

Joe Torre: Like to call the meeting to order, please. Thank you.

Bernie Perlmutter: Good morning. My name is **Bernie Perlmutter**, and I'm a clinical law professor and the director of the Children Youth Law Clinic here at the school of law. And on behalf of President Donna Shalala and law school dean Patricia White, I'm truly honored to welcome you to our law school. The University of Miami and the law school are part of a large urban community that has among the highest poverty rates in the country, the highest childhood poverty rates in the state and country, 36.5 percent of our children in this community live in poverty. So our academic institution is very much involved in trying to redress some of the inequities that exist in our community in every aspect of our academic service and teaching and **pedagogical** mission.

Three examples at random. The Miller School of Medicine houses the Mailman Center for Child Development, which is a nationally renowned institute that address the concerns of special health impaired children through a variety of modalities, including research and clinical service, training of professionals, training of parents and advocacy. Judge Lieberman I think is involved in the Mailman Center on a multiplicity of levels.

Our school of education is increasingly at the forefront. A very innovative community centered and social oriented projects. Including a community and educational well being research center that focuses on the development of positive ethnic, immigrant and minority youth, outcomes, domestic violence, abatement, social justice oriented clinical practices and the like.

The school of law, where I have worked for the last 16 years, is increasingly community involved. We have at this time ten clinics at our law school. All of which have one degree or another involvement in our community. We have a human rights clinic, an immigration clinic, an health and elder law clinic, which pairs students in the law school with residents at the Miller School of Medicine to address healthcare needs of patients and clients served by the public hospital of Miami Dade County. The children and youth law clinic, which I direct, is the oldest clinic. It's been in existence for 16 years. Our focus is on many of the issues that this task force will be hearing testimony about today. The special needs of children in the child welfare system, particularly older children in foster care. So I'm very interested in the deliberations of today's task force.

We've also made occasional forays into juvenile justice. And one of the projects that we engaged on for a number of years was the ending of the indiscriminate practice of – the practice of indiscriminately shackling children in the courtroom. And ultimately our state's highest court, the Florida Supreme Court, adopted a rule of court that essentially abolishes this practice of subjecting children to essentially trauma once again in the courtroom after having suffered from in their families and homes and communities.

So we feel very strongly that, and we support the work that this task force is undertaking, both at the local community level and the national level. And so I'm very pleased, on behalf of our institution, our academic institution, to welcome you to the university and to the law school.

Judge Cindy Lederman is I think the senior judge at the juvenile court. She's a nationally renowned, not just judge, but really a remarkably gifted and talented and committed advocate for children. She is an activist judge in all of the positive senses of that word. She really thinks about children first in her role as a judge. She is a visionary. She has been on the forefront of many, many innovative research based efforts to improve the quality of justice for children. So I want to hand the podium to Judge Lederman.

[Clapping]

Cindy Lederman: Thank you so much. Well, I want to, Mr. Chairman and members of the task force, Mr. Chairmen. We have two. I want to welcome you to Miami. We're the land of beaches and palm trees and unfortunate levels of poverty. But we're also the land, I believe, of very important significant groundbreaking child centered interventions revolving around children and violence, children and maltreatment. I'm gonna talk briefly about what we've learned from some of that.

We've been very fortunate to have federal funding. Beginning in 1992 we created one of the first domestic violence courts in the country. It was the first one to combine civil and criminal, and it was very child centered, which was quite odd in 1992. We went on to receive funding for work relating to children and violence from VAWA, which must be reauthorized, from the Department Justice, OJJDP. And now we have court funding, believe it or not,

from the Center for Disease Control, the CDC, for some work we're doing we call the Miami Child Well Being Court.

And throughout these decades, I want to take the opportunity – there are three people in the room who have been very helpful to our work and involved in our work. Dr. Steve Marans, Dr. Alicia Lieberman and I believe Katherine Pierce is somewhere in the room. So I want to thank all three of them. They've made a tremendous contribution to the work we've done in Miami.

So I have three thoughts for you after these decades of work that we've done. The first is, if you're going to be, if your goal, if your mission is defending children, you need to begin with children in the child welfare system who are so often forgotten. It's obvious, we all know that these children are already harmed when they come to us into our courtrooms. And they're harmed by the person that they're supposed to trust the most, who's supposed to love them the most.

We are learning every day more and more about the disproportionate delay they face, the disproportionate medical and psychiatric problems. And no one, no one needs defending, no child needs defending more than a child in the child welfare system.

One of our first grants from VAWA we called the Dependency Court Intervention Program for Family Violence in the late 90s. We screened mothers who came into the dependency court system. The goal of the grant was to study the nexus between child maltreatment and domestic violence. So we screened all the mothers that came in, whether there were allegations of domestic violence or not. And the screening tools was developed by the wonderful late **Susan Checter**, who was an expert in this field.

And what we found from screening them was that 89 percent of the mothers who came into the child welfare system, 89 percent, screened positive for domestic violence. And based on this strength based advocacy system that we developed in this grant, 93 percent of them accepted services.

So we learned that we were missing the allegations. The child welfare system didn't know enough about domestic violence at that time. But what really alarmed us was my god, if this many mothers are coming into the system and there's violence in their home, which they think is normal or they haven't even recognized

and have never sought help for, what is going on with these poor children?

So our community went on – from learning so much about this, we received a number of Safe Start grants. Always focusing on the children in the child welfare system. The most impoverished children. And as I said, now we're designated under an injury prevention segment part of the CDC for our Miami Child Well Being Court.

Number two, we have learned from all of this work that despite what was commonly believed at the time, and still may be believed by many I think in general population, we can no longer assume that only older children are affected by violence and maltreatment. Babies and toddlers are affected as well. We know from Ed Tronick's work with the Safe Face, Still Face experiment and other research, some of it has been done by Dr. Lieberman, that children as young as six months can be depressed. They have memory of trauma as young as six months. And they are very much affected. Very much affected by the affect, even just the affect of their caregiver.

In my caseload, I've seen two year olds who have been diagnosed with post traumatic stress disorder. I've seen ten month old children who pull out their eyebrow and pull out their hair. They're telling us something. And I've seen babies who you can tell from their reaction when they see their mother the fear because of what they remember has happened to them.

And we know now from the neuroscience that working with these little ones provides the greatest opportunity to heal. And as Selma Freiberg taught all of us, it's a little like having God on your side. So I think we need to focus on the youngest among us.

Third, the quality of the services our children and families receive are often pitiful. We need evidence based services. We need quality services for the children and families that we see. The degree of depravation experienced by so many parents in the child welfare system is devastating. The young parents we see, we need to teach them how to play with their babies. When we have an assessment and say, "Could you sit on the floor and play with your baby," so many of us look at us and say, "What?" We literally have to teach these young moms, and this is, I think, just unforgettable, to smile at their babies. They have to be taught such fundamental things that we think comes naturally, but it does not.

Watching them with their young child, the fundamental impoverishment that these young parents have lived and suffered and learned as children becomes disturbingly and sadly clear.

The legal mandate to teach a young mom, who has never felt safe or nurtured herself as a child, to make her child feel safe in the timeline set forth in the Adoption Save Families Act is a formidable challenge. We will never, ever achieve that goal, we will never break the intergenerational transmission of child maltreatment without the best services for the families who need them the most, and without the use of research and evaluation in our court and child welfare system.

Yet, very few of the services are evidence based. Peter Greenwood has written that over 90 percent of prevention services have no evidence of effectiveness. And we know from the **Nascal** studies studying children in the child welfare system that only 2 percent of the parenting programs are evidence based. These services are more intensive. These services require specific training. And, of course, they usually cost more money. But we must recognize that we cannot meet our legal mandate or our moral mandate to help these families with existing services that have not been evaluated and where successful completion is measured only by attendance. Not what you have learned or if you've been able to change your behavior, but to just show up the requisite number of times.

So the families with the most chronic, intractable _____ disadvantage and impoverishment need our finest services, not our worst. And we need, as I said, to focus on evidence based services and any programmatic work we're doing with implementation research.

So in closing, I was delighted to read Mr. Torre's editorial that appeared in *Miami Herald* last week. He said all children are our children. And this is especially true of the wonderful children of all ages in the child welfare system. Please, don't forget them. Thank you.

And now it's my wonderful pleasure to introduce – we have a terrific US Attorney in this community, **Wifredo Ferrer**. Willie?

[Clapping]

Wifredo Ferrer:

Thank you, Judge, very much. And I want to welcome the Attorney General's task force to my hometown, to Miami where I was born and raised. I'm glad to see so many people here, so that we can get together, learn from each other, share our expertise and strengthen our commitment to making sure that our communities and our virtual world are safe for our children and they're safer.

Let me give you just a general background about what we do at the US Attorney's office. At the US Attorney's office, my job is to enforce the federal laws of the southern district of Florida. We are the third largest US Attorney's office in the country. My jurisdiction is from Key West all the way up to Fort Pierce. And it's 9 counties over 300 miles of coastline, over 6 million people in our jurisdiction. And let me tell you that I'm glad that you're in south Florida, because from my perspective, and I've got **Todd Mesapeak** who's our deputy chief in the special prosecution unit, that deals with a lot of the crimes of dealing with children. And what we're seeing here is that it's almost like every day in the paper you read about some gun or gang violence that has had deadly consequences against children. We all know that gang violence is not self-contained. It is not just one gang member or drug dealer trying to hit off a rival. But a lot of times it spills on the streets. A lot of times it's children playing in their front yards who are literally victims as the bullets are flying across their front yards. And that is something that unfortunately we see too much of here.

And what we have done, and our commitment here at the US Attorney's office, is to partner with the state and local law enforcement agencies to have joint operations to help these children who see way too much violence at such an early age. And what we have done is that we've gotten together, and one of the things that we work on is a lot of gun prosecutions. Let me just give you an example. Just last month we prosecuted two groups that were suspected of being engaged in over 100 arms robberies at stores and businesses that we all attend to and go to here. And in one of these instances the criminals held parents and children at a karate school to make sure that a nearby drugstore could be robbed without any interference. These children were held at gunpoint, and they literally screamed as they ran out the back of this karate school as these criminals had these guns pointed at them. That's just one example.

Just in November of last year we indicted and prosecuted 15 members or 12 members, I'm sorry, in a 2 block radius, in an

apartment complex, that had 55 firearms, including assault weapons, short barrel shotguns, machine guns and narcotics. And these were all, again, in a two block radius in an apartment complex where children and parents were living with each other.

The other thing that, you know these examples show you that we are aggressive in prosecuting, but we all know that that's not the answer. As aggressive as we can be in prosecuting and making sure that these violent criminals and offenders are in jail for a long time, that's not what's gonna stop the cycle of violence and to stop the trend of violence that we're seeing that affects so many children. We have to also work on the prevention side, even in law enforcement. And in my office, we're very involved in after school programs, leadership programs for children. And we do a lot of crime prevention summer camps. And that is just one part of the puzzle.

And I'll tell you, I'm very excited here in south Florida because our vision is that a prosecutor has to look at cases holistically. We can't just be case processors, but we have to be problem solvers, just like you are. And we have initiated a community based initiative in our office where we are getting prosecutors out from behind their desks, into communities to meet with leaders, to meet with school administrators, principals from schools that can tell us who are the ones that are hanging out and trying to hurt the children. With public health officials who can tell us what they're seeing in their particular community.

And we just started this initiative in a town called Overtown, which is right literally in the backyard of my office. That has the highest homicide rate here in Dade County. And we have prosecutors that are assigned to that area so the community members know who we are, there's a face to the office in the community. And we can try to work on making sure that we prosecute and we do law enforcement, but we have to prevent the crime. We have prosecutors that are mentoring the children in this particular community, going to their schools. We invite the children from the schools to come to us so that they can see what it's like to have a job in the federal government and give them hope. And that is something that we're really, really excited about and hope that that will take and will spread into other communities.

And we're also seeing that sometimes, as we know, violence breeds violence. And children are bringing sometimes the violence to the schools. And we have seen too many incidents of injuries

and violence and shootings in the schools. And that is something that, you know when we look at that, we have to ask ourselves, what can we do and could we have prevented it? And that is why the Department of Justice is also involved in the Safe School Initiative. Where we're trying to train the schools and figure out how could we have detected this and train the administrators to figure out what to do if that is the case.

And lastly, the other issue that deal with as opposed to, in addition to guns and drugs, is child exploitation. That is something that we see way too much of. We have a section in our office dedicated to protect children from online predators and from abuse from these predators. And that is something that, again, I'm seeing the victims get younger, and I'm seeing a lot more violence involved in dealing with these children when dealing with the online predators and these schemes.

And I think that what that tells us is that these disturbing developments call upon us to use the full force of all of our knowledge. And it takes every one of us. And I think that that's exciting part of this task force and to have the members of the community be here, so that we can all work together. We all have many different roles. Whether it's prosecutor, an educator, a judge, a business person. We all have a role, and we should be working together to make sure that we strengthen the fabric of this society for our children. And I can't tell you how happy I am that you're here. And you have, in me, a US Attorney who is completely, completely engaged and at your service to do anything we can to help the children of this community and across the country. So thank you for being here.

And now I turn it over to the mighty task force. Thank you for everything that you're doing.

[Clapping]

Joe Torre:

Thank you very much. I want to thank Judge Lederman and US Attorney Ferrer and Professor Perlmutter for those opening remarks. And, of course, thank you to the University of Miami School of Law for hosting this hearing.

This is our third hearing. The first was in Baltimore in November. And we heard from many brave and resourceful survivors and practitioners. And then in January in Albuquerque we heard very emotional testimony that focused on exposure to violence in rural

and tribal communities. Today, here, we look forward to hearing from our distinguished witnesses about the impact of community violence on children in urban and immigrant neighborhoods. And I want to thank you all for being here.

For me, childhood exposure to violence is a personal matter. My dad abused my mom. I didn't witness the physical abuse. I saw the results of it. I had older brothers and sisters who tried to keep me safe from it. A lot of whispering going on. I thought our family was the only one going through this. Never shared it with anybody. There was a lot of fear, a lot of insecurity. I had low self esteem. I was lucky I had an ability to play baseball. I was able to find a place to hide out.

And it really took decades for me to start talking about this with my wife Allie, who is sitting over here. When she was eight months pregnant with our daughter, suggested we go to counseling. Actually it was a self-help seminar. And when your wife is eight months pregnant and she asks you to do something, you say yes. I mean it's simple as that.

Only then did I realize that, first of all, I wasn't alone, and it wasn't my fault. And as I say, I had baseball to hold on to. So it was – I was one of the fortunate ones. Not a lot of – not like a lot of youngsters who with so low self-esteem are so easily led in other directions. And I also learned that there are far too many children in this country today who are experiencing violence. At home, at school, in their neighborhood. Wherever it happens it has lasting impact on their lives. This problem needs to be addressed now. Every child deserves a safe home, a safe school and a safe community. To make this a reality, we must recognize that all children are our children, and that we are all responsible to one another.

I speak for the task force, my co-chair, Robert Listenbee, when I say that we are eager to hear about your experiences, your suggestions today, they're very important for us. And to solve the problem of childhood exposure to violence we must work together. Thank you for joining us in this work. Robert?

Robert Listenbee, Jr.: Thank you, Joe, and thank you, Judge Lederman, US Attorney Ferrer, Professor Perlmutter for those opening remarks. And I think you to the University of Miami School of Law for hosting these hearings.

I just want to let you know that the clinical program that you have here at the University of Miami School of Law that worked on the shackling proposals has had a far reaching effect across the nation. In Pennsylvania last year, we adopted a shackling proposal by – our Supreme Court rules committee adopted it. And it was based upon the Florida model. So the things you are doing are having a far reaching effect across the nation.

I'd also like to echo Joe's sentiments on the need to address childhood exposure to violence by talking about some of the very real challenges faced by children who experience and witness violence in their communities. When we say community violence, we're speaking broadly about violence against someone in the child's neighborhood or school or in other public spaces. This could include exposure to assault, to burglary, the sounds of gunshots at nighttime, as well as the presence of gangs, drugs and racial divisions.

Community violence is pervasive. Although all youth are affected by violence, there is a disproportionate impact on youth living in low income urban neighborhoods. Children who experience more than one type of violence, referred to as poly victims, are particularly distressed because they often experience a broad range of different types of victimization. Research has shown that 84 percent of poly victims were exposed to community violence. Overall, just over 19 percent of children witness assault in the community in the past year. More than a quarter of children had witnessed violence in their homes, schools and communities during the past year. And more than a third had witnessed violence against another person during their lifetimes.

But we also know that exposure to community violence demonstrates strong age trends. While 3.5 percent of 2 to 5 year olds had witnessed a shooting during their lifetimes, more than one in five 14 to 17 year olds had witnessed a shooting. And we know from that Judge Lederman mentioned earlier, this really has a tremendous impact on very young children. And this needs to be studied and researched in greater detail.

Here in Florida, homicide is the second leading cause of death among young people ages 10 to 24. According to the Center for Disease Control, 5 percent of high school students in the United States in grades 9 through 12 did not go to school at least 1 day because they felt unsafe at school or on their way to and from

school. And nearly 8 percent reported being threatened or injured with a weapon on school property at one or more times.

This exposure has far reaching consequences. Children who experience violence are more likely to become ensnared in a cycle of violence. Exposure to violence also impacts the physical and mental health of our children and youth. The seriousness and urgency of the problem of community violence cannot be overstated. I'm honored to be co-chair of this task force and part of the extraordinary effort it represents. We recognize that our goal is to identify ways to prevent children's exposure to violence and reduce its negative effects. I speak for the entire task force when I say that we look forward to hearing today from those impacted by violence and from experts in the field as a first step in identifying solutions.

At this time, we would like to have members of our task force introduce themselves. Then I'll turn the hearing back over to Mr. Torre. Starting on my left.

- Alicia Lieberman:* Alicia Lieberman, University of California San Francisco.
- Steven Marans:* Steven Marans, the Yale Child Study Center and Department of Psychiatry, Yale University School of Medicine.
- Georgina Mendoza:* Good morning. Georgina Mendoza, city of Salinas, community safety director.
- Anthony Taguba:* Morning everybody. I'm Tony Taguba. I'm retired Army soldier.
- Thea James:* Good morning. I'm Thea James. I'm an emergency medicine physician and director of the Violence Intervention Advocacy Program in Boston.
- Greg Boyle:* I'm Father Greg Boyle, the executive director and founder of Homeboy Industries.
- Sharon Cooper:* I'm Sharon Cooper. I'm a developmental and forensic pediatrician, University of North Carolina Chapel Hill, and a consultant to the National Center for Missing and Exploited Children.
- Jim McDonnell:* Good morning. Jim McDonnell, chief of police, City of Long Beach, California.

Joe Torre, Bernie Perlmutter, Cindy Lederman, Wifredo Ferrer, Robert Listenbee, Jr., Alicia Lieberman, Steven Marans, Georgina Mendoza, Anthony Taguba, Thea James, Jim McDonnell, D. Tilton Durfee, Robert Macy, Bryan Samuels, Mark Luttrell, Jr., Dwight Jones, Sharon Cooper

D. Tilton Durfee: Good morning. I'm Deanne Tilton Durfee, executive director of the Los Angeles County Interagency Council on Child Abuse and Neglect and chair of the National Center on Child Fatality Review.

Robert Macy: Good morning and welcome. Glad you're all here. I'm Robert Macy with Harvard Medical School and the Boston Children's Foundation.

Joe Torre: Thank you. Today we will be listening to panels. And after they present their testimony, we will have questions from our task force. The first panel, the child welfare system and children's exposure to violence, consists of Commissioner Bryan Samuels. From 2003 to 2007, Mr. Samuels served as director of the Illinois Department of Children and Family Services where he introduced evidence based practices to address the impact of trauma and exposure to violence on children in state –

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Joe Torre:

- care. He then served as chief of staff at Chicago Public Schools playing a leadership role in managing the third largest school system in the nation at a time when the role of the public schools in preventing and addressing violence in specific Chicago communities was rapidly changing. As commissioner of the Administration on Children, Youth and Families, he continues to align policies and funding to support healing and recovery for children and youth who have experienced trauma with emphasis on increasing access to evidence based practice. Mr. Samuels.

Bryan Samuels:

I'm great, and thank you again for the opportunity to present to you this morning. I wanted to spend a little bit of time focused on one particular issue as it relates to exposure to violence. And that is the nature and capacity of young people to form healthy and developmentally appropriate relationships. And so I'm gonna walk you through a set of slides that are in your binder today, and try to make the case to you that forming healthy relationships, particularly children to adults, is actually a skill. It's a competency. It's a capacity that one has to do develop. We're not all inherently given that. And so I want to make an argument that says that across many systems we're failing young people because we assume they have the capacity to engage in relationships that are healthy and mutually supportive to one another. And everything about the science of maltreatment, everything we know about exposure to violence would suggest to you that there are some young people that don't have that skill set. Not because they have some misintent, but because that's actually the impact that maltreatment has on young folks.

So, you know one of the things I was struck by in the experience I had both at the Chicago Public Schools, as well as running the Child Welfare Agency in Illinois, was that in both instances we seem to fail the same kids and families. That if you looked at where the school system performed least well and where the child welfare system performed least well, it was for the same kids and the same families. And in many respects, both of those systems rely on children's own resiliency to succeed. We often take credit for that resiliency ourselves as systems. But in the end, there are a whole set of young people that we're failing to meet their needs. And then they reach an age where we then want to hold them accountable for a set of capacities that they don't have.

So in the first slide you have here, which is numbered slide number two, one of the things that I wanted to be able to document for folks was that we often paint these false dichotomies between one

system or another and its effect on outcomes for young people. So what this slide here shows you is that when you look at children in the child welfare system, you have about 85 percent of them, almost by definition, who have had some form of maltreatment. And about 65 percent of them that had more than one form of maltreatment.

But if you actually move over to children who are, young people who are receiving substance abuse treatment today, this is a 2011 study. What you have is that 86 percent of them experienced one form of maltreatment and 64 percent of them experienced multiple maltreatments.

If you move over to children who are receiving services through the mental health system in this country, about 75 percent of them report experiencing some maltreatment, and almost 55 percent of them report multiple forms of maltreatment. And if you look at the juvenile justice system, you have 78 percent of young people document some form of maltreatment and 57 percent experience more than one form of maltreatment.

Unfortunately, each of these systems approach these young people differently. When, in fact, the experiences that they've had are very similar to one another. And unfortunately, all four of these systems run around trying to find the solution as if they're the only ones that can find a solution. And certainly what this data would suggest is that all of these systems ought to be working together towards common approaches to intervening for young people who have been exposed to lots of bad interpersonal violence. And clearly this slide documents that.

The next slide is intended to give you a set of research findings that says that there's a direct relationship between the experience of maltreatment and the capacity of young people to engage in healthy relationships. Maltreatment is, by definition, traumatic. And it is interpersonal. And so when you look at the data and you look at the slides, what you see is that you see disrupted relationships that these young people – that maltreatment, again, represents a disruption in their relationships. It's typically chronic. It doesn't just happen once. It happens over time. We also know that it matters when it happens, meaning that if it happens in one way in one stage of development it has the least impact. If it happens in more than one way, multiple forms of maltreatment are worse than one form of maltreatment. And maltreatment over

different developmental stages has more of an effect than maltreatment in one developmental stage.

So often we see young people in the juvenile justice system that are 15, 16, 17 and 18 that have been exposed to chronic maltreatment for 15 or 16 or 17 years. And we're now coming to see their behavior as somehow different and unrelated to the same young people who end up in the foster care system.

The next slide simply tries to communicate that maltreatment has this cascading effect on development. So it starts with the exposure to negative experiences. But it leads to insecure attachments. It leads to the inability to regulate one's emotions. And ultimately leads to a set of skills that are actually counterproductive to engaging in healthy relationships.

Next slide. Again just tries to give you a set of research findings so that folks are comfortable we're not making this up. But the first bullet point here is really about the impact that maltreatment has on the willingness of a child to take chances and to actually engage in new activities or in new relationships. So young people that have had lots of violence exposure limit the number of people they engage in rather than expand it. Right. So they have a very limited circle of folks that are influencing their behavior and decision making.

They avoid forming new relationships. And that even when they come into contact with an adult who has their best interest in mind, they don't always recognize that adult as having their best interest in mind. Happens in the foster care system all the time. Foster parents go through the training, are really committed to caring for young people. They have a foster child that's placed with them. And that foster child understands adults as those who abuse them. So they reject that foster parent the way they would reject their own biological family. That foster parent comes away with the experience that they've actually been rejected rather than it's the embedded response that these young people have developed that is rejecting.

And so we think it's really important to understand the complexities of maltreatment and trauma on the ability of young people to engage in relationships. Because everybody up there, everybody has as part of their success that competency to engage in healthy relationships.

This next slide tries to show you, for young people in foster care, the rate at which young people struggle with forming healthy relationships. So this comes from a scale that looks at whether young people have strong, medium or low competencies to engage in social relationships. And what you can see here is that about 34 percent of children who come into contact with the foster care system but remain at home, struggle with engaging in relationships. They have low relational skills.

As you can see, kinship care, about the same rate. As you can see, children placed in a non-family foster home have similar challenges around relationships. And when you look at young people who are in residential treatment or group homes, again, really struggle in engaging in relationships.

So we have this collective interest in trying to figure out how to support skills development in ways that leads to healthy behavior and ultimately leads to young people engaging with others in ways that promote healthy development.

The next slide, which is slide seven, tries to show you it in a different way. Which is in the child welfare system recently we've spent a lot of time looking at the issue of psychotropic medication. And the disproportionate rate at which the child welfare system is using psychotropic medication to change behaviors that they see in young people. And so, you know knowing and understanding the nature of relationships and the consequence of it, understanding the maltreatment that leads to trauma and those trauma symptoms then being reflected in relationships.

I was looking at this data as it related to psychotropic medication in foster care. And so I asked one of the researchers who had access to the data, "Can you take the data related to relational skills and cut it across those children who are being prescribed psychotropics?" And what this slide shows you is that the young people who have the least amount of skills in engaging in healthy relationships have the highest rate of psychotropic medication. And those who had the strongest skills for engaging in relationships had the lowest rate of psychotropic medication. So clearly young people are struggling with, and ultimately our system response to them is probably not as productive as it could be.

Slides number eight and nine are related to a same study. And what this study did was it followed a group of 100,000 young people over about a 30 year period of time. And it looked at those

young people and the experiences that they had. And one of the subgroups within that 100,000 children had been abused and neglected during that 30 years that they were followed. And what they found, which is really striking, which is that there was a small number, a relatively small number, of folks who are maltreated but demonstrated no kind of psychopathology as adults. They were resilient in nature.

And the question was, for the roughly 40 percent of adults who were maltreated but as adults didn't have any mental health issues, the question was, what was their common characteristics? What were the things that explained, that differentiated the youth who were abused and develop mental health issues versus those who were abused but did not develop mental health issues as adults. And the defining characteristic between those who did develop problems and those who didn't was that those didn't demonstrated the capacity to engage in relationships. And it was apparent at the time at which they were adolescents. Meaning that those who had strong skills as adolescents then didn't have mental issues as adults. Those who had low competencies in relational skills actually had much higher rates of mental issues as adults.

So there is a relationship here between exposure to violence, coping and healthy relationships. So as you move forward in your work, as you look at and talk to young people, as you think about making recommendations as it relates to intervening effectively, I really encourage you to challenge everybody to look at the issues of engaging in relationships and building the skills and competencies to do that as one means by which you can move young people towards better outcomes.

So slide 11. It represents four studies that were done for children in the foster care system who were going to age out of the foster care system. And it was specifically trying to prepare them for that exit. So these are four studies that rigorously evaluated four programs that, at the time, were seen as probably the best programs available for young people aging out of foster care to prepare them for the world after they left foster care.

So as you can see, one focused on tutoring and mentoring. One focused on life skills. One focused on employment. And one focused on intensive case management and mentoring. And the big takeaway from all four of these studies was that none of them had a statistically significant impact on a child's ability to be

employed and be successful after they received the services and aged out of the foster care system.

So there's an instinct in this country to say, "Well, all that bad stuff that happened, we're just gonna set that aside and we're gonna try to turn and pivot on employment skills and life skills and hope that that stuff produces good outcomes." My argument would be that the social and emotional issues that go unaddressed ultimately prevent these programs for succeeding.

So if you're gonna recommend more mentoring, which you probably will; if you're gonna recommend more life skills, which you probably will; if you're gonna recommend more mentoring skills, which you probably will, if you're gonna do all of that and that's all you do, I worry that you go down this path. And so I really encourage you to look at the social and emotional connections between trauma and adult outcomes and the programs that you're likely to support, so that in combination they produce outcomes that individually they could not.

And then the last slide is simply our attempt to articulate the skill set that young people have to have who have come through bad stuff and at the other end are capable of being successful. And we really encourage you to take a skill based approach to nay recommendations that you make, because we think the science supports intervening in ways that build the competencies of young people to engage in healthy relationships, and, at the same time, give them the practical skills they need to survive in an economically challenging world.

So with that, I thank you for your time and certainly appreciate the opportunity to speak to you this morning.

Joe Torre: Thank you, Commissioner.

[Clapping]

We have questions for the commissioner?

Anthony Taguba: I have a question. Commissioner Samuels. Thanks very much for your briefing and your input. Let me go back to slide number 11.

Bryan Samuels: Yes.

Anthony Taguba: I'm troubled by the title that yield low outcomes. The reason why I say that is because AmeriCorps is called the National and Community Service nonprofit group that's sponsored by the government today. I think they have about 3 to 4 billion dollars of resources that provide throughout our youth in the country. To include mentoring and life skills and scholarships and the like. And just recently the Department of Justice received a 20 million dollar funding for youth mentoring. So given all these resourcing and the requests from the community that we need to engage with our youth and the like and the community, what you're indicating based on these four studies is that we have little or no return of investment in helping our children seek a better life after they've been exposed to violence. I just don't understand. Could you kind of somewhat clarify that, please?

Bryan Samuels: Sure. So I want to be careful here. These four studies looked at specifically four programs. So this is not intended to be an indictment of all programs that provide these services. So that would be the first point. The second point is that there are lots of programs out there in the world that are based on common sense and intuition. Mentoring seems to be an intuitive solution to children that have relational challenges. But most of the programs that are out there that are based on common sense intuition haven't been evaluated and haven't demonstrated that they're effective.

So I'm not trying to indict any particular program. I'm simply saying that you can't assume that simply providing mentoring programs get to good results for young people, particularly those that are at as risk as this population is. And so I'm not suggesting to you that we shouldn't be doing mentoring. But I am suggesting to you that we really need to look closely at the form of mentoring that we use for this particularly highly vulnerable population.

So there are young people who benefit from mentoring. There's little evidence that the children that I just described for you benefit from mentoring.

But I also made one other point which is important. Which is that in the 30 year study that tracked these 100,000 young people into adulthood, they found that about 40 percent of them were incredibly resilient. Meaning that they had the same exposure to bad stuff and came out the other end successfully. So I would suggest to you that it is often the case that these same young people end up in programs, they get to good results anyway and

then we point to those results and say that that's evidence that the program worked.

Anthony Taguba: Can we just kind of – I know we're looking for evidence based experiences so we could provide the recommendation back to the community at large. These programs are not the panacea of course, you know. Cause the government doesn't have enough money to support everybody. I guess what I'm suggesting is maybe we manage our expectation on what this programs out to be and have some sort of standards associated with it and what we can expect those standards to be. Or otherwise we're gonna be sinking dollars and dollars and dollars in something that the community doesn't feel is being productive. So maybe it's just a targeting thing. Targeting youth.

Bryan Samuels: It's probably a targeting thing. But also think about it this way. Think about it that one challenge you have here is one of dosage and duration, right? Given the set of challenges that young people bring with them, the bad stuff that's happened to them, how much of an intervention do they need to get to good results? And looking at are the programs we're investing in sufficient in their duration and dosage to get to good results for young people who are already struggling? And if not, do we need to think about how we either extend the duration or increase the dosage in order to get to good results. So that would be the first point I would make.

And then the second point that I would make is that, again, I'm not suggesting that as an approach mentoring can't work. But mentoring, for example, that doesn't train the mentor on the challenges they're likely to face and that don't support the child who's being mentored in ways that help them to understand and identify what healthy behavior looks like is simply unlikely to overcome the challenges that the kid brings with them.

And so in the Chicago Public Schools, you know there was an event that many of the principals went to. And at that event they were told that mentoring was an evidence based strategy. And so everybody, all of those principals went back to their school and created mentoring programs. And their definition of a mentoring program was they went and found all of the adult males. They looked at all the children in the school who were male. They divided the number of children by the number of males in the building. So it ended up being a ratio of about 12 to 1. And then they assigned 12 children to every male. And they said, "Mentor."

So I would argue –

Anthony Taguba: Standards.

Bryan Samuels: That we ought to be careful about how we think about what we define as an intervention and whether it's appropriate in its capacity to address the needs that young people bring with them.

Joe Torre: We have time for one more question. Dr. Marans.

Steven Marans: Commissioner, thank you so much for your testimony. You have served an enormously important psychological function for the task force and for the nation. And that is a reality tester, along with –

Bryan Samuels: Sorry about that.

Steven Marans: Well, that's where I'm going. You're an excellent clinician. Along with Judge Lederman, what you've done is reminded us of the complexity of what it is to be a human being and to grow up. So I'm gonna ask a broad question. It somewhat goes along with General Taguba's question about dollars. And I'm not asking for a specific amount. But I am asking what is the extent to which there is a gap between your appreciation and description of the complexity and the way our current system of dealing with children who are at greatest risk as a result of their exposure to abuse, trauma, etcetera?

Bryan Samuels: Right. I think that there's a large gap between the challenges that young people bring with them, whether it's to the child welfare system, the public education system or the juvenile justice system. I think there's a large gap between what they bring with them and the capacity of systems to address their needs. That said, we think there's lots of evidence about what works. And so we know how to get, how to bridge that gap. But unfortunately, many of those programs aren't available to young people.

And so that's really one of the commitments that I've made in child welfare was that what we really needed to do was grow the capacity to deliver programs that we know work. And to do that, in part, by downsizing our commitment to things that didn't work. And so I would take a look at mentoring and say, "Not is as an approach does it make sense? But is it adequate?" And if it's not, I'm not suggesting we walk away. But instead, we replace that mentoring strategy with one that has a greater evidence base. And

what you've seen, I think, over the last ten years is particularly around trauma interventions, is that we have a set of evidence based strategies that cut across all age groups, as well as have the capacity to work with adoptive families, foster care families, biological families, to really change the trajectory of outcomes for young people. So we think there's an evidence base there. The gap is that those evidence based strategies are rarely in use in the systems that I just described.

And I think all of our work going forward is to have that collective understanding that where there's an opportunity to replace an inadequate program with one that is adequate, that we ought to do that. And that we ought to be held accountable when we make choices to use federal dollars, state dollars and local dollars in programs that we know have little to no impact on promoting the well being of a child who's really struggling.

So there's a strong evidence base there. I think the real challenge is there's a gap between where we're at and the availability of those evidence based strategies. And I think this administration has been really committed to following the evidence wherever it went and then using whatever vehicle's available to really push systems to integrate more evidence based strategies into the work that they do every day.

[End of Audio]

Joe Torre, Bernie Perlmutter, Cindy Lederman, Wifredo Ferrer, Robert Listenbee, Jr., Alicia Lieberman, Steven Marans, Georgina Mendoza, Anthony Taguba, Thea James, Jim McDonnell, D. Tilton Durfee, Robert Macy, Bryan Samuels, Mark Luttrell, Jr., Dwight Jones, Sharon Cooper

Joe Torre: Thank you very much Commissioner Samuels for a very thorough and informative presentation.

Bryan Samuels: Thank you. Thank you.

Joe Torre: Mr. Listenbee.

[Clapping]

Robert Listenbee, Jr.: Our next two witnesses to testify will be the Honorable Mark Luttrell, Jr., Mayor of Shelby County, Tennessee and the Honorable Dwight C. Jones, Mayor of Richmond, Virginia. Good morning, gentlemen.

Mark Luttrell, Jr.: Good morning.

Robert Listenbee, Jr.: This panel will explore interrupting the cycle of violence. Exploring one of the issues raised in opening comments, this bipartisan panel of elected officials will describe the creative solutions they are implementing to address high rates of violence and to improve economic and social conditions in their communities.

The Honorable Mark Luttrell, Jr., Mayor of Shelby County Tennessee, was elected to lead Shelby County in 2010. Prior to his election he worked at the United States Bureau of Prisons in 1997 and served with that organization until his retirement in 1999. He also served as warden of federal prisons in Texarkana, Texas, Manchester, Kentucky and Memphis, Tennessee. He was then appointed director of the Shelby County Division of Corrections and served there until his election as sheriff in 2002 and again in 2006.

The Honorable Dwight C. Jones, Mayor of Richmond, Virginia, has made significant strides and accomplishments in the immediate community and the city of Richmond and the state of Virginia. As a member of the Virginia House of Delegates for 15 years, he entrenched himself in the social and political realms of the city of Richmond. As mayor of the city of Richmond, Mayor Jones has focused on streamlining government, operational efficiency and reducing the cost of services.

We'll first begin with the Honorable Mark Luttrell, Jr.

Mark Luttrell, Jr.: Well, thank you Mr. Chairman and to members of the task force, I do appreciate the opportunity to speak for a few minutes about an issue that certainly I've become very passionate about. From my biography you can see that I have worked as a schoolteacher, as a soldier, as a prison warden, as a sheriff and now as a mayor. And in each of those capacities I have found myself involved with the issues of child welfare.

And I guess one reason most of my career has been in the field of criminal justice and public safety is that I've never quite understood crime and the origins of crime, and I'm still trying to figure it out. I do still consider myself basically a criminal justice professional who tries to take some of the issues that I faced in law enforcement and elevating them to a level of policymaking and maybe some deeper involvement in seeking the origins of some of the problems that we're facing, particularly as it relates to children.

Through my years in prison work, it became very apparent from watching the stream of young people that would come into our correctional facilities that there were several common denominators. First of all it was a young population and getting younger. Today the highest percentage age range in our correctional facilities is in that age range of 18 to 26. And it's getting younger.

The Shelby County jail that I had oversight for when I was sheriff had at the time some 75 juveniles who had been remanded to adult detention and prosecution. The youngest being 14 years old. So the population that we're seeing coming in to our criminal justice system is a young population. It's a population that is uneducated. School drop outs. Average education achievement level in many of our correctional facilities is around the fifth to sixth grade. Very weak, very low involvement in faith community. No faith foundation. And coming from very dysfunctional family backgrounds. Many in abusive relationships themselves or certainly been in situations of where they've had an opportunity to witness abuse in some very dramatic ways.

So I look at those common denominators and the first thing that does come to mind is that to effectively address the issues of crime, juvenile delinquency, you must start by building collaborative throughout the community. If we're truly going to solve the problems of violence, whether it's youth violence or criminal behavior in adults, it requires more than just arresting and incarcerating. It requires the engagement of our faith community,

our education community, all of the organizations within our society have a role to play in seeking solutions to some of these very, very critical and acute problems that we're facing.

In my capacity as the Shelby County sheriff, as Chief McDonnell might be able to recognize, much of what we do in law enforcement is very tactical. You identify criminal hot spots. You deploy your resources. You catch the bad guys and the bad gals. You prosecute them. You move on. Not to say that there's not strategy involved, but certainly a great deal of the work that we do in law enforcement is very tactical.

When I was elected Shelby County mayor in 2010, I wanted to take some of the same concerns that I had as sheriff and in a more strategic way look at how we could tackle those issues from the mayor's office. Yes, it's important that we have very active suppression engagement in law enforcement. But as I stated earlier, if we're truly going to fight the issues of crime, then we've got to do more than just arrest.

So I wanted to, in the capacity as county mayor, to look at that same criminal behavior and see how we could try to interdict that criminal behavior through our education system and through our faith community and through the variety of resources that we have in any metropolitan community. And through building those collaborative see what we could do.

In 2006 in Shelby Count, which Memphis is our largest municipality, the sheriff, along with the policy chief for the city of Memphis, the city mayor of Memphis, the Shelby County mayor, which was my capacity now, collectively we sat down and said, "What can we do to start building on this collaborative?" And over a period of months we were able to establish what we referred to as our Operation Safe Community. Operation Safe Community was a 15 plan to tackle the roots of crime from so many different directions. We had strategies that dealt with youth violence. That dealt with adult and youth reentry programs. Hat talked about the issues of interdiction. What can we do more to build relationships with the business community so that our entire community can see the nexus? So that those who are interested and concerned about economic development can see the nexus with youth violence, youth crime and raising our children up correctly. So that if we are going to see an increase in the number of high school graduates and those who are prepared to move on to college or to the world of work, that they have the type of formative background in those

very formative years to allow them the opportunities or take advantage of the opportunities to grow in our society.

What can we do through our juvenile justice system to try to stem the tide of juvenile offenses? Because as we were seeing some progress in the areas of reducing the crime rate among adults, we were seeing an increase in crime rate among our children. So what more could we do to more aggressively deal with those issues of family unity, faith involvement, education engagement to save our children?

We were successful in some ways with our Operation Safe Community in the first four years. Because we were able to start addressing in very progressively reducing our overall crime rate. We completed our first five years of that program in 2011 and immediately moved into the second phase of our Operation Safe Community, which was focusing primarily on the issues that we're talking about today. Defending Childhood Initiative. Very much a cornerstone of the second phase of our Operation Safe Community. Realizing that if we are going to truly deal with the issues of poverty, if we're going to deal with the issues of homelessness, if we're going to deal with the issues of education, with crime, with job development and economic development, it starts in the very formative years.

And I was very fortunate in my upbringing to grow up in a family that was very much in tact. I had parents that were loving. I had parents that disciplined. I had parents that established parameters. And I assumed that every child had that same experience until it became very much a reality that in some ways I was an exception. And to this day, when I looked at those who were coming into our criminal justice system, not forgiving the crime, but when I look at those who coming into our criminal justice system having committed some horrendous crimes, and I look at their backgrounds I say my prayers and I thank God. To whom much is given much is required. We have been blessed in so many ways. And if we fail, if we fail in defending our children, and if we fail in not implementing the programs that are necessary to save our children, then I can tell you that we will fail as a nation in so many ways. In terms of our value system. In terms of commitment and our empathy for ours.

Our responsibility is to the next generation. The future's not here with us. But the future passes through us. And our responsibility

is to prepare those young people in every way that we can for the future that they'll inherit. Thank you so much.

[Clapping]

Robert Listenbee, Jr.: Thank you very much, Mayor Luttrell. We'll now take testimony from Mayor Dwight Jones, and then we'll have questions from the task force. Mayor Jones.

Dwight Jones: Mr. Chairman, thank you for allowing me to be here today. I'm privileged and honored to be in the midst of such a learned and auspicious panel. And to be able to bring some thoughts about this subject from my perspective as the mayor of the city of Richmond. As I drove in today, it was ironic that on the radio this morning I was listening to the hard tale of **Trayvon Martin**, who was gunned down here in the state of Florida by an individual who had profiled him and just took him out. I listened to the account of the mother and the family that was so affected by that unneeded and uncalled for death. And it began to cause me to remember that this issue is so important because every time there is violence with youth it affects families and it affects communities.

What's not in my résumé or **vida** that you read is that I have been pastor of a church for 39 years in the Blackwell Community of the city of Richmond. At one time we had the highest homicide rate of any other community in the city of Richmond. With the help of Hope Six Project that has changed, but there is still a problem of violence in the city of Richmond.

In my capacity as mayor, my capacity as a pastor, I can't tell you how many vigils I have attended. How many times I've been with people on the sites where people have been gunned down, where unnecessary violence has taken place. And as I listened to my colleague who spoke prior to me and he began to quote scripture, I thought to myself, "That's why I'm here. Unto whomsoever much is given much is also required." And that's why I do what I do. Because it's important for cities to recognize the responsibility to be intentional about not just marking up the statistics and trying to lower the numbers, but also getting involved for transformational change in the lives of people.

And so what we've done in Richmond is to take a cradle to adult approach. Looking at environment, looking at context, looking at how we can change not only the outcomes of those who are involved in crime today but also to prevent people who are

growing up, young people who are growing up from entering into lives of crime.

And so we're beginning at the cradle with quality of life issues. With breastfeeding programs that we have instituted in the city and provide places for our workers and we're encouraging that to happen in the city of Richmond all over the city. We're emphasizing early childhood education. Because at the end of the day, all of our programs don't mean anything if our young people are not going to be educated. We're building schools in Richmond. These schools are going to be community schools. Which means they'll be open not only during the traditional hours, but they'll be open until late in the evening. And we're going to bring the services of the city out of city hall into the community so they can be accessed by the families that live in these communities that are affected by violence on such a high level. And invite parents and guardians and family members to join their youngsters in tutoring and mentoring exercises, social exercise in these community centers.

We are also employing young people. We are employing 5- to 600 young people every summer in my Mayor's Youth Academy. And it's not just a job, but it's also training, value education. It's putting people with persons that they have can have as a model or a mentor. Because a problem that we have is that a lot of young people don't have anybody to look up to. Their models are models of failure and not models of success. And so through the Mayor's Youth Academy we have also a leadership component to it, a political component to it. A youth mayor. And we give these young people the opportunity to shadow us in city government.

We also are looking at this from the standpoint of engaging the faith community in this endeavor. And I think that as a mayor who is also a pastor, one of our underutilized resources in the community is the faith community. And it is the franchise that has a location on every corner. But we are not utilizing that resource in ways that we could. And I heard the panel discussing the money problem. It is a cheap way. It would be an inexpensive way to bring structure and to bring positive experiences into the community. And I know that oftentimes we get into dialogues like this and everybody points fingers at the church, but this is a positive assertion that the church would be a wonderful resource if they would be willing to open their doors in the evening and provide the kind of programming necessary for people to find a safe place. A lot of young people are in violent situations because

they have nowhere else to turn and they need outlets and they need an opportunity to be in situations where they can be directed in a more significant way.

And so in the city of Richmond, we're seeking to do some creative things to try to change our situation. The chief of police in our city has a young police group. He has scores of young people that he has go through the policing academy, and they're trained just like a policeman would be trained. They provide – they consult with the chief in terms of what is on the minds of young people.

We're developing a youth court. And the youth court is a program whereby young people will be adjudicated by their peers rather than by persons that they don't necessarily have any regard for. And so I think that we are, the man in the black robe doesn't bring about any touchy feely kind of experience. So when you have a youth court I think that it really does something to bring accountability to young people to understand that there are consequences to their behavior.

And so in Richmond that's what we're trying to do. We're trying very much to use creative solutions to the problem at hand. You told me I couldn't read this. I have a lot of good stuff in here. And my staff is going to be absolutely offended that I was not able to read this. But off of the top of my head, I think that those are some of the things that I would like to just mention as it relates to solutions that we are trying to use in the city of Richmond. So I thank you very much for the opportunity.

[Clapping]

Robert Listenbee, Jr.: Okay. At this stage we about 35 minutes for questions. So we'll take questions from the task force. Ms. James.

Thea James: Mayor Jones, the question I have for you is in the spirit of dose and frequency and perpetuating skills for life with youth, is it possible at all to extend the summer programs that you have with the businesses in the community and that type thing to being year round? Because it's almost like it's a special sort of on and off thing would be like parenting on and off. You know versus continuously and instilling these sort of skills in youth. Is it possible to do that?

Dwight Jones: Well, actually there is a component to the program that is year-round. And unfortunately, we don't have the funds to keep the

entire group year-round, but we do keep a large number of them involved year-round. The program is divided up into several areas. I don't know exactly all of them, but one is a creative cohort. There is the jobs cohort. There are several different cohorts in the program. And they operate on a lesser scale year-round. It's a problem of resources.

But the program could be replicated on a volunteer basis in other areas. In churches could easily do what we're doing if it were replicated for little or no cost.

Thea James: Thank you.

Dwight Jones: Mm hmm.

Robert Listenbee, Jr.: Georgina.

Jim McDonnell: If I could, to either or both of you, we talk a lot about collaborative and the importance of everybody working together and not working in silos. If you could cite a couple of examples as how you have brought people together. And we realize that you have people that are competing for precious resources with each other oftentimes in organizations that are trying to do good. What have been some of the keys to your success in being able to I guess communicate a vision where you have buy-in and you truly have people working together for where we're all trying to go?

Mark Luttrell, Jr.: Chief, we realized early on that if we were going to be successful with some of these intervention and prevention programs that we had to show relevance across the scope of the community. I've mentioned in passing that how I think crime and youth violence has a significant impact on everything from economic development to poverty to job development. We, first of all, had to make that appeal to the business community. We had to appeal to the business community and convey to them that it was in their best interest from the standpoint of their economic viability that they buy into the process.

Our Operation Safe Community initiative was really built on the foundation of corporate support. And we have tried to always maintain a presence in our leadership structure from the corporate community, as well as from the education and faith communities as well.

I think where we've had probably the most difficulty in building collaborative is in the faith community. You talk about silos. Every faith has their own approach to the problem. And that has been probably the most difficult area. Education, the schools. We're making progress in the schools, but their emphasis and their priority is elsewhere. So they've kind of been fellow travelers. That's a horrible word. Let me say – they have been in the second tier of our leadership as far as that's concerned. But the business community probably was the easiest to recruit. And from the standpoint of providing financial support for the initiative has been very significant.

We're still challenged when it comes to building collaborative. And when you talk about changing the paradigm, we're in the process of changing that paradigm. But it was basically the same approach that I followed when I was in the sheriff's office. When you really start emphasizing that they have an economic benefit in helping us fight crime and you can convince them of that, then you start to make progress.

Robert Listenbee, Jr.: Mayor Jones, did you have a response to that question as well or do we want to go on to the next question?

Dwight Jones: I think that was a good answer. I think that collaborative are the result of leadership. And I think that as a mayor I have the ability to use the _____ to direct attention to places where attention is needed. I find people are actually wanting to be directed. They're awning to be involved and desirous of having a way to plug in to make the community a better place to be. And so once it's decided that it's a priority, I think that the collaborations begin to take place. And when people look at the overwhelmingly doleful statistics of youth crime, it's not a hard case to make. It's just a matter of making it a priority for people who are in leadership.

Robert Listenbee, Jr.: Okay. Dr. Alicia Lieberman you have a question.

Alicia Lieberman: Thank you. Mayor Jones, you mentioned among the many compelling statistics that 71 percent of the child abuse fatalities in your city were children under 1 and that reflects national statistics showing that the first year of life is the most dangerous in a child's life and 80 percent of the fatalities are children under 5. Are there approaches that you have used in your city that you have found particularly effective in approaching this terrible situation?

Dwight Jones: Yeah, we've had a terrible problem with infant mortality. We are trying to, in this cradle to adulthood approach, look at some of the things that will help in terms of training and educating young mothers, prenatal care. I mentioned the breastfeeding piece. The importance of children and mothers having a bond early in life. We also found that many of our impoverished young mothers don't have available daycare. And a lot of that daycare is in homes. Homes that have not been certified. And so we've made an intentional effort to get out into the community and find these small daycare providers and to incent them to take training. So that even if it is a place where there are two or three children, the daycare provider has the necessary training to be able to provide a good experience for the family and for the child.

Alicia Lieberman: Thank you.

Mark Luttrell, Jr.: May I add to that?

Robert Listenbee, Jr.: Yes. Mm hmm. Absolutely.

Mark Luttrell, Jr.: One of the initiatives I think that's probably been most effective, not just in our community but in several, is –

[End of Audio]

Mark Luttrell: - try to tie in the issues of public safety with public health. And when you make public safety a public health issue from the standpoint of everything from the teenage pregnancy issue to infant mortality, the emotional, psychological stability of young people, the trauma that they're going through. When you make that a public health issue, it opens up so many other avenues of access. We have endeavored to really use our public health system in conjunction with our public safety system to leverage all of the opportunities and the advantages that can be gained from that collaboration.

Robert Listenbee, Jr.: Excellent. Ms. Mendoza?

Georgina Mendoza: I want to thank both of you for your enlightened testimony. I really applaud the fact that you take a collaborative approach to this and understand that all the key stakeholders really have a role to play in preventing and reducing for what I look at as gang and youth violence in particular. One of the most important stakeholders that I think need to be at the table are community residents. Do you they play a role in your collaborative? And if so, what role is that?

Dwight Jones: We have, in my city, we have divided the city along the same lines of the police precincts. And we have a program called Impact where we go out into the community – I go out into the community with my staff to take the city services to the community. And so that information can flow up, as well as information flowing down. And in that context we are able to hear at a very loud level the concerns of people in neighbors that often have to do with young people and violence and the concerns they have. What we do is we utilize that as an opportunity to invest in them and have them invest in us in coming up with collaborative solutions to problems on a very micro level in neighborhoods.

And so we cover the entire city with that. And that brings everybody who has interest – if they're interested enough to come out to a meeting, they have access to the resources of the city in terms of dealing with issues.

Robert Listenbee, Jr.: Ms. Tilton Durfee.

D. Tilton Durfee: Thank you so much for your testimony. I first want to truly express appreciation for your focus on removing silos and developing collaboration. Just quickly, on the child abuse fatalities, we find on a national level, yes, they are very young.

The perpetrators or the homicides tend not to be the mothers however. They tend to be fathers, step-fathers, mother's boyfriends who the mother may leave the baby with and the men don't have a clue on how to take care of a very young child. And that's a huge gap I think in our systems. And that is assuring that boys from a very young age are prepared for parenthood and understand the responsibilities. That is not to say that these deaths are all so preventable, but I think most of them are preventable.

But getting back to the collaborative, one thing that seems to be a little bit missing from our discussion, even though it's included in your written reports, is the collaborative with the child welfare agency. And it's a little bit frustrating for me to see Commissioner Samuels here talking just about mentoring when, in fact, he ran very successfully, which is very unique, a child welfare agency and also now oversees child welfare agencies. So to what extent can we promote the integration of child welfare agencies with the law enforcement, education, healthcare? And I would have asked him this but I didn't have a chance, to what extent can we encourage the federal child welfare oversight to allow for waivers and to move money from just placing children into providing services in the community to prevent the placement? So I don't know if you even understood what I asked. There's so much here that's so important and I just didn't want you to leave, any of you, before we had some sense of your perspective on how we can achieve these collaborations, how you pull them together and how we bring in that big central child protection entity called child welfare services, which is often denigrated as the place where you don't want your child to go. Leave the child in the home with an abusive mother rather than putting the child into a system that will further damage the child. It's a huge dilemma.

Mark Luttrell:

I would say that it goes without saying that that relationship must exist with the child service agencies. In the models that we have put in place, we have very much done that. What we've attempted to do through the structures that I've described is what can we do above and beyond what is routinely coordinated through the social service agencies. But certainly coordinating with child services at every step of the way is significant, and I would agree.

Dwight Jones:

Did you want?

D. Tilton Durfee:

I would. I don't know if that's permitted.

Dwight Jones:

We'll let you join.

[Laughter]

Robert Listenbee, Jr.: An encore performance here. It's excellent.

Bryan Samuels: There are actually times when I think that I actually work for DOJ. But that's a different story. So I think on the issues of the importance of child welfare, I think you're right. That they need to be at the table more often. Increasingly states are taking fewer children in to foster care. Which I think, for the most part, is a good thing. But in the absence of building community capacity to serve those children in the home we're not gonna see a ton of progress. So I think child welfare agencies are increasingly needing to work with multiple agencies to succeed.

So, for example, you know we're making funding available this year that'll combine substance abuse treatment with parenting interventions and a trauma based strategy collectively in order to intervene in families that are remaining at home. And obviously that's gonna take a partnership to be able to pull that off. In addition to that, we're gonna do some work where we bring together supportive housing. TANF and child welfare. Because we think those three entities can work well together.

So I think you're absolutely right, the collaborations' got to happen. Because many of these families touch all of these different systems individually, but nobody has an eye towards being able to bring together a set of interventions that make sense in a more comprehensive way. So I think you're right there.

And then to your question of waivers. The Congress did reauthorize authority to be able to provide flexible funding waivers to states. As most of you know, the traditional criticism of child welfare is that the primary means of covering the cost of child welfare is Title IV E. And Title IV E fundings require that you actually remove the child from the home in order to get federal support. And so what waivers allow for are states to essentially get the same amount of money that they would have garnered through Title IV E but not require that they remove the child in order to help families. And so that waiver authority we think plays an important role in bringing together these collaborations.

So I think flexibility's important. But I think if we just have flexibility but we don't focus on the complexities of families and effective interventions, I don't think we get there. I think it's a

combination of the flexibility that comes with a waiver with finding innovative but effective strategies in combing those two forces that ultimately probably leads to better results.

So, you know Congress has given us that authority, and we're talking about a matter of weeks before we'll have a funding announcement out on the street that will allow states to come forward and propose some really innovative strategies for who they collaborate across state agencies and local agencies to get to better results for the children and families that we're serving.

Robert Listenbee, Jr.: Commissioner Samuels, if you don't mind just if you would remain there for just a few more minutes. Dr. Sharon Cooper has a question at this point in time. Thank you, Commissioner.

Sharon Cooper: Thank you. This question is to all the members, and thank you very much for your testimony. I'm hearing of collaboration. I'd like to know whether or not healthcare systems in your various locations have either stepped up to the plate or are you finding that they recognize because of the adverse childhood experiences study, that shows that child maltreatment and other types of childhood traumas shorten the lifespan of humans, have you found that your public health systems or your hospitals and other outreach programs have been part of your collaboration?

Robert Listenbee, Jr.: To whom are you addressing the question?

Sharon Cooper: Yes. To each.

Mark Luttrell: One of the things that I discovered shortly after assuming my current job as mayor was how woefully inadequate our public health system was in addressing any number of issues. And that was primarily a result of over years and years steady erosion of resources at the local level. As economic problems have mounted, there have been cuts across the whole range of government programs. But certainly public health being one of them.

I discovered that there had been – it'd been six or seven years since there'd been a community health assessment that had been done. Trying to establish what the priorities should be in the community. We have established, just within the last month we rolled it out. It took about a year to do it. But we established a program called Our Healthy Shelby Program. Now picture, if you would, Memphis. Memphis has some of the most wonderful medical facilities you can imagine. St. Jude's Children Research Hospital.

Le Bonheur. Baptist, Methodist complex. A wonderful, wonderful county hospital. We're rich in resources, yet all of the indicators with public health are low. We have high infant mortality. We have high teenage pregnancy. We have a large percentage of childhood obesity, hypertension, diabetes, all of those issues. So how can we leverage the resources that we have in the health community to supplement what we're trying to do in the county with fewer resources to uplift in those other areas?

So we certainly have reached out to the health community and also the healthcare providers to try to move in that direction. Again, emphasizing all of the things that I mentioned a while ago. That this has an impact on everything from education to poverty to homelessness to any number of things. So we've been able to build that.

Let me, if I could, just refer back to Ms. Mendoza's question. Because there's a connection here with what we're talking about. It is vitally important that we, if we're going to succeed in any of these healthcare initiatives that focus on this, is that you try to build those collaborative with the citizens. And when I was sheriff we started a program of really getting out and building community, neighborhood associations. Where you pull together the leadership in the neighborhood and ask them to kind of identify the issues that are significant in their neighborhood. Everything from light to trash not being picked up to semi trucks being parked illegally in the neighborhood. Listening to your citizens in the community, letting them kind of establish the priorities of the things that you want to tackle. Curfew violations. And then we get into some of the public health issues.

So it's vitally important that you have that connectivity, first of all, at the ground level. The citizens. With citizen engagement. And then just gradually up the line.

Dwight Jones:

I have a similar experience with the hospitals in the health community in the city of Richmond with collaboration of the Medical College of Virginia, which is a wonderful, wonderful institution. Actually has a program that is dedicated toward youth violence. And we work with them. And then **Bon Secours** is another hospital system that is actually working with us in the east end of our city. And one of the things that I think is a problem is the concentration of poverty. We still have a large concentrated poverty problem in the city of Richmond with many public housing projects still in existence. One of the hospitals, Bon

Secours, is working with us as we seek to decentralize those housing projects. Looking at the model of Atlanta where there are no housing projects. It's amazing to see the difference in the quality of life when we bring in multiple housing strategies over against the concentration poverty strategy, which is a failed concept in terms of behaviors and the lessening of crime. When we see that in the community that I talk about earlier, when the Hope Six Project came in, the crime went significantly down because of the different housing patterns that existed. But we do have that collaboration with the hospitals in our city.

Robert Listenbee, Jr.: Thank you.

Bryan Samuels: And I would only to that that I think, you know one of the very common phenomenons across the country is that hospitals are a primary point for both identifying potentially abuse and neglect, but also for intervening. Typically in Illinois, as an example, on any given year referrals to child welfare from hospital and other medical facilities is always in the top five . So they're a logical place to intervene obviously. At the same time, they're also a great opportunity to identify families that are under lots of stress and to prevent abuse and neglect from occurring. So they can play a really critical role in a community as an early identification for families that are in greatest need of support.

I think it's often the case that if you can marry that kind of general surveillance with home visiting strategies together, you can see really significant reductions in the number of referrals to foster care. And so at least on the home visiting front, we're in the second year of a five year build up of federal investment in home visiting. So in the first year there was about a 200 million dollar investment. This year is now at 250. And that at year 5 is about 450 million dollars being invested specifically in home visiting as a primary strategy for early identification for those highly at risk families and intervening in ways that reduce referrals to child welfare.

The nurse/family partnership is one of those evidence based strategies. And when you look at the data and success that they've had over the last 15 years, they can actually document the significant effect that they've been able to have on the rate of referral to child welfare in communities where their program is operating. So home visiting is a great tool. It's a better tool when it's connected to a public health system. And it's a better tool when it's connected to healthcare providers so that the families that

are most distressed as that birth occurs, are the ones that are referred to the program and there's early engagement for those families where you have then significant reductions in the overall referral. So I think you're spot on in being concerned about the role that clinicians and doctors can play in the early identification and support of distressed families.

Robert Listenbee, Jr.: General Taguba.

Anthony Taguba: First of all, thank you very much to all of you for your lifetime work in public service. Very fascinating. We've been collecting, this being our third hearing, we've been collecting a series of recurring themes. Constraint of limited resources, access to facilities, community engagement and the like. And something that has triggered with me because of your comments about collaboration. All three. This question's to all three of you. You all live in huge metropolitan areas or close by. Memphis, Chicago and Richmond. And in my past corporate world, have you engaged with some of the business enterprises that's resident in your areas, to include academic? Like DCU – I'm sorry about the basketball game, sir. I was rooting for them.

Male: There's another year.

Anthony Taguba: There's another year. Right. And also sports associations. Have you engaged with them as far as their corporate social responsibility as part of their mission? You know every time you go to say BAE who'd be more than happy to drop \$100,000.00. That's a true statement, by the way. Something that happened when I was engaging with them several months ago. On a cause. But this is a better cause. You know and getting to them and say, "Hey, we have a problem in our community here. Would you mind sponsoring say an activity?" Like your Youth Academy. Or say, you know your Operation Safe Community. Would you sponsor that for an enduring period of time? Because I don't have any resources here and you live in my community. Have you done that at all as part of your engagement program?

Mark Luttrell: We certainly have. And actually, we could not do what we're doing with our Operation Safe Community Initiative without that support. So we've had significant financial commitments made. Really at all levels. We've been successful in securing certain grant opportunities, both at the federal and the state level. But our biggest corporate entities in the community, in the Memphis community, have stepped up to the plate. We have recognized

from the very beginning, and really, our going in position was is that government can't do it all. Government can't do it all. And actually, with resources even becoming more scarce in government there's less that we can do.

But then also trying to very clearly distinguish between what is the role of government and what is the role of private enterprise and emphasizing that as well. So it goes without saying that it's – taxes are never a popular subject to a politician to get out and talk about. So we've got to start talking about leveraging. Leveraging what resources we have in the community. And showing, I keep coming back to the term nexus. It's just another word for collaboration. But showing these importance of the connection between the public and the private sector in addressing these problems.

Dwight Jones:

Yeah, I think that the business community is anxious to do these kinds of things. I spoke to the management roundtable in my city only yesterday morning. And they're always asking, what can we do? And I think that the panel would be well advised as they come up with their solutions to assume that there will be buy-in from the community if you come up with a program that seems to be a solution to problems that we have in our communities.

I found in dealing with the corporate community that a lot of that depends on the CEO's passion and interest. If the CEO has a passion or interest for education, it's easy to get money from them to do education. If they have an interest in youth, it's easier to get them to do things in youth. But across the board I think that there are persons who want to be good corporate citizens. And if presented with a good programmatic thrust, I think you'll be very successful in getting dollars.

Robert Listenbee, Jr.: I'd like to alert the task force that at this juncture we have about five minutes remaining. I'd like to ask a question.

Bryan Samuels:

I was just gonna point out one example of exactly the corporate sponsorship. When I was the Chicago Public Schools we had an initiative called After School Matters. And it was really targeted in providing alternative opportunities for young people to engage in healthy activities. And we had significant corporate partnerships around that work. And what was really striking about that work is that the premise was actually that young people would actually be paid in that program for spending time doing productive things, but they were also doing things that build their skills and competencies

in the larger community so that they were better citizens. And we had an expectation that we'd raise 50 percent of the funding to support After School Matters in the philanthropic community and with the corporate community. They stepped up on a regular basis.

There's an important point to be made though on that one also. Is that wherever there was a circumstance where corporate interest intersected with public interest, it's often important to be facilitative, to create as easy way as possible for corporations to participate. Sometimes they just want to give money. Sometimes they want to be able to make their own staff available to do community activities. And so I think you just have to be really creative about putting in place the kind of infrastructure that allows corporations to gift in ways that are supportive of a public interest.

So we found lots of support, but I think ultimately you've got to be able to make it easy for corporations to make a contribution. Because I think the easier it is for them to make a contribution, the greater is the likelihood that they will.

Anthony Taguba: They consider it decimal dust. I'll tell ya. You know. If you give a mi – I work for a multi billion dollar company. They give a million dollars here and there and it's not even in their books. It's not even a round up error. So I think you ought to cultivate that. The areas where you live at.

Robert Listenbee, Jr.: During the time we've been taking testimony we've heard considerable testimony about violence in schools. I'd like to ask you in the few minutes that we have remaining to perhaps address the issue of what tactics or what strategies you've developed to reduce violence in the schools and reduce referrals to the juvenile justice systems.

Dwight Jones: Well, once again, for me it comes to leadership. We really have not had an intentional or a proper program about that at this particular time. Of course, we have the same issues that all cities have and we have security in our schools. But I have recently in my city taken the school board to task to really develop a new sense of urgency about dealing with education. Because the violence and the behavior problem has to do with the context, I believe, that we put education in and how we do education. And in my city I think that we've been doing education in a very traditional way. And I think that we have been afraid to step outside of traditional context because it puts us in contention with some very powerful publics. And so I have really stepped up my

pressure on our school system to begin to look at some new and different paradigms, which I believe will affect the behavioral problems that we have in some schools. I find that when you have schools that have dress codes, when they have the charter schools that have specific emphasis on specific subject matter, it seems to engage children in a way that does not – that is not seen in the traditional school setting. And so my chapter has not begun in that regard, but it's going to begin. It's beginning now.

Mark Luttrell:

A learning environment begins with a safe environment. And if we're going to truly make progress in that area then we've got to make the child feel safe when they come into the school and safe while they're in school and safe going home from school. It's a challenge in public education right now, these issues. From bullying to gangs. And those are two areas that in particular we've been focusing on.

Right now Memphis and Shelby County is going through a transition of our public education system. We're merging our two systems. We have a Shelby County system and a city system. We're merging those two systems into one. And one of the subcommittees that we have is specifically addressing the issues of safety in our schools and is starting by focusing on the interdiction issues of dealing with bullying. Also the anti-gang initiatives that we've had.

These are components of our Defending Childhood program in Shelby County. Is the issues of bullying, how to combat it and how to work through our education system, particularly at this formative time when we are restructuring our public education. It's a sensitive issue. It's one that's recognized and certainly responsibility rests with us to get it done.

Bryan Samuels:

The only thing I would add to that, you know at the Chicago Public Schools during the 2 ½ years I was there there were almost 600 students who were shot and about 100 of them who were shot and killed. And what we began to do was to look at how do you intervene in schools to reduce the amount of behavior problems.

The good news is that there are a number of evidence based strategies out there that are really –

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Bryan Samuels: - to support young people and to promote positive behavior. But there were two things that were striking for me. When I came to Chicago Public Schools I had not been in a public school arena before. And there were two things that were really surprising but I think important long term. One was that teachers in their preparation for primary and secondary education aren't trained in classroom management. They don't have the basic skills around managing a diverse group of behaviors in ways that are supportive. So you look at their main curriculums and the internships and work that they do, and they're not prepared to do that work, particularly where you have lots of challenges. So that's one point that's critical.

And secondly, rarely is there a strategy that all of the folks in the school have a role in managing behavior. It's primarily assigned to what happens in the classroom or what happens in the principal's office. But we actually engaged in a set of workshops that we did in the schools that were most impacted by violence by training everybody in the building in skills related to deescalation. How do you engage in ways that actually reduce the amount of anxiety and anger and aggression that's occurring in any situation?

We did that in those schools. We brought in teachers, the lunchroom attendants, all the folks that monitor the hallways, and we trained them in the same paradigm. And what was striking about that experience and the most positive thing from that experience was that it gave them all a language to deal with one another. They actually had a common language now to think about their engagement with staff, and they came to realize that somebody in the lunchroom could play just as an important role in deescalating behavior problems as somebody could who was monitoring the hallway.

And so this idea of building the skills and competencies of school staff, both to managing their classrooms well, as well as to deescalate situations we think ultimately had a really positive impact on the learning environment in Chicago Public Schools. And I think it's an important lesson learned from that experience.

Robert Listenbee, Jr.: At this juncture we'd like to thank you, Mayor Luttrell, Mayor Jones, Commissioner Samuels, for a wonderful, wonderful panel. Thank you very much.

[Clapping]
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