffered ... significantly contributed to or brought about the offense." Petitions have been filed by many of the women in prison; one woman has already been granted clemency by the Governor. In this case, the role of the Center for Health Communication was that of "honest broker," and not that of "advocate." The Center achieved change by bringing an important issue to the forefront.

- In 1991 the Center launched **OPERATION BREAKTHROUGH**, a mass communication program that focuses on the problem of teen alcohol abuse with the aim of bringing substance abuse interventions by family and friends into the realm of socially normative behavior. The 1990 Gallup Youth Survey found that 41% of teenagers believe that at least one of their friends has a "very serious problem" with alcohol. Yet invisible barriers seem to prevent people from reaching out and intervening on behalf of a young person with a known alcohol problem. The goal of Operation Breakthrough is to break down these barriers, teach intervention skills and develop a social climate that sees interpersonal interventions as highly

valued acts. The strategy for Operation Breakthrough includes these components: encouraging broadcast and print journalists at leading national news organizations to prepare feature stories on teen interventions; seeking to place similar stories in magazines that are especially popular with teens; rehearsing highly experienced teen counselors to prepare them for interviews on radio and television talk shows, and helping arrange such interviews; drawing on the Center's successful Hollywood relationships to convince television producers and writers to create prime-time episodes that dramatically show the benefits of proper intervention techniques to be used with teens at risk of alcohol abuse; and helping publicize such television episodes to maximize their reach and impact. The first prime time episode resulting from this project aired on the hit show "Blossom" -- the most popular show among preteens and teenagers. In conjunction with this particular program, the Center mounted an intensive public awareness campaign, which resulted in an article in Seventeen magazine, and a news feature segment on the "Today" show. Operation Breakthrough currently is developing a pamphlet to advise teenagers on how to intervene to obtain help for a friend who is abusing alcohol. It will provide detailed guidance on how to broach the subject, how to follow-up, when to back off, and so on. To develop the pamphlet, the Center is conducting extensive interviews with substance abuse counselors, hotline managers and other practitioners to gain a detailed understanding of the requirements for successful teen interventions. Distribution will be nationwide.

- **CURRICULUM DEVELOPMENT.** The Center has developed three graduate courses to help prepare health professionals effectively utilize communication strategies. These courses are offered through the School's Department of Health and Social Behavior and the Department

of Nutrition. Additionally, Center staff participate as guest lecturers in other classes and seminars throughout the School.

Over the past seven years, the Center has been supported by grants from the ARCO Foundation; the Avon Corporation; the CIGNA Corporation; the Commonwealth Fund; the EXXON Corp.; the Max Factor Family Foundation; The Horace W. Goldsmith Foundation; the GTE Foundation; Intrepid Funds in the New York Community Trust; The Robert Wood Johnson Foundation; Georgette Klinger, Inc.; The Esther A. and Joseph Klingenstein Fund, Inc.; the Komen Foundation; the J.M. Foundation; Josiah Macy Jr. Foundation; the Metropolitan Life Foundation; the General Mills Corporation; the Ruth Mott Fund; MTV Networks; Nutri/System, Inc.; the Pew Charitable Trusts; the Scaife Family Foundation; the Alfred P. Sloan Foundation; and individual donors.

**PROGRAM STANDARDS  
NBC TELEVISION NETWORK**

---

**I. INTRODUCTION**

**II. GUIDELINES FOR ENTERTAINMENT PROGRAMMING**

**A. SPECIFIC ISSUES**

1. Drugs and Alcohol
2. Language
3. Sexual Material
4. Stereotypes
5. Violence

**B. GENERAL ISSUES**

1. Controversial Topics
2. Miscellaneous Issues

**C. SPECIAL FORMATS**

1. Programs Intended to be Viewed Primarily by Children
2. Fact-Based Dramas
3. Theatrical Films

**III. PRACTICES GUIDELINES**

- A. Procedures and Legal Requirements
- B. Special Formats
- C. Regulatory and Policy Guidelines

**IV. PROGRAM CREDIT POLICIES**

**V. NBC PROGRAM PRACTICES DIRECTIVES AND POLICY GUIDELINES**

## I. INTRODUCTION

It is NBC's goal to provide programming that is consistent in quality, integrity, and entertainment value. To support that goal, NBC's Program Standards guidelines reflect an appreciation of fundamental elements of taste and propriety and an understanding of our viewers and their expectations.

NBC serves a vast national audience which mirrors the rich diversity of backgrounds, customs and tastes found across our country. This audience is composed ultimately of individuals, each of whom makes viewing selections and reacts to programs from his or her own unique perspective. NBC's Program Standards are designed to accommodate these diverse interests and sensitivities.

Our viewers have come to expect NBC to provide a wide selection of programs that present positive values, stimulate thought, and entertain without causing embarrassment or harm. By providing quality television entertainment which aims to meet these expectations, NBC best serves its audience, affiliated stations and advertisers. Therefore, Program Standards guidelines have been developed to provide a framework for writers, actors, directors and producers to continue to create innovative and entertaining programming which respects the sensibilities of our audience.

These Program Standards guidelines are general statements of principle. Their successful application to any particular program involves inherently subjective judgments. Additionally, the environment of current taste and sensitivity is constantly undergoing subtle shifts. Therefore, when Program Standards guidelines are implemented, each program is evaluated, taking into consideration such factors as intended or established audience, research information, viewer feedback, and time of day a particular program is intended for broadcast.

While these policies and standards apply to all programs, special standards have been developed for certain programs in recognition of the needs or sensitivities of their particular audiences. For example, there are special standards guidelines for Saturday morning children's programs.

Clearly these policies have evolved from our experience as conscientious broadcasters. NBC has a long tradition of responsible self-regulation and will continue to ensure that its programming reflects standards that merit the acceptance and trust of our viewers.

## II. GUIDELINES FOR ENTERTAINMENT PROGRAMMING

This section sets forth a summary of NBC Program Standards policies with which all entertainment programming produced for telecast on the NBC Television Network must conform. Programs must meet with appropriate standards of taste and comply with all applicable governmental regulations.

### A. SPECIFIC ISSUES

#### 1. DRUGS AND ALCOHOL

Drug and alcohol abuse is among today's most urgent social problems and NBC has always been aware of its responsibility to present such use in a proper framework.

All portrayals of alcohol consumption and/or use of legal or illegal drugs should be restricted to situations necessary to plot and/or character delineation. The use of illegal drugs and/or the abuse of legal drugs or alcohol is destructive behavior and shall not be shown as desirable, beneficial or as an effective problem-solver.

Drug and alcohol use should not be glamorized, and, when substance abuse is noted, attention should be directed to the adverse consequences of such abuse (e.g. the dangers of driving while intoxicated).

#### 2. LANGUAGE

Language and dialogue must be judged generally acceptable to a mass audience and appropriate to a public medium. Coarse or vulgar language should be avoided. Blasphemy and obscenity are unacceptable.

#### 3. SEXUAL MATERIAL

Sexual scenes must be sensitively handled and contribute to plot or characterization. Gratuitous or overly explicit sexual action is unacceptable and the depiction of physical coercion intended to satisfy prurient interests is to be avoided. The depiction of the act of sexual intercourse is prohibited.

Particular care must be taken in scenes where sex is coupled with violence. Rape must be portrayed as an act of violence, not a sexual act.

In general, nudity is unacceptable. Partial nudity and degrees of undress shall not be used for prurient or exploitative purposes.

#### 4. STEREOTYPES

Characters in NBC programs should reflect the wide diversity of our audience, keeping in mind the importance of dignity to every human being. Sensitivity is necessary in the presentation of material relating to age, sex, race, religion, sexual preference, ethnicity or national derivation to avoid demeaning stereotypes.

Special precautions must be taken to avoid portrayals and terminology which ridicule or patronize those who are physically or mentally disabled.

## 5. VIOLENCE

Explicit, excessive or gratuitous violence is to be avoided. Programs are not to glamorize violence and/or promote violence as the solution to problems. Depictions of violence in any form must be essential to the development of theme, plot or characterization. The intensity and frequency of violent acts is also reviewed, and while any act can potentially be imitated, special care must be taken so violent acts do not invite imitation.

Exceptional care must also be taken where children are victims of or threatened by acts of violence.

## B. GENERAL ISSUES

### 1. CONTROVERSIAL TOPICS

Issues of social importance or controversy must be handled with care. A decision to present such subject matter in an entertainment program should include a determination that the particular program involved is appropriate for the presentation contemplated.

### 2. MISCELLANEOUS ISSUES

#### ADVISORIES

NBC will determine whether circumstances (subject matter, treatment, and time period) warrant the use of special audience advisories in programs and program promotions. The specific language and manner of presentation included in advisories must be approved by Program Standards.

#### ANIMALS

The use and handling of animals must conform to accepted standards of humane treatment.

#### CHARITIES

Solicitations for charities or other non-profit organizations within the body of an entertainment program are generally not permitted.

#### COMMERCIAL MENTIONS/SPONSOR REFERENCES

Extraneous commercial mentions or exposure of commercial names, products or trademarks included in program content are to be minimized and are subject to prior approval by NBC. Identification of, or references to, a program's sponsor other than previously accepted commercial announcements, billboards, and program titles must be specifically approved in advance by NBC.

#### HYPNOSIS

Actual hypnosis techniques may not be demonstrated in detail.

## INSTRUCTIONAL CRIMINAL BEHAVIOR

Scenes containing complete and accurate instructions in the use of illegal drugs, harmful devices or weapons, or describing imitable techniques for other illegal activities or evasion of apprehension are not permitted.

## MISLEADING DRAMATIZATIONS, SIMULATIONS AND RECREATIONS

NBC programs may not be deceptive to the viewing public in any material respect. In cases where the audience might be misled, appropriate disclaimers are to be used. Programming purporting to present non-fictional material in a non-fictional manner must be accurate with respect to material facts or statements.

The use of techniques or language such as "we interrupt this program" which may cause viewers to believe news is being presented is not permitted.

## PROFESSIONAL PROCEDURES

Dramatization or actual presentation of professional advice and procedures must be accurate and comply with recognized professional practices. When appropriate, Program Standards will assist in obtaining qualified consultants.

## PROMOTIONAL ELEMENTS

Promotional elements such as "teasers" and "trailer", including "promos", must properly reflect the actual nature and content of the program. Certain material acceptable in the context of the program may not be appropriate for inclusion in promotional elements.

## PSEUDO-SCIENCES

Program material should not promote belief in the efficacy of occultism, astrology, mind-reading or other pseudo-sciences.

## SUBLIMINAL MESSAGES

Audio and video content which is inserted within the body of a program which attempts to convey information below the level of normal viewer awareness is prohibited.

## C. SPECIAL FORMATS

### 1. PROGRAMS INTENDED TO BE VIEWED PRIMARILY BY CHILDREN

NBC recognizes its responsibility to young people and expects producers to be sensitive to their special needs. NBC encourages the presentation of educational and pro-social material and requires that producers avoid program content that would have an adverse effect on a child's behavior or development. NBC acknowledges the audience's expectation that children's programs will provide young viewers with a positive entertainment experience. Therefore, producers of children's programs should not only observe NBC's general standards guidelines, but should be particularly careful with respect to the following:

- a. Characters should not be placed in situations that would provoke excessive or prolonged anxiety in children. Catastrophe and jeopardy should not be so extreme as to frighten younger viewers. References to death and/or suicide should be handled with extreme caution.
- b. Characters should reflect the ethnic and racial diversity of NBC's audience. While NBC encourages the inclusion of women, minorities, disabled persons and distinctive characters with whom viewers would personally identify (e.g. kids who wear glasses), derogatory stereotypes should be avoided.
- c. Violence should not be depicted as glamorous or shown as an acceptable solution to problems. The negative consequences of violence should be stressed. To mitigate violence, action sequences should emphasize unrealistic settings, fantasy weapons, and superhuman feats.
- d. Dangerous behavior which could prompt a child to place himself or others in jeopardy (e.g. hitting someone on the head with a hard object) should not be shown. Special care should be taken with respect to fire or to weapons which are readily available in the viewer's home.
- e. Characters should not engage in unlawful, anti-social or self-destructive behavior without suffering negative consequences for their actions. Whenever possible, protagonists should be shown following generally accepted rules of safety (e.g. wearing seatbelts).
- f. Romantic storylines which include acts of affection are generally considered appropriate but should be handled with discretion. Language and storylines that are sexual in nature should be avoided.
- g. Commercial products and references may only be included in programs with NBC's approval and must serve a valid entertainment purpose.
- h. Children's programs on NBC are required to have Separator Devices before and after commercial messages.

## 2. FACT-BASED DRAMAS

NBC prohibits the broadcast of any deceptive or misleading programs or program material. This is especially true as regards fact-based docudramas and presentations. Program Standards, in cooperation with the Law Department, reviews all such programs for accuracy and factuality.

## 3. THEATRICAL FILMS

Theatrical or other programs originally produced for another medium must be reviewed before broadcast and shall comply with all NBC Program Standards.

### III. PRACTICES GUIDELINES

#### A. PROCEDURES AND LEGAL REQUIREMENTS

##### 1. PAYOLA

Section 507 of the Communications Act of 1934 generally prohibits the acceptance or payment of money, service or other valuable consideration for the inclusion of any person, matter or thing in a program unless disclosure is made before the broadcast to the broadcaster. Each violation of this statute carries personal criminal liability for fine or imprisonment or both.

Pursuant to NBC policy and contractual provisions, any arrangements for such inclusion in a program to be broadcast by NBC must be approved by Department of Program Standards and Marketing Policy ("the Department") in advance.

##### 2. PACKAGER'S DISCLOSURE PROCEDURES

NBC requires that each outside producer/packager complete and return to the Department a Packager's Disclosure Letter which requires specific agreement to and/or disclosure of the following:

- a. The requirement of Section 507 shall be included in each performer's contract.
- b. Disclosure of Payola/Plugola issues. Plugola involves the inclusion in a program of any person, matter or thing in which the packager or any employee of the packager has a direct or indirect financial interest.
- c. Disclosure of Production Assistance (i.e., tradeout arrangements) calling for broadcast credit or air exposure in consideration for furnishing props or other matter for use on or in connection with the program. The approval of Program Standards and Marketing Policy must be obtained and a written agreement setting forth the understandings of all the parties, including NBC, shall be executed.
- d. Any arrangement requiring a performer to pay the producer/packager or anyone in their employ anything of value in order to secure an appearance on a program produced for NBC must be approved in advance by the Department.
- e. No contest or promotion shall be undertaken on or in connection with any program without the Department's advance approval.

##### 3. SPONSORSHIP IDENTIFICATION

Section 317 of the Communications Act requires that broadcasters make an appropriate on-air announcement when consideration is received by persons in the program production chain in exchange for including matter in a broadcast. NBC policy requires prior approval of Program Standards and Marketing Policy for any such arrangements. Placement and duration of any required sponsorship identification announcement will be determined by the Department.

#### 4. COMMERCIAL MATTER

NBC reserves the right to limit and control the nature, form and duration of any and all "commercial matter" included within any program or broadcast produced for or presented over NBC or any of its broadcast facilities.

"Commercial matter" includes any mention or exposure of any person, product, service, trademark, brand name or logo of a commercial nature which is identifiable within the broadcast, regardless of whether a charge has been made or value promised to or received by any person working on or in connection with the broadcast in exchange for its inclusion.

#### 5. PRODUCTION ASSISTANCE

NBC policy rigorously controls the acceptance of production assistance. Generally, packager/producers are encouraged to buy or rent whatever services or property are required for use in connection with a program they are producing. However, in certain circumstances, and with the prior approval of Program Standards and Marketing Policy, some kinds of production assistance can be utilized in connection with programs produced by NBC or presented over its facilities.

#### 6. PRODUCTION ASSISTANCE PROMOTIONAL ANNOUNCEMENTS

Audio and video announcements describing the supplier of goods and services furnished to a program to defray or offset production costs which go beyond simple disclosure of the receipt of such services or property as may be required by Section 317 of the Communications Act are generally not permissible on programs broadcast over the facilities of the NBC Television Network.

Inclusion of such announcements in syndicated programming must be specifically negotiated as part of the program acquisition agreement.

### B. SPECIAL FORMATS

#### 1. GAME AND AUDIENCE PARTICIPATION PROGRAMS

Federal law (Section 508 of the Communications Act) and NBC policy prohibit any person from unfairly influencing or attempting to influence the results of a game or quiz show or contest. "Quiz rigging," which is a federal crime, includes supplying a contestant with secret and special assistance which will affect the outcome of a game or quiz show; inducing a contestant not to utilize his knowledge or skill in a game or quiz show; or engaging in any conduct whatsoever for the purpose of improperly affecting the outcome of a game show, quiz show or contest. Each violation is subject to a fine of not more than \$10,000 or imprisonment for not more than one year or both.

In addition, NBC requires that all game or quiz shows presented over its facilities shall be conducted fairly, honestly, and in the manner they are described to the viewing public and that they not be misleading in any material respect.

NBC's commitment to broadcast any game show shall be subject to Program Standards and Marketing Policy's review and approval of all details of the game format and security procedures.

A list of donors of all prizes identified on a game show shall be displayed in the 317 announcement at the conclusion of such program regardless of whether the announcement is legally required by Section 317. This announcement shall be in a form approved by the Department.

## 2. CONTEST, AWARD AND PAGEANT PROGRAMS

Prior to the broadcast of any contest, award or pageant program or any segment of a program containing a contest or award element, the producer must demonstrate the bona fides of such contests and/or awards. In addition, the entry, judging, balloting and security procedures utilized must be fair, honest and effective and that the script language describing the contest or award must not be deceptive or misleading to the audience.

## 3. PRODUCT OR PROGRAM PROMOTIONAL CONTESTS

Producers shall submit to the Department for review and approval in advance the particulars of contests or contest announcements concerning programs broadcast over any NBC facility.

## 4. NON-FICTION PROGRAMS

NBC policy prohibits the broadcast of any deceptive or misleading programming or program material. This is especially true with respect to the production of programs which purport to treat subjects in a non-fictional manner. This includes programs which present opinions or commentary, programs which are essentially documentary in nature or reportorial programs which purport to depict real people or events in a non-fiction context, and non-fiction nature programs.

The inclusion in such programs of any staged, recreated, reenacted or dramatized segments or elements may require an appropriate in-program disclosure in order to make certain that what is presented is not misleading to the public. The Department shall determine the necessity of and approve the content, placement and manner of presentation of all such disclosures.

## 5. PARADES

NBC policy requires that television coverage of parades shall avoid unreasonable displays of identifiable commercial advertising or promotion during parade coverage. References and descriptions of commercial sponsors of parades or participating floats, bands or other parade elements shall be limited, reasonably related to program content and subject to the approval of NBC.

## 6. SPORTS PROGRAMMING

In addition to the general NBC policies and procedures directed toward the honesty and integrity of Sports programming, NBC has adopted a set of Sports Policy Guidelines which governs the broadcast of all sports programming over the facilities of NBC. The guidelines establish certain procedures to be followed in the general areas of (a) event legitimacy, (b) program promotion, and (c) commercial considerations.

These policies are detailed in the NBC Sports Policy Guidelines manual available from the Program Standards and Marketing Policy Department.

## C. REGULATORY AND POLICY GUIDELINES

### "PRE-RECORDED" ANNOUNCEMENTS

Pursuant to FCC regulations and NBC policy, any program which contains taped, filmed or recorded material and which 1) makes an affirmative attempt to create the impression that it is "live" or occurring simultaneously with the broadcast or 2) which by its nature makes time of special significance shall announce at the beginning of the program that it contains recorded material or shall identify at the time of its inclusion in the broadcast any recorded material within the program which may otherwise appear to be "live."

### PROGRAM PROMOTIONAL MATERIAL

Broadcast and non-broadcast advertising and promotion for programs to be presented over the facilities of NBC may not be false, misleading or deceptive with respect to the nature or character of the program to be presented. Promotional copy must be accurate in all material respects.

Such advertising and promotion shall also comply with NBC policy regarding references and/or exposure of commercial names, logos, and/or products.

### POLITICAL BROADCAST RULES

During political campaign periods, no person who is a legally qualified candidate for public office may appear in programming to be presented over the facilities of NBC unless approved by Program Marketing and Administration prior to broadcast. This prohibition extends to the picture and/or the voice of any person who may be a legally qualified candidate at the time of the broadcast. This shall not apply to programs specifically exempted from the "equal opportunity" provision of federal law.

### FAIRNESS CONSIDERATIONS AND PERSONAL ATTACKS

Entertainment programming produced for NBC containing discussions of controversial issues of public importance should include legitimate contrasting views on those issues. Federal regulation also provides for certain "reply" rights arising out of the broadcast of attacks against the honesty, character, integrity or other personal qualities of any identifiable person or group made during any discussion of a controversial issue of public importance. Any program element which may contain such a discussion should be brought to the attention of Program Standards and Marketing Policy Department.

### BROADCAST OF TELEPHONE CONVERSATIONS

The FCC has enacted specific rules to be followed whenever a telephone conversation is to be broadcast or recorded for broadcast. Any program element involving the broadcast or recording of telephone conversations must be reviewed and approved in advance by Program Standards and Marketing Policy.

NBC policy prohibits the use of audience paid telephone call-in systems in programming presented over the facilities of the NBC Television Network unless such a program element has the prior approval of the Department and the NBC program executive responsible for the broadcast and conforms with the requirements of NBC Program Standards and Marketing Policy Directive #15.

#### IV. PROGRAM CREDIT RULES

Production credits for all programs must be submitted in writing to the NBC Program Production Department for approval before they are included in any program. In order to be acceptable to NBC, credits must always pertain to persons or entities actively involved in the production of the program.

##### 1. Time and Content Limits for Production Credits

All credits which appear at the beginning or the end of a program (except for opening program titles, episode titles, starring and co-starring credits) are counted in determining the total time allowable by NBC as described below. In addition to limited program titles and star listing, credits at the opening of the program should not exceed 10 seconds, and may include only Executive Producer, Producer, Creator, Writer and Director. In the event a program supplier wishes to accord credit for a program contribution other than those above (e.g. Composer) such contributor may be included in the opening of the program provided that one of the previously enumerated contributors is deleted from the opening and placed in the closing credits. No opening credits, titles or star listing may be repeated in the closing credits.

###### A. Programs 90 Minutes or Less

In programs of 90 minutes in length or less, credits may not exceed 40 seconds.

###### B. Programs Longer Than 90 Minutes

In programs longer than 90 minutes, credits may not exceed 60 seconds. Credits at the opening of "made-for-television" feature films two hours in length or longer may, in addition to the credits specified in paragraph #1, include Director of Photography, Art Director and Film Editor.

###### C. Special Class

The following program formats may use a maximum of 80 seconds for credits:

1. Award or Variety programs two hours in length or longer;
2. Movies/Miniseries three hours in length or longer;
3. Programs two hours in length or longer involving two or more production units in different locations.

###### D. Production Company Tags

Production company tags which must be included in the foregoing time limitations are limited to 3 and shall not exceed a combined total of 6 seconds.

##### 2. Stripped Programs

On programs telecast two or more times a week, credits may be given once weekly on average. Where credits are required by collective bargaining agreements for such programs, the terms of those agreements shall prevail.

##### 3. Production Assistance Credits

Credits which include the name of a commercial entity are generally prohibited. Credits including the names of organizations, trademarks, products, or brand names given in exchange for property, service or other consideration furnished for use in connection with a program are not permitted without prior approval by the Program Marketing Department.

Such broadcast credits requiring approval include:

- a. wardrobe,
- b. travel arrangements and/or hotel accommodations,
- c. props or any other type of production assistance,
- d. work or services performed by sub-contractors, and
- e. courtesy acknowledgments.

#### 4. Credit Lettering

All credit lettering must be readable and placed over a contrasting background. Other than production company tags, no logo or logo-typeface is permitted.

### V. NBC PROGRAM PRACTICES DIRECTIVES AND POLICY GUIDELINES

The following is a listing of policy directives governing a variety of subjects, some of which are touched upon in this manual. These directives are available from the Program Standards and Marketing Policy Department upon request.

- Directive #1 - Payola
- Directive #2 - Kickbacks
- Directive #3 - Quiz Rigging
- Directive #4 - Contests
- Directive #5 - Commercial Matter
- Directive #6 - Sponsorship Identification
- Directive #7 - Merchandise Prizes
- Directive #8 - Wardrobe Credits
- Directive #9 - Identification of Taped, Filmed or Recorded  
Materials
- Directive #10 - NBC Policy and Guidelines for Nature  
Documentaries
- Directive #11 - Production Assistance Promotional Announcements  
for NBC Produced Programs
- Directive #15 - Use of Audience-Paid Telephone Systems

Other NBC Policy Sources

NBC Sports Policy Guidelines

NBC Stations Legal, Policies, Practices and Procedures Manual

NBC News Policy

NBC Production Manual

NBC Financial Policies and Procedures

NBC Alcohol Policy

"Where NBC Stands"

MOVIES OF THE WEEK - Standards Notes

"As discussed, even though the violence in this story is apparently historically accurate, it is imperative to reduce the amount of violence, and to stage the remainder with restraint. We need to avoid featuring blood effects, bullet impact shots, blood squibs, etc."

"We feel that even though it has been toned down from earlier drafts, this script still contains an excessive amount and degree of violence. We must avoid excessive red bloody wound effects and prolonged fight scenes."

"The final confrontation between G\_\_\_\_\_ and B\_\_\_\_\_ will be revised as discussed. The sequence must be fast with minimal blood effects when she bites him. Also, it is unacceptable for the children to be in jeopardy in the final showdown. They must be in another room when G\_\_\_\_\_ and F\_\_\_\_\_ overpower B\_\_\_\_\_. And a new means of disarming B\_\_\_\_\_ will have to be devised, something less grotesque than the stab with a knitting needle."

"Please delete L\_\_\_\_\_ 's line that implies a connection between sex and violence, 'There's a something very sexy about a woman with a gun.'"

"I cannot emphasize enough the importance of minimizing the violence in shooting the movie. Suspense and a frightening atmosphere are fine, but explicit violence would render this movie unacceptable."

"Excessive red blood effects will not be acceptable. We must not see on-camera details of gruesome visuals (i.e., Pg 1 - "A bullet rips into his chest and blasts the water red", Pg 38 - "A corpse with a ripped bullet wound in his head- smack between the eyes:", Pg 60 - "he's plummeted with bullets, waist up in a row...the bullet in the head throws him in the water", Pg 65 - "G\_\_\_\_\_ 's body. And her bullet ripped heart", etc.). Avoid impacts shots, close-ups of dead bodies or wounds. The amount of blood featured on the victims and at the murder scenes must be substantially reduced from what is currently scripted. Directions calling for excessive effects like "A bullet rips into his chest and blasts the water red", "lots of red", "white feathers stuck to bloodied skin", "the blood from his head turning the blue water red", etc., are unacceptable."

"As we discussed, we are concerned with the depiction of D\_\_\_\_\_ and the fictitious/composite LAPD "Chief of Detectives" and their work with Hispanic LA gangs. We ask you to put a more positive spin on the LAPD approach to gang counseling. J\_\_\_\_\_ 's speeches warning D\_\_\_\_\_ of the constant danger (e.g. "Don't you realize that something could go down and the next thing you know you're caught in a crossfire?...I don't want to have to pick you up in a body bag!) and his seeming resistance to her trying to help the inner city, should be revised to reflect a more positive approach toward the highly inflammatory situation."

THEATRICALS - Standards Notes

- 1:09:50-53 Delete gun shots into V \_\_\_\_\_ body.
- 1:37:29-31 Delete prisoner sawing guard's chest.
- 1:38:33 Delete gun shot into man selling books.
- Note:** We need new edits in the movie to suggest O \_\_\_\_\_'s intentions are motivated by a rehabilitation or new sense of responsibility. We find it very problematic that O \_\_\_\_\_ acts heroically while maintaining his role as a drug lord.
- 1:16:52-55 Delete visual of child being fired upon.
- 2:08:18-20 Delete man hit by jeep/flying through air.
- 2:19:44-48 Lose shot into O \_\_\_\_\_ and crowbar blow.
- 2:23:11 Lose shot of hand breaking.
- 2:27:20-21 Lose shot of man impaled with cue and kick to face.
- 2:31:08-37 Lose scene of gun in Senator's mouth.
- 1:34:41-1:35:44 Lose violent bedroom scene.
- 02:15:50 Lose shot of pipe blow to head. (Minimize violence in entire scene following.)
- 03:02:47 Lose shot of M \_\_\_\_\_ hit in head with rock.
- 1:04:08 Delete CU of kick to groin.
- 1:03:03 Delete shot of head being shoved through windshield.
- 02:22:13 Delete shot to M \_\_\_\_\_'s forehead.
- 02:24:49 Delete shot of iron to S \_\_\_\_\_'s face.
- 01:07:05 - 01:08:11 **Minimize number of punches thrown in this section. Shots that must be excised are:**
- 01:07:25 Delete shot of face slammed into wall.
- 01:22:26 Lose hit to wife and machine gun fire.
- 01:47:30 -  
01:49:00 **Gunplay and violence in this section must be greatly minimized. Shots that must be excised include:**
- 02:35:21 Delete shot of A \_\_\_\_\_ stabbing drug dealer with sword.
- 01:19:27-28 Lose shot of gun to wife's head.
- 01:22:03 Lose chop to neck.

**VIOLENCE AND THE MEDIA**  
**Subgroup of the Interdepartmental Working Group on Violence**

*Excerpt from the August 22, 1992 issues of TV Guide about violence on television on a panel discussion involving Dick Wolf, producer of such series as "Miami Vice" and "Law & Order."*

**Wolf:** I have an 8-year-old and a 5-year-old child. They've never seen any of the shows I've produced. They shouldn't be watching them. They're not allowed to watch Saturday morning cartoons.

**Moderator:** Why not?

**Wolf:** Why not? Because they're extremely violent.

**Co-chairs**

**Allan Rivlin, HHS**

**Michele Cavataio, ED**

## **VIOLENCE AND THE MEDIA**

### **INTRODUCTION**

Several statements about the role of the media in America's violence problem are beyond controversy. Firstly, Americans consume an enormous quantity of media. Our national culture is dominated by a popular culture that is delivered to us electronically. Most adults spend several hours each day watching television, and among most young children, pre-teens, and teens, consumption of cable TV, music videos, portable music, and video games fill nearly every waking hour except those spent in the classroom.

Secondly, there is little debate that there is a great amount of violence available in the offerings of the media. For example, the American Psychological Association (APA) has estimated that the average American child watches 8,000 murders and 100,000 acts of violence on television before finishing elementary school.

Thirdly, representatives of many major media industries seem to have abandoned their denial of the existence of a link between media violence and aggression. This change may represent a shift in public relations tactics, or it may be a surrender in the face of several authoritative reviews of the research.

Despite these major points of agreement, great care must be taken in formulating the administration's policy in the area of violence in the media. Violence is as complex a subject as any human behavior, and "the media" is as complicated as any other industry. Media violence is a highly visible part of the violence problem in America, but frequent viewing of violent media is just one of many factors that indicate that a person is at a greater risk of committing an act of violence, and most people who view violent movies and television never commit a violent crime.

### **Definitions**

For the purposes of this report, "violence" and "the media" are each quite broadly defined. The definition of "violence" used in this section does not differ from that

used throughout this report. Violence is defined as physical harm that is inflicted intentionally or recklessly by people on other people. However, definitions of violence frequently cloud discussions of violence in the media. Different definitions are used in research on the link between consumption of media violence and violent behavior, and there can be a great deal of controversy in defining violence for the purposes of measuring the amount of violence contained in different television programs. Giving all forms of violence equal weight make no distinction between a pie in the face and a stab with a knife, but other schemes are inherently subjective.

The "media" can be understood to include all forms of mass communication. This would include, newspapers, magazines, books, comic books, live and recorded music, radio, broadcast television, cable television, movies, video cassettes, video games, and computer software.

Usage patterns of media are changing rapidly, and the young and very young consumers of media, who should be the focus of much of our concern, generally are leading the change. Thus, our statements and policies about the media must keep up with, or stay ahead of, the wave of technological innovation, consumption trends, and artistic fashion among the young.

The various forms of print media and network broadcast television will continue to play an important role in our national culture, but adults, reflecting the technologies of their childhoods, may tend to overvalue the importance of these sources to the young, while undervaluing the importance of cable TV, music videos, video cassettes, video games, and computer software. Each new form of media seems to present new forms of violent images, and new challenges to those who would prefer that our children experience less violent stimulation.

Unless our policy is well informed of the differing levels of harm, caused by various different violent images, provided by each type of media, we will not be able to communicate clearly to either the providers or the consumers of these images. Please see Appendix A "Who Controls Violence in the Media" for a more complete description of the various media outlets and the violence issues they raise.

### **Two Goals**

If our overriding goal is to limit the harm of violence in society, then we have two goals when it comes to the media:

- 1) we seek to reduce the negative influence of the violent images presented in the media, and
- 2) we seek to enhance the positive influence the media can have in constructive efforts to address this national social crisis.

**\*\*REWRITE** Both goals are important, and the two goals are interrelated. Care should be taken so that our pursuit of one of these goals does not inhibit our success in pursuit of the other. For example, criticisms of objectionable programming on television, should be tempered with acknowledgment of the positive role, and greater potential, of the media in helping educate the public and change normative behaviors.

This paper will illuminate the problem of violence in the media by looking at the supporting research as well as the gaps in the research. Following that, we briefly describe the regulatory history and pending legislation. The paper concludes with recommendations for action.

## **RESEARCH ON VIOLENCE IN THE MEDIA**

The causes of violence are complex and multidimensional. While no specific social experience inevitably leads to violence, a number of factors have been identified that indicate a person is at greater risk of engaging in violent behavior. These factors include, but are not limited to, parental dysfunction, domestic abuse, educational under achievement, involvement with drugs or alcohol, limited employment opportunities, and frequent exposure to violence in the media. Violence in the media should be viewed in context of the many societal factors that affect aggressive and violent behavior.

### **Levels of Exposure to Media Violence**

According to a 1993 report by the American Psychological Association (APA) on Violence and the Media, 98% of American homes have at least one television, which is watched an average of 28 hours per week by children between 2 and 11 years old and 24 hours per week by teenagers. The APA points out that the average American child watches 8,000 murders and 100,000 acts of violence on television before finishing elementary school.

Children from low income families are the heaviest viewers of television, and often the least supervised.<sup>1</sup> **\*\*DEVELOP**

According to the APA, the level of violence on commercial television has remained about the same over the past two decades. In prime time shows, there are currently five to six acts of violence per hour. Saturday morning children's programs contain an average of 20 to 25 acts of violence per hour. The National Coalition on Television Violence (NCTV), using a slightly different definition of violence,\*\* reports that the three major networks (ABC, NBC, and CBS) have decreased the number of violent acts shown during prime time from 8.6 per hour in 1991 to 7.7 per hour in 1992. Since hitting a peak in 1985, the networks have continued to decrease the amount of violence shown during prime time.

While the three major networks seem to be making improvements, the availability of cable television and VCR rental films has increased access to violent shows. According to A.C. Nielson Co., the number of households subscribing to cable has increased from 9.2 million in 1975 to 57.2 million in 1992, and the number of households with VCRs has increased from 28.8 million (31% of households) in 1986 to 75.1 million (80.9%) in 1993. While access to non-network television has increased, research on violence of cable television is limited.

According to a 1989 study of the NCTV looking at 176 Nintendo games, 80 percent contained "harmful violence". A major study in 1992 by the Center for Media and Public Affairs found more violence on MTV than the major networks combined<sup>2</sup>. In 1992, the NCTV calculated 20 acts of violence per hour on MTV.

Technological advances may make possible the provision of up to 500 channels of programming to the home. In addition, several new technologies may expand the range of choices available to consumers. Direct Broadcast Satellite Service and Video Dial Tone service, provided by telephone companies, may soon be widely available. Many of these new technologies make possible a greater degree of choice by consumers as to the programming they receive, especially where the program is sold on a pay-per-channel or pay-per-view basis.

### **Targeting the Young**

For several reasons it is appropriate to focus on the young. The direct effects of media can have their greatest effect on developing young minds. This translates into a greater potential for harm posed by repeated violent images on the young, as well as a greater opportunity to use the media to help parents and educators teach young people non-violent strategies for the resolution of conflict. In addition, there is generally greater acceptance of public health based government restrictions on the choices of minors, than on the choices of adults.

In particular, we should pay particular attention to the media reaching three groups:

- 1) very young children, ages 0 to 6, who are especially susceptible to media influence as they form their understanding of normative behavior,
- 2) pre-teenager, ages 9-12, who are forming views on adult relationships and sexual norms, and
- 3) youth who are at risk for violent behavior, ages 0 to 18, who have one or more of the important risk factors for violence.

### **Effects of Violence in the Media**

The effects of violence in the media can be viewed along a continuum from direct to indirect.

### *Direct Effects*

There have been a number of incidents where people imitate acts of violence that they see on television. In two surveys commissioned by ABC of young male felons imprisoned for committing violent crimes, (e.g., homicide, rape and assault,) 22% to 34% reported having consciously imitated crime techniques learned from television programs, usually successfully.<sup>3</sup> Recently, a number children and teens have imitated behavior that they saw on the screen.<sup>4</sup>

- A five year old copied MTV's Beavis and Butthead who used an aerosol can like a torch. The five year old burned his house to the ground after trying this experiment.
- A number of incidents of young people lying down on a highway have occurred after viewing "The Program" where young men lie down on the highway with speeding cars coming to test their courage.
- Thirty-five young men have committed suicide by playing Russian roulette after watching *The Deer Hunter*.
- A man in LA dressed as Freddy Krueger of *Nightmare on Elm Street*, wearing a blue bandanna and fedora, and committed a series of robberies and a murder.
- A nine year old boy in New York, who sprayed an office building with gunfire, said he knew how to use the fire arm because he watches a lot of TV.
- After *Colors*, a movie on ghetto violence, opened in theaters, rioting took place in the streets.
- After watching *Mississippi Burning*, a group of angered black teenagers beat a white 14-year old unconscious.

It is likely that perpetrators who learn techniques from television have a predisposition to commit violent acts, but often young children innocently repeat what they see without necessarily knowing whether the behavior should be imitated.

### *Effects on Aggressive Behavior*

The effects of media on behavior are widely acknowledged by advertisers, political candidates and others who spend millions of dollars each year to sell their products. Television's influence is evidenced by the number of children who learned to dial 911 from watching the popular television series of the same name, or the many children who learned the alphabet from Sesame Street. Most parents can attest to the pleas of children to buy a special brand of cereal or sneakers after seeing a commercial during the Saturday morning cartoons. Images on the screen are clearly a powerful communicator.

The APA reports that "[t]here is absolutely no doubt that higher levels of viewing violence on television are correlated with increased acceptance of aggressive attitudes and increased aggressive behavior." At least three major national studies

and countless smaller studies provide a plethora of evidence to substantiate these findings, particularly among youth.<sup>5</sup>

The effects of portrayals of violence in the media on children are of particular interest. As the level of violence in American society has risen in recent decades, the age of perpetrators of violence has steadily declined. Children are now being convicted of violent crimes in every societal group, from the most wealthy suburbs to the poorest inner city neighborhoods to rural communities. Children are increasingly becoming perpetrators and victims of violent crimes. (#s).

In 1992, the American Psychological Association published *Big World, Small Screen*, a report of a committee of psychologists that provides a second substantial update of the literature on television effects. With the benefit of further research on the effects of violence, the APA report observed:

The accumulated research clearly demonstrates a correlation between viewing violence and aggressive behavior – that is, heavy viewers behave more aggressively than light viewers. Children and adults who watch a large number of aggressive programs also tend to hold attitudes and values that favor the use of aggression to resolve conflicts. These correlations are solid. They remain even when many other potential influences on viewing and aggression are controlled, including education level, social class, aggressive attitudes, parental behavior, and sex-role identity.

Brandon Centerwall of the University of Washington reports on a number of studies of children's behavior in Canada. In one village, researchers studied rates of inappropriate physical aggression among 45 first and second graders before television was introduced in 1973. Two years after television was introduced, the rates of such aggression increased 160 percent. Rates of inappropriate aggression did not change in the two control communities that had television previously.

A similar result came out of a study of third, fourth and fifth grade boys in two Indian communities of northern Manitoba. One town acquired television in 1973, the other in 1977. The aggressiveness of boys in the first community increased after the introduction of television while the second community remained the same. Four years later, when television was introduced, the aggressiveness of boys in the second community increased as well.

Centerwall also describes the violence that one learns early in life as the basis from which decisions will be made later in life. "In later life," he says, "serious violence is most likely to erupt at moments of severe stress – and it is precisely at such moments that adolescents and adults are most likely to revert to their earliest, most visceral sense of the role of violence in society and in personal behavior. Much of this sense will have come from television."<sup>6</sup>

Leonard Eron from the University of Michigan studied crime rates and personal characteristics of 875 boys and girls from age 8 to 30 since 1960. He found that those who watched more violent television:

- were convicted of more serious crimes,
- were more aggressive under the influence of alcohol, and
- used violence more often to punish their own children, who in turn showed signs of aggressiveness.

In another study among boys, he found that their preferences for more violent shows at age 10 were predictive of aggressive behavior at age 18.

Other studies provide corroboration, as well as other conclusions about the adverse effects of viewing violence in the media. Other such conclusions include:

- studies show few long-term effects of violence on television on children whose first exposure to violent television is after the age of 12;
- people who continuously view media violence are more likely to resort to violence;

The television industry commissioned studies on the effects of violence as well. A CBS-sponsored study by William Benson in 1978 of teenage boys controlled for 100 variables. It found that teenage boys who had watched above-average quantities of television violence before adolescence were committing acts of serious violence (e.g. assault, rape, major vandalism) at a rate 49 percent higher than teenage boys who had watched below-average quantities of television violence.<sup>7</sup>

An often-cited and often-disputed NBC study of 2,400 school children in 1982 concluded that television violence had no significant effect on the children's behavior.

#### *Desensitization to Violence*

Psychological research documents a desensitization effect where viewers of violent images are more willing to accept the violence around them as normal. Studies show that:

- people who continuously view media violence are more likely to become desensitized to violence;
- children who view violence in the media may feel an increased sense of vulnerability and insecurity;
- viewing violence against women increases acceptance of violence against women.

#### *Indirect Effects*

In focusing on the direct effects of media on the young, we should be careful not to ignore the important indirect effects of violent media on all viewers. Violent portrayals in the media are also charged with perpetuating racial stereotypes and

lowering the expectations of teachers, social service providers toward the minority youth in their charge. (More data from MEE Productions)

## UNANSWERED QUESTIONS

Despite what appears to be overwhelming evidence indicating the negative effects of violence in the media, a number of questions remain unanswered.

- (1) *How much of an effect does viewing violence in the media have on violent behavior vs. other risk factors?*

While the link between media violence and aggressive behavior has been well-established as statistically significant, there are few good studies that help establish the importance of this link. It is also difficult to distinguish between the relative weight of media violence on violent behavior vs. the effects of other risk factors such as racism, poverty, drug abuse, etc.

- (2) *Why does violence in the media affect some children and not others?*

Some children are more strongly affected by violence in the media than others. Factors such as the amount of parental supervision and the level of violence in the community may play a significant role in whether viewing media violence will lead to violent behavior. The research does not examine what factors could mitigate the effects of watching violence on television, and why some children are more affected by violence in the media than others.

There is debate about the causal relationship between viewing violence in the media and aggressive behavior. The National Research Council suggests that the correlations may reflect the joint effect of increased exposure to television violence and a heightened potential for violent behavior, both of which may have resulted from poor parental supervision.<sup>8</sup> It is also possible that violent children watch more violent television.

- (3) *Is watching any television as bad as watching violent television?*

The Canadian studies cited by Centerwall do not distinguish between the types of television watched, but rather focus on the amount of television watched. If simply watching television, no matter what is watched, correlates with more aggressive behavior then solutions could be quite different. One important concern if children spend significant amounts of time watching television is that it takes away from other productive activities that they could be doing instead. There are legitimate, unanswered research questions concerning the opportunity costs, in terms of foregone alternative activities, to children of watching an average of 28 hours per week of television.

- (4) *Is all violence on television harmful or only certain types of violence?*

Media executives argue that certain types of media violence can teach important lessons and communicate useful information. Typically, this type of media

violence will show the consequences of the violent behavior. Furthermore, even if media violence does cause aggressive behavior, many would argue that not all aggressive behavior is necessarily bad or violent.

(5) *What interventions help alleviate the negative consequences of media violence?*

Does parental supervision matter? Do classes on viewing the media critically help children? There is little information available about the kinds of interventions that are effective in reducing the negative consequences of viewing violence in the media.

## **FEDERAL REGULATION OF THE MEDIA**

(This section will also include discussion of First Amendment and anti-trust issues)

### **Past**

The Federal Communications Commission has occasionally addressed the issue of television violence. In a 1976 Report, the FCC concluded that "[r]egulatory action to limit violent and sexually-oriented programming which is neither obscene nor indecent is less desirable than effective self-regulation, since government-imposed limitations raise sensitive First Amendment problems." Chairman Wiley then worked with the networks to develop guidelines for broadcasting during a so-called "Family Viewing Hour." The FCC's actions were challenged on First Amendment grounds, but the "Family Viewing Hour" was eliminated pursuant to an antitrust decree before the challenge was resolved.

### **Present**

The U.S. government, unlike some governments, does not directly license programmers, such as national broadcast networks (ABC, NBC, CBS, Fox), national cable networks (CNN, CSPAN, TNT, USA, etc.), motion picture studios, or the sound recording industry. Instead, the FCC licenses individual radio and television stations to broadcast using the electromagnetic spectrum. Although the national broadcast networks and some motion picture studios are FCC licensees, this is because they own individual radio or television stations. The public may raise objections concerning a station's performance when the station seeks to renew its license. Television licenses expire every five years, and radio licenses every seven years. In the event a station's renewal is challenged, that station's positive efforts to address issues of importance to the needs and interests of its listeners or viewers weigh in favor of renewal.

The law expressly prohibits censorship of licensees by the FCC. However, Congress has authorized the Commission to regulate programming in two areas in which the interests of parents and children are of particular concern. First, the law prohibits the broadcast of "indecent" material. Citing the "pervasiveness" of the broadcast medium, The Supreme Court has upheld this prohibition if it is applied to material broadcast at times when children are likely to be in the audience. Congress has also

adopted limits on the amount of commercials aired in connection with children's programming on either broadcast stations or cable television systems, and has directed the FCC to review television station license renewal applications to determine whether the licensee has aired programs addressing the informational and educational needs of children.

While the FCC regulates some aspects of the cable industry, cable systems, unlike broadcast stations, are not licensed by the FCC. Instead, cable systems are franchised by state and local authorities, and these authorities and the FCC share regulatory authority. The courts are only beginning to address the extent of the government's authority to regulate cable programming. Some courts have indicated, however, that cable can be considered less "pervasive" than broadcast television, in that receiving cable requires the affirmative act of subscribing to cable, and because "lock boxes" provide a greater degree of parental control over what cable programming is available in the home.

#### **Pending Regulatory Proposals**

On March 25, 1993, the Foundation to Improve Television petitioned the Commission to develop rules to curb excessive amounts of dramatized TV violence in order to alleviate its harmful effects on children. The proposal included restrictions on such programming between the hours of 6 a.m. and 10 p.m. The FCC has not yet acted on the petition.

### **LEGISLATION**

#### **Past**

Congress has been holding hearings and expressing concern about the effects of television violence since the early 1950s, but has been hesitant to seriously consider further action until recently. The 1990 Television Violence Act gave the networks an anti-trust exemption permitting them to formulate a joint policy on television violence.

#### **Pending Legislative Proposals**

In the most recent Congress, several bills addressing television violence have been introduced:

- *S.1383, the "Children's Protection for Violent Programming Act" (Hollings and Inouye)*, would limit violent video programming to hours when children "are reasonably likely to comprise a substantial part of the audience." Premium and pay-per-view cable broadcasts would be exempt, as would news, documentaries, educational shows and sporting events. The FCC would define "violent video programming" and select the hours when it would be prohibited.

- S.943, the "Children's Television Violence Protection Act" (Durenberger), would require broadcasters to air warnings to accompany program showing violence or "unsafe gun practices." Warnings would not be required between 11:00 p.m. and 6:00 a.m., and the FCC could exempt news broadcasts, sporting events, educational programming and documentaries. The bill defines violence as "any action that has as an element the use or threatened use of physical force against the person of another, or against one's self, with intent to cause bodily harm to such person or one's self."
- S.973 and H.R. 2519, the "Television Violence Report Card Act" (Senate -- Dorgan and Conrad, House -- Durbin), directs the FCC to evaluate and rate TV programs "with respect to the amount of violence contained in these programs" and publish these ratings.
- S.1556 (Levin) would require stations to keep copies of commercials for 30 days and provide them to the public upon request. If a complaint were received, the commercial would be kept for a year. A log of complaints would have to be kept and made available to the public on request.
- H.R. 2837, the "Television and Radio Program Violence Reduction Act" (Bryant), would require the FCC to prescribe standards requiring broadcasters to "reduce the broadcasting of all video and audio programming which contains violence." The FCC could exempt news broadcasts, sporting events, educational programming and documentaries. "Violence" would be defined as per S. 943.
- H.R. 2888, the "Television Violence Reduction Through Parental Empowerment Act" (Markey, Dingell, Fields, Margolies-Mezvinsky, Oxley, Slattery, Hastert, Cooper, Gillmor, Synar, Shepherd, Glickman, Schenk, Towns), would require that domestic and imported television sets be equipped with devices -- nicknamed "V Chips" -- which would permit viewers to block (1) any selected channel, program, time slot or (2) "all programs with a common rating."
- H.R. 2756, the "Parents Television Empowerment Act of 1993" (Kennedy), would require the FCC to establish a toll-free number for collecting public comments, suggestions and complaints concerning programs violent programming. The FCC would publish a quarterly summary of these complaints. In its annual report to Congress, the FCC would have to evaluate whether the broadcasting industry had effectively responded to the complaints.
- H.R. 2609, "The Presidential Commission on TV Violence and Children Act" (Schumer and Roukema), would establish a Presidential Commission on TV Violence and Children chaired by the Surgeon General

and the Attorney General. The Commission's final report would be due one year after its formation.

*Note:* Attorney General Reno has testified that S.1383, S.943 and S.973 are all constitutionally sound.

## **RECOMMENDATIONS**

The government together with the major media has played an important role in successfully combating many social problems. A few decades ago, the stars of movies, television, and music were frequently seen with a cigarette in one hand and a martini in the other. The media, spurred on by federal legislation, played an important role in public education campaigns to address tobacco and alcohol over-consumption problems. Cigarette advertisements were banned in 196X, and alcohol advertisements face several restrictions, but much of the shift in norms was voluntary on the part of the movie and television industries. Government's role was to sound the alarm to the health risks and make speeches requesting greater media responsibility.

Today, a similar effort offers enormous potential for government and the media to play a cooperative role in changing social norms and behaviors to lessen the harm of violence in America. In the past decade the media have worked effectively with government agencies to address drug abuse, drunk driving, teen pregnancy, and to spread the word about the danger presented by HIV/AIDS. These themes have been presented in public service announcements, woven into story-lines for drama and comedy programs, featured in movies, and presented in news features and news specials.

In recent months, representatives of media corporations tell us, partly in response to the attention Congress and this administration have placed on the subject, violence will be the next major topic for their social issue messages. One of this administration's the objectives should be to find ways to turn these promises into commitments.

However, a full scale anti-violence campaign by the major media will have little effect if it is overwhelmed by continued repetition of messages that present violence as a solution to life's problems, or a means to financial or sexual reward. This administration's pronouncements and policies must seek progress in reaching both goals; reducing the level of harm caused by violent images in the media, and working with the media to address the problem constructively.

### **Four Strategies**

Several committees in the Senate and House have looked into these issues. Several bills have been drafted, and a great many more proposals have been discussed on

the hill, in the press, in academia, or in the executive branch. In the recommendations section we present all of these options and discuss the relative merits of each. To give some structure to this discussion we have delineated the following four strategies:

- 1) Limit the supply of violent images that reach young people including actions by government, the media, parents or others to change media content or children's access to it.
- 2) Limit the demand for violent images by young people by providing better alternatives including social, athletic, and cultural activities as well as efforts to support good non-violent programming.
- 3) Limit the harm of media violence by fortifying young people's ability to view television in context including media literacy curricula in the schools and encouragement for parents to take an active role in providing context in the home.
- 4) Encouraging and supporting the media's efforts to take positive action possibly including help in identifying target populations who are most at risk and the messages that will have the greatest impact.

#### **A Bias for Private Responsibility**

Within each of these strategies, the administration can choose the level of activism in defining the government's role. This can range from the most active, proposing legislation or regulation, to the least active, making speeches encouraging the media to take responsibility for the problem.

The Attorney General has stated a preference for a less active role for the government if the industry will take effective measures. The more than implied threat was that the government would take on an active role if the media failed to present their plan.

### **Four Strategies**

- 1) **Limit the supply of violent images that reach young people. This could include:**
  - a) **Government restrictions on the types of programming that could be broadcast at certain times. DOJ has stated "safe haven" guidelines may not violate the 1st Amendment. The industry disagrees.**
  - b) **Efforts to give greater information to viewers and parents to help them make better choices. These include ratings of the violence in the media by the industry, by panels of viewers, by experts, or by the government. This relies on parental action that cannot be assumed in all families.**
  - c) **Technological aids such as a V-chip that would give parents the ability to screen out either specific programs or all programs designated as violent by a government or an industry rater. The industry has great 1st Amendment concerns here as well.**
  
- 2) **Limit the demand for violent images by young people. This could include:**
  - a) **Better alternatives to the electronic "baby-sitter" including better childcare and afterschool programs.**
  - b) **Greater support for cultural diversity. Giving greater support to popular culture that expands beyond the corporate monopolies.**
  
- 3) **Limit the harm of media violence by fortifying young people's ability to view television in context. This could include:**
  - a) **Media literacy curriculum in the schools, preferably as part of a larger non-violence curriculum.**
  - b) **Media literacy assistance in the home, giving parents greater encouragement to get involved in their children's viewing, potentially involving the media in teaching critical viewing skills.**
  
- 4) **Encouraging and supporting the media's efforts to take positive action. This could include:**
  - a) **Greater recognition and support for efforts taken to date or in process.**
  - b) **Help in identifying target populations who are most at risk and the messages that will have the greatest impact. This could include PSAs, storyline treatments, and programs teaching alternative dispute resolution skills, firearm non-use, and good parenting skills.**

**THIS SECTION IS NOT YET WRITTEN**

**APPENDIX A****WHO CONTROLS VIOLENCE IN THE MEDIA**

The media industries are complex and competitive. We are far more likely to be successful in our efforts to limit the harm of violence in the media if our statements are well informed of this complexity, and are specific in identifying the types of violent programming we judge to be most problematic.

Great care should be taken in using the words "*television industry*." In many ways, the television industry has become every bit as complex as the "health care industry" or the "transportation industry." In fact, the plural, "television industries" may be more descriptive.

This was not always the case. In the 1950's, '60, and 70's the three major networks produced most of the programs that reached American families through the local stations over which the networks exerted a great measure of control. However, even before the advent of cable TV, market forces and federal policy combined to create a far more competitive marketplace, and to greatly limit the dominance of the major networks.

While the networks still average a 60% share of the televisions in use during *prime-time* (8pm to 11pm Monday through Saturday and 7pm to 11pm Sunday), at other important times of the day the local stations that are affiliated with the networks have complete control over the programs they broadcast, and network produced programs (excluding re-runs of old programs) cannot be found on any of the 30 to 120 cable channels. These trends are continuing and are gathering momentum. The days of network control over the American TV screen is rapidly going the way of the black and white television.

The networks themselves produce a smaller and smaller portion of the programs they themselves air, buying them instead from independent production studios and the major motion picture studios. The networks now compete for viewers attention with re-runs of their own previously broadcast programming, movies that were originally released through theaters, and cheaply produced talk shows, game shows, and news-like tabloid shows.

Efforts to effect the level of violence reaching American homes will have to be sensitive to the complexity of a competitive market-place in which a large number of independent actors make decisions over what is broadcast.

***Production Studios:***

Most of the entertainment programs presented on the networks, cable TV, and local stations are produced by the major television studios, which are often associated

with the major motion picture studios (e.g. Paramount, Universal, Fox, Warner Brothers), or by one of some 25 to 50 smaller independent production companies. The studios hire the writers, actors, directors, and crew and control the rights to air the programs.

The managers of the major studios have a great deal of power in the industry in that they decide which program ideas move through the process of development. These decisions are based primarily on the marketplace of broadcasters. Studio heads make programs they believe they can sell to the networks, local stations through syndication, and to the cable stations.

In that the studios make almost everything we see, they are the source for both the best and the worst of television. The studios produce a great deal of programs that they claim teach positive values including family dramas, and recently, a large number of situation comedies. Shows like Blossom, Full House, and Major Dad are frequently touted for the pro-social themes they contain in their story-lines.

The studios also produce a handful of network dramas that have been criticized for the inclusion of violence, such as N.Y.P.D. Blue, and The Commish, and Picket Fences, as have several made for TV movies detailing the actions of real or imagined violent killers. Last year the studios competed with one another to produce several treatments of the Amy Fisher and Waco Texas stories.

#### *Syndicated Distributors:*

The studios sell a great deal of their programs through syndicators who sell directly to local broadcast stations and cable networks. The syndicators also sell a large volume of re-run series and game shows. Shows in syndication include Oprah Winfrey, Wheel of Fortune, and re-runs of M\*A\*S\*H.

Many shows in syndication have been criticized for excessive violence including "professional wrestling," re-runs of former network action series such as Hill Street Blues and Magnum P.I., and new series such as Silk Stockings which mixes lingerie and lethal weapons in a manner that some find disturbing.

#### *The Networks:*

The three networks, CBS, NBC, ABC, have recently been joined by an additional "half network," Fox Television. (Two other major studios, Paramount and Time-Warner, are taking aggressive steps to form the fifth and sixth networks.) The networks produce news and sports programming, and produce some of their own entertainment programs. They buy the rest from the studios. The networks also broadcast a large number of movies that originally were produced for the theater.

Critics of Network television violence point to football and basketball games, a small number of prime-time police dramas such as N.Y.P.D. Blue and Picket Fences,

sensational made-for-tv crime movies, action movies like James Bond and Rambo, and cartoons (weekdays on Fox and Saturday mornings on CBS and ABC. NBC currently does not presents cartoons.)

In recent seasons the networks have shifted away from police dramas toward an even greater number of situation comedies (such as Rosanne and Seinfeld) and news shows (such as 48 Hours and 20/20). The Networks also claim to have scheduled fewer violent movies than in recent years. (ABC says in 1992-93 a third of their movies were violent compared to one fifth in 1993-94.) The Networks may be feeling some heat from Washington, but their products are somewhat less violent than they have been in the past.

Twice a year, the networks prove their ability to draw an audience to justify their price levels. During these "sweeps weeks" the networks use violence, sex, and sensationalism get high ratings. The 1993 spring sweeps week was particularly embarrassing to the networks due to the particular emphasis on dramas based on violent criminals.

#### *The Affiliates:*

In each market, there will usually be one local television station affiliated with each network. The affiliates have a great deal of control over what they present. Typically, they will buy the network's morning program, some of their daytime shows, the evening news, three hours of prime time, a hour or more of late night, as well as major sports broadcasts from the networks. They also buy game shows, talkshows, news tabloid shows, re-runs, and cartoons from the syndicated distributors, and they broadcast a lot of movies.

In addition to the violent programs the affiliates carry from the networks, the affiliates also carry violent programming they buy from the syndicators including wrestling, re-runs of action shows, movies, and tabloid news shows. Perhaps the most violent programming on local TV stations can be found on the evening newscast which in many cities and towns begins with a number of murder reports.

#### *Unaffiliated Stations:*

Many local stations are independent of the networks. The unaffiliated stations are heavy buyers from the syndicated distributors, typically presenting a large number of movies, re-runs, cartoons, and some local sports. In that edited-for-television movies can be among the most violent programs on television, the unaffiliated stations can be as violent as any of the other channels. The unaffiliated stations also frequently have a significant share of the afternoon children's cartoon viewing.

#### *Basic Cable:*

The basic cable package offered to most American homes and purchased by \_\_\_% of all American families includes (almost) all of the local affiliated and unaffiliated broadcast stations and roughly 20 other "basic cable" stations.

Typically, the basic cable stations (also known as "free cable") will include several national cable networks (e.g. USA Network, Nickelodeon, the Turner Network Television (TNT), and the Cable News Network) several music video stations (e.g. MTV, VH1, and The Nashville Network); several ethnic stations (e.g. Black Entertainment Television (BET), and Univision in Spanish); the "super stations" (unaffiliated stations that are now available by satellite to most cable carriers); some home shopping stations; and a variety of public services such as C-SPAN, NASA, weather, and local government channels.

Many of the basic cable entertainment channels have been criticized for violent programming. MTV has drawn a fair amount of heat for the violence in their music videos, and in particular, for the frequent association of violence and sex. BET also has this problem. Both of these channels have done some amount of programming designed to address social problems including the problem of violence in society. MTV also airs the teen cartoons including Beavis and Butthead (moved to 10pm following one tragic fire and much public criticism).

Like MTV, Nickelodeon is also owned and operated by VIACOM international. Nickelodeon presents shows for kids all day and "vintage TV" at night. They, therefore, have the burdens of cartoons (including the new Ren and Stimpy, a cartoon that is similar in some respects to Beavis and Butthead, as well as the violence found in old series like the 1950's version of Superman.

USA network can be viewed as particularly troublesome due to their target audience of teenagers, their drive-in theater tastes, and the constant repetition of the beautiful-woman-in-peril plot-lines. For example, USA recently broadcast The Covergirl Murders (the title says it all), and all day long on Halloween, any unsupervised child in America could have found the complete Friday the 13th cycle where Freddie Krueger lives despite the hatchet buried in his head.

#### *Pay-Cable:*

Pay-cable and pay-per-view cable are, by a great measure, the most violent stops on the cable TV menu. Pay cable refers to subscription services such as Time-Warner's HBO and The Movie Channel, and Viacom's Showtime and Cinimax. Pay-per-view refers to first run movies and "adult entertainment" that is purchased for one-time viewing much like renting a video cassette.

The pay-cable channels produce some of their own programming which, in itself can be considerable more violent than anything on the networks. However, the most violent television is the steady flow of 'R' rated action movies that come to pay-cable 6 to 12 months after the end of their theatrical run. These include such

titles as *Die Hard*, *Hard to Kill*, *Rambo*, and *Robocop*. The offerings also include many less successful, lower budget movies that tease with sex and then deliver fearful violence. The pay-cable channels generally do not broadcast 'R' rated movies prior to 8 pm, (7 pm central time.)

It is difficult to sustain concern about network violence in the face of cable TV violence. Even if the networks gain higher ratings overall, the most violent films available in theaters, through video rentals, on pay-cable, and on USA network will attract the attention of people who like to watch violence.

File:  
Violence

September 17, 1993

MEMORANDUM FOR MACK MCLARTY  
GEORGE STEPHANOPOULOS  
DAVID GERGEN  
MAGGIE WILLIAMS

FROM: RAHM EMANUEL R.E.

Subject: Violence in America

The President and Mrs. Clinton have both talked about the moral emptiness in the United States. The need for a spiritual core is what Mrs. Clinton refers to when she talks about the "politics of meaning."

I think that we have an opportunity to explain what the Clintons mean by this language, and as a result, develop the moral voice to the presidency. Furthermore, we have an opportunity to define the Clintons in a very personal way, beyond their legislative agenda, that will connect them with the American people.

People do not understand what the "politics of meaning" means. We need to link this rhetoric of "meaning" -- or lack thereof -- to something relevant in people's lives.

Crime and violence near the top the list of issues that concern the American public. Americans, as a society, accept a level of violence that no other country tolerates.

Violence in America ranges from murder, rape, and theft to domestic violence and child abuse to bigotry and racial division. It is the result of an America that does not value human life, and it is an outgrowth of the moral void in American society -- the lack of a "national meaning." We should seize the issue of violence in America to define the rhetoric of meaning and to give this presidency a moral tone.

We must address the violence, be it hatred or crime, that has gripped this country. The President and Mrs. Clinton can jointly address this epidemic by voicing moral opposition to violence, and by promoting means to deter violence.

This could be our answer to Dan Quayle's attack on the non-traditional family. Quayle's attempt to be a moral voice was divisive. In contrast, denouncing violence in America will unite Democrats from Jesse Jackson to John Breaux.

I see three key ways to address violence in this country: through legislation like the Crime Bill; through community efforts; and through public education.

o **Legislation:** Anti-violence legislation is critical. The Crime Bill -- in particular the cops piece -- is central to the President's legislative agenda, and all other crime/violence legislation should revolve around it.

Yet we need to go beyond the Crime Bill, especially on the state and local levels. We need to encourage the enactment of tough pro-arrest legislation that will significantly deter crime. For example, police should have the right to arrest people on the spot for domestic violence or child abuse. Currently, this is not the case.

o **Community Action:** Local communities must take responsibility for their neighborhoods, and must play an active role in keeping their streets safe. This means more neighborhood patrols, community-based support groups, etc.

Empowering communities to protect themselves has proven to be one of the most effective methods of deterring crime. Bureaucratic red tape is avoided, and the people make it work because their neighborhoods are at stake. The administration must facilitate community empowerment and accountability.

The administration should serve as a source of information and support for communities. For example, we should provide communities with "neighborhood empowerment kits" which would give information regarding the most effective ways to deter crime.

o **Public Education:** We need to work with HHS, Justice, DoEd, and other relevant agencies to see what resources are available to launch a full-fledged public education campaign against violence. This would include anti-drug efforts, teaching racial tolerance, and denouncing violence against women and children etc.

An anti-violence campaign would resemble the campaign against smoking, for example, in that it would be an ongoing, long-term public education effort. In this effort, we may be pitted against Hollywood, but in a way that will most likely be to the administration's benefit.

By speaking out against violence, an issue that hits a chord with all Americans, the Clintons can position themselves as the moral voice for the country and define the "politics of meaning" in a very real way for the middle class.

According to Carol Rasco, the Office of Domestic Policy has a working group that will present a report on Violence in America to the President sometime in November. I think we should try to speed up this time table, if possible.

In addition, we may want to consider having the President and Mrs. Clinton speak directly to the American people on the issue of violence. We could integrate this into the President's holiday message in December.

Having the President say that "enough is enough" would be a powerful kickoff to an anti-violence campaign. Furthermore, it would show the Clintons as the leaders in the crusade to define a moral framework for American society.

cc: Mark Gearan  
Carol Rasco  
Dee Dee Myers  
Bruce Reed

File:  
Violence

August 6, 1993

MEMORANDUM FOR KATHI WAY

FROM: RANA SAMPSON

SUBJECT: MEETING OF THE INTERAGENCY WORKING GROUP ON VIOLENCE

I attended the first meeting of the Interagency Working Group on Violence on Friday, August 6th. Much of the two hour meeting was devoted to a discussion of what working subgroups should be formed.

The starting point was Peter Edelman/Phil Heymann's invitation memo outlining their initial suggestions for subgroups (see attached memo.) DOJ, Labor, HUD, USDA, DPC, ED, and ONDCP sent representatives. There was little agreement for the initial subgroup suggestions -- even Heymann, a co-author, disagreed with them.

Almost at the close of the meeting a separate list of three subgroups was agreed upon:

- youth violence (by and against youth)
- 1] community violence (within the community, i.e. robberies, drug dealing)
- 2] communal violence (community against community, i.e. L.A. riots, gangs, Koreans vs. African Americans)
- domestic violence (child abuse, spouse abuse and elder abuse)

In addition, three other subgroups that overlap into the three outlined above were added:

- lethal weapons
- drugs/alcohol
- media

Heymann suggested that the tasks of these subgroups would be to:

- describe the size and nature of the problem
- outline what is known about its causes
- describe the most promising remedies
- outline the federal programs that relate to these remedies

The next meeting will probably be held this coming Wednesday, schedules permitting. Peter's secretary will call you. Peter will bring to the next meeting some ideas for the parameters of each of the 6 subgroups and fuller task descriptions. All you will have to do is

provide feedback on his work.

It did not seem to me that this whole idea was thought through very well. The original list that Peter and Phil brought to the table was a Chinese menu of violence with little reason for why some things were excluded and others included. In addition, the effort they are interested in undertaking seems rather overwhelming. I suggested they might want to focus on youth violence (violence by youth and against youth) but they said that presented a political problem because either Bush or Reagan did something similar and it was seen by the communities of color as an attack on them. At least the original suggestions Peter brought to the table were pared down some.

I also suggested that it might be important that the subgroups think about outlining for communities (the ultimate reader, I hope) how they would go about assessing and analyzing violence in their own communities since the broadness of this effort might dilute the value of the information and the remedies. Heymann seemed supportive of this idea.

In addition, at one point it was mentioned that the A.G., Shalala, and Rivlin are interested in doing an "ultra weed and seed" project in D.C. What exactly would they be doing? Weed and seed is a hodgepodge. And if we are only now starting to study violence and outline some remedies what exactly would we be doing in the District? It might be putting the cart before the horse.

As a suggestion, it might be a good idea for you to ask the co-chairs to present their ideas to Carol Rasco before they get in too deep. That way she can have her hand in outlining the parameters for this effort.

cc: Bruce Reed  
Jose Cerda



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

August 2, 1993

MEMORANDUM

TO: Madeleine Kunin, Education  
Ellen Haas, USDA  
Ricia McMahon, ONDCP  
Joe Shuldiner, HUD  
Isaac Shapiro, Labor  
Kathi Way, DPC

FROM: Phil Heymann, Justice  
Peter Edelman, HHS

SUBJECT: First Meeting of Interagency Working Group on Violence

On what we hope is not unduly short notice, we have scheduled an initial meeting of the Interagency Working Group on Violence for Friday, August 6 from 2:30 to 4 p.m. in the Deputy Attorney General's conference room at the Justice Department.

What we want to accomplish at the meeting is to block out a work plan for our task. Our idea is to create a number of working subgroups (not all of which necessarily need to involve membership from every agency), the leaders of which would be senior colleagues from the various departments. The subgroup leaders would then join our steering group. Our subsequent meetings could then focus on the progress of the subgroups and questions emanating from their work.

Agenda items:

1. Subjects for the Working Subgroups. We can think of ten or so possible topics, with a few additional subtopics that could be added to one place or another. We would prefer, if at all possible, to reduce the number of subgroups to six to eight, so one thing you might think about is how to consolidate the topics a bit. Here is our initial list, together with possible lead agencies for selection of chairs:

- Law enforcement (Justice)
- Domestic violence, including family violence, child abuse, and elder abuse (HHS)
- Youth violence prevention (Labor or HHS or both)
- Schools (Education) (should this be combined with youth violence prevention?)
- Place and community (HUD)
- Hate violence (Justice)

- Shouldn't drug issue be included*
- Drugs and alcohol (HHS)
  - Lethal weapons (Justice) (should Treasury be brought into this one?)
  - Media (query on who should lead this one)
  - Research and evaluation (should this be a separate group, or should it be a task of each individual group?)

In addition to the above, there are the following issues that occur to us, which might be folded in to some of the above groups: technical assistance to individual communities that want to come up with cross-cutting plans; gangs; suicide; sexual abuse and sexual assaults; police-community relationships and/or official violence; and dangerous situations like high-speed car chases, bars, and sporting events.

2. Group leaders and members. It would be good if you could come with thoughts about who would be good leaders or co-leaders of relevant subgroups, and who would be appropriate participants in the various subgroups. Remember that the leaders should be very senior people. The issue of subgroup membership is a question needing discussion in and of itself, because some of the subgroups could easily get up to 30 or more members even if we confine their membership to people running relevant current programs and in charge of relevant current research.

3. Universe of possible remedies. Some of the remedies might be neighborhood-based, and might therefore involve all of the process questions raised by the idea of combining in individual geographic settings federal assistance from various departments and programs. Other remedies might be nationally applicable regulations or programs. Some of the remedies might involve legislation and some not. Some might be suggestions for private action or for public-private partnerships. Some might be suggestions for points the President or Cabinet members might make in speeches.

4. Process for involving experts, practitioners, and others from outside the government. We definitely need the advice and involvement of outside experts and others. This should probably be pursued at the subgroup level, but we need to discuss how we are going to do it.

5. Timetable. We should be looking at a report to Carol Rasco by about November 1. This is not necessarily an end point for our work, but rather a time by which we should be able to make a judgment as to next steps. If there are fiscal 1995 budget implications to any of our recommendations, we would still be able to press them then. If we are going to suggest a more public phase to the work, we could do it as of then.

We look forward to seeing you on August 6.