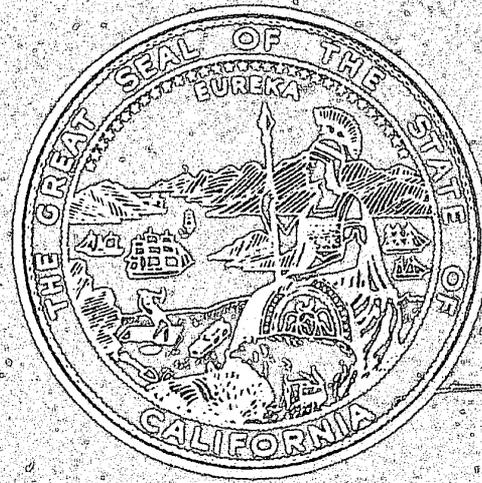


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OFFICE OF CRIMINAL JUSTICE PLANNING

RESEARCH UPDATE



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# Office of Criminal Justice Planning

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EMERGING CRIMINAL JUSTICE ISSUES:  
ELECTRONIC MONITORING IN CORRECTIONS – THE TECHNOLOGY,  
ITS USE AND THE DEBATE

Over the past several decades, correctional systems across the nation have faced a serious problem – prison overcrowding. To alleviate such conditions, some corrections administrators have advocated new prison construction. Many others, however, have utilized a series of innovative alternatives to address the problem: restitution, community service, early parole, house arrest and intensive probation supervision (IPS). Electronic monitoring is the latest and perhaps the most controversial addition to this evolutionary march of correctional alternatives. The following article defines electronic monitoring and its current technology; describes correctional programs using such methods; and explains the wide array of legal, economic and social policy issues surrounding its use within correctional systems.

What Is Electronic Monitoring?

Electronic monitors are electronic devices designed to “deter offenders from committing crimes; to divert them from incarceration; and to confine them during specified curfew hours.” (Roberts and Ryder, 1987:55.) Monitors are most often used to determine if the offender is at home, thus they are generally used to augment home confinement. Home confinement and electronic monitoring, however, are not synonymous; some home confinement programs do not use electronic monitors, while to date all electronic monitoring programs are used in conjunction with home confinement.

Current electronic monitoring technology falls into two broad categories: those that do and those that do not require a telephone for operation.

**Telephone Operation** – Two types of equipment use telephone lines. The continuously signaling system consists of a transmitter, a home receiver and a central office monitor; the transmitter, strapped to the offender, broadcasts an encoded signal to the home receiver which is connected by telephone to a central office computer. If the offender leaves the range of the monitoring unit (such as an offender’s home) during an unauthorized period, a violation report is recorded on the central office monitor. This system operates continuously, monitoring the

offender’s arrivals and departures. The programmed-contact system consists of a central office computer, an encoder device and a verifier box; the computer makes random calls to the offender’s home and he or she is required to provide voice identification by inserting the encoder device into the verifier box.

**No Telephone Operation** – A transmitter worn by the offender emits a radio signal to a receiver in the monitoring official’s car. The official makes periodic checks of the offender’s home when he or she is required to be there.

Which of these systems seem to be the most popular? When a recent National Institute of Justice (NIJ) study asked 53 programs across the nation to describe the type of electronic monitoring devices currently used, 44.7 percent responded that they used continuously signalling devices, 38.3 personally used programmed contact devices, and 17.1 percent used monitors with no electronic verification device. (Schmidt, 1987.) Clearly, all three types of electronic monitor systems are currently in use, but in what correctional capacities? A review of several

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studies indicates electronic monitoring is most often used as a probation and parole alternative for misdemeanants and low-risk felons, as an extension of jail work-release/furlough programs, and as an augmentation for IPS programs.

While electronic monitors are not a revolutionary concept, their application to the correctional field is relatively new. Rudimentary forms of such technology were utilized as early as 1919 when the Army Signal Corps began tracking airplanes and ships via radio signals. Then, in the early 1960s the medical field reported using tiny transmitters implanted inside a human being to detect changes in certain bodily functions. In 1964, correctional uses for such technology were first suggested by Dr. Ralph Schwitzgebel who developed a system of "electronic parole" which would allow a portable transceiver device to monitor a parolee's location 24 hours a day. (Schwitzgebel, et. al., 1964.) Between 1964 and 1970, several parolees, mental patients and researchers in Cambridge and Boston volunteered to wear the electronic monitor to test its effectiveness. It was not until 1983, however, that the use of such technology was formally adopted by a criminal justice agency. Judge Jack Love of Albuquerque, New Mexico, fascinated by a "Spiderman" comic strip in which the villain strapped a bracelet on the hero's wrist to track his movement and location, ordered a probationer to wear an electronic bracelet developed for use in Judge Love's court. One year later, the first electronic monitoring program began operating in Palm Beach, Florida.

#### Who Uses and Participates in Electronic Monitoring Programs?

A few recent studies have been conducted to measure the extent of electronic monitoring programs across the nation. (Vaughn, 1986; Armstrong, Reiner and Phillips, 1987; McCarthy, 1987; Schmidt, October 1987.) The most recent profile of such programs is the NIJ study which surveyed 54 programs monitoring over 800 offenders in 21 states. (Schmidt, 1987.) Analysis of the 53 responding programs revealed some useful information about the types of offenders enrolled in such correctional alternatives: the participants ranged in age from 14 to 78 with 56.2 percent under 30 years; 93 percent of the participants were convicted and sentenced; and the participating offenders were charged with a wide variety of offenses, most notably 33.2 percent with major traffic violations, 18.2 percent with property offenses, 14.4 percent with drug offenses; and 5.7 percent with crimes against persons offenses.

#### SEARCH Group, Inc. Submits Comprehensive Report to the Office of Technology Assessment (OTA)

"New Technologies in Criminal Justice: An Appraisal" by David J. Roberts and Judith A. Ryder was submitted to OTA of the U.S. Congress in June 1987. To date, the report is the most comprehensive assessment of current technology utilized by various components of the criminal justice system. This descriptive overview of existing technology is divided into five substantive sections:

Investigation and Identification reviews new and emerging technologies that assist law enforcement personnel as they investigate crime, identify suspects and apprehend offenders. Of particular interest are the sections on DNA fingerprinting techniques, biometric security systems, Automated Fingerprint Identification Systems (AFIS) and latent fingerprint development technologies.

Decisionmaking in Criminal Justice discusses innovative methodologies that help criminal justice policymakers with decisionmaking.

Correctional Supervision and Treatment elucidates three types of technologies used by correctional systems as alternatives to incarceration: electronic monitoring and drug therapy for alcoholic offenders and for sex offenders.

Information Processing and Communications describes technologies that help improve collecting, maintaining and disseminating information as well as techniques that improve the accuracy, completeness and reliability of such information including portable ticketwriting systems, mobile digital computers, Universal Product Codes, computer-assisted dispatchers and data quality improvement strategies.

Constitutional Implications of New Technologies in Criminal Justice analyzes constitutional issues surrounding applying new and emerging technologies to criminal justice agencies.

The comprehensive nature of this report which discusses the effects of new technology on all components of the criminal justice system make it a valuable contribution to the growing literature on this subject. For more information, contact Judith A. Ryder, SEARCH Group, Inc., 925 Secret River Drive, Suite H, Sacramento, CA 95831 (916/392-2550).

An earlier study conducted in late 1986 by the EMT Group, Inc. asked 20 sites in 12 states about their primary objective for an electronic monitoring program. (Armstrong, Reiner and Phillips, 1987.) Nine responded the program was intended to alleviate jail overcrowding and five felt the program would serve as a sentencing alternative. Other stated objectives included the enhancement of IPS or home detention programs, alleviation of work release crowding, provision of better supervision between sentencing and commitment and consideration of offender health and safety.

Clearly, the existing literature indicates the existence of a wide variety of electronic monitoring programs serving an equally wide variety of offenders. Several common factors are shared by the vast majority of programs: they provide an innovative correctional alternative for a moderate cost, offer participation on a voluntary basis and reject involvement of high-risk offenders.

These studies and others also provide preliminary information about program providers. In the NIJ study, of the 53 respondents, 50.9 percent reported their programs were operated by state or local correctional agencies, 22.6 percent by private monitoring service providers, and 26.4 percent by other public agencies, including police departments, sheriffs and courts.

Despite the growing information sources cited above, we still have a great deal to learn about where and why new programs are being developed, if they are working and how or if they can be improved. In the meantime, some useful descriptive information is available about three California programs that were operating by late 1987: San Diego County Probation Department, Orange County Probation Department and North Humboldt Judicial District Court. While programs also exist in other counties — including El Dorado, Madera and Monterey — no literature describing their efforts is currently available.

**San Diego Probation Department** — In June 1986, San Diego County developed California's first electronic home detention program which sought to reduce a backlog of inmates waiting for bed space in the work furlough center. Using the continuously signaling system, a transmitter strapped to the offender's body sends a signal to the monitor in the offender's home that is hooked up to the central computer at the work furlough center. Each offender pays a daily fee of \$10-15, depending on ability to pay. Participating

inmates are within 90 days of completing their sentence and have been accepted by the County Parole Commission. The majority of the 61 participants enrolled in mid-1987 were multiple offender DUI cases and all were employed. Of the total 279 inmates involved in the program between June 1986 and August 1987, none recidivated and a 12% technical violation rate was reported.

**Orange County Probation Department** — In October 1986, the Orange County Probation Department began its Supervised Electronic Confinement (SEC) program as part of its Work Furlough Program. Through the programmed contact system, a computer calls the inmates at randomly selected times and he or she sends a taped voice verification by placing an encoded wrist or ankle band into an electronic verifier. Each offender leases his or her system for \$2 per day. Participating inmates are within 30 to 60 days of their release date and 95 percent are classified as low-risk offenders including those involved in DUI and drug offenses and welfare fraud. Most offenders are between 35-40 years old, have two or more prior offenses, a reasonably good work history and dependents. Of the total 112 offenders involved in the program between October 1986 and October 1987, only 2 percent recidivated.

**North Humboldt Judicial District Court** — From June through August 1987, Judge Ronald Rowland sponsored a pilot electronic monitoring project utilizing private vendor services. The programmed contact system was monitored by the vendor which reported any violations to the court. Each offender paid a \$7 daily fee to the vendor. Participants were primarily second offense DUI offenders who had violated probation. During the first two months of the program, 17 offenders participated and one was returned to custody for curfew violation. The Judge terminated the program in early August 1987 because it had not significantly impacted jail overcrowding due to lack of support from other criminal justice agencies.

### The Controversy Surrounding Electronic Monitoring

While electronic monitoring has generally been applied to the correctional system during a brief three-year period, such programs have engendered widespread controversy and criticism over at least two issues: the legal ramifications of using

electronic monitoring as a correctional alternative and the policy issues involved in implementing and conducting a program.

### Legal Issues

Two recent studies examined at least three major legal issues regarding electronic monitoring: constitutional issues, curfew issues, and waiver of rights and right to refuse probation issues. (Carmen and Vaughn, 1986; Friel, Vaughn and Carmen, 1987.) Their conclusions regarding the legal ramifications are summarized as follows:

#### Constitutional Issues:

- Probationers, parolees and other adjudicated offenders are generally entitled only to diminished constitutional rights and may be subjected to limitations which otherwise cannot be imposed on the non-offending population.
- Electronic monitoring does not violate the Fourth Amendment protection against unreasonable search and seizure because the devices do not monitor conversations or determine what a user is doing within residential confines.
- Because probation, parole and other diversionary programs are generally considered a privilege, not a right, the conditions imposed are usually considered valid if they are reasonably related to the rehabilitation of the individual and/or to the protection of society.
- Adjudicated defendants are entitled to only a diminished right to privacy; electronic monitoring increases surveillance proficiency and does not widen the scope of intrusion.
- The right against self-incrimination is not violated because the evidence obtained will be used only for administrative purposes and not as evidence in a criminal trial.
- Using electronic monitoring is more humane than incarceration and is not unduly oppressive or grossly disproportionate to the offense committed.

#### Curfew Issues:

- Curfew restrictions for offenders have been upheld by the courts if they are

reasonably related to the rehabilitation of the offender.

#### Waiver of Rights and Right to Refuse Probation Issues:

- Offender acceptance of electronic monitoring as a condition for release or non incarceration generally denotes consent and a valid waiver of rights.

Further, Friel, Vaughn and del Carmen (1987:24) provide seven strategy recommendations that can minimize legal challenges to electronic monitoring programs:

- 1) The legal implications of the use of electronic monitors must be studied carefully by appropriate legal counsel prior to planning, processing and implementation.
- 2) There is a need to know if sentencing laws in a jurisdiction are construed narrowly or broadly by the courts.
- 3) If authorization is not clear from existing statutes or if the legality of the use of electronic monitors is in doubt, an opinion from the State Attorney General must be sought.
- 4) In the absence of specific legislation, the use of electronic monitors as a condition for release should be imposed by the releasing authority.
- 5) State laws must be reviewed to determine if there are existing statutes authorizing, limiting, or prohibiting the use of electronic monitors.
- 6) If users are charged for use of the device, the agency must provide alternatives for indigents who cannot afford the cost.
- 7) Defensible criteria should be established to determine which offenders qualify for electronic monitoring.

### Policy Issues

Several policy issues must be considered when implementing and refining an electronic monitoring program: What are the costs of such a program? Can the program be effectively assessed? How long should offenders be involved in such a program? What kinds of offenders are best

suites for electronic monitoring?

**Program Costs** – While electronic monitoring is more expensive than traditional probation, it is clearly less expensive than building a new prison or operating an existing institution. Certain economic benefits have been suggested: confining an offender who poses no real community threat to the home allows him or her to support himself and any dependents and increases the need to build more prison cells. (Corbett and Fersch, 1985; Roberts and Ryder, 1987:61-62.) Economic deficits have also been noted: if higher risk groups are included and the recidivism rate subsequently increases, technology that diverts and forestalls incarceration may be more expensive than initial incarceration (Friel and Vaughn, 1986); probation departments may be forced to hire and train new personnel as well as conduct business around-the-clock (Roberts and Ryder, 1987:62); and lost opportunity costs may result if the funds expended for the technology are not available for other programs and opportunities (Friel, Vaughn and del Carmen, 1987:25).

**Program Assessment** – The termination of the North Humboldt County program cited above raises an important and controversial point about electronic monitoring: the proliferation of such programs across the nation often has nothing to do with proven capabilities to meet objectives – in North Humboldt's case, the reduction of jail overcrowding. Instead, many programs are begun with the hope of meeting an objective, but

with no substantive knowledge that such programs can achieve the stated goal. Indeed, to date, very few programs have been evaluated.

As the EMT Group, Inc. study suggests, an important issue related to assessing program effectiveness is answering "whether the technology has a more positive effect on recidivism rates than other, conventional modes of supervision." (Armstrong, Reiner and Phillips, 1987:6.) Of the 20 programs surveyed by EMT in late 1986, only 40 of the total 973 participating offenders failed to complete the program; 27 of those who failed were technical violators and 13 were absconders. Similar results have been noted by the few programs that have tried to assess "success." However, the low recidivism rate thus far reported must be weighed against the fact that most program participants are low-risk offenders with minimal recidivism probability. A valid instrument to measure success via recidivism has yet to be developed.

A second issue related to program effectiveness is the reliability of the equipment. As the NIJ study found, all of the 53 programs responding to the study questions encountered some major and/or minor problems with the equipment/ The author notes, however, that most problems have been resolved and thus they should "not be interpreted as an indictment against the vendors' product. Instead, many of the problems reflect the growing state of the art of both the program applications and technology." (Schmidt, 1987:20).

**Program Duration** -- The studies conducted to date indicate that most community sentences extend for six months or less. Duration of supervision under electronic monitoring varies tremendously -- from 14 days to 3 years, according to results of the 20 programs surveyed by the EMT study. (Armstrong, Reinder and Phillips, 1987:19.) Data from the Palm Beach, Florida program suggest offender attitudes and performance levels tend to be negatively affected if the program lasts beyond 120 days. (Schmidt, 1986.) However, no specific data has been collected or analyzed to prove or disprove the 120 day or 6 month duration theories.

**Program Participants** -- The question of who should participate in an electronic monitoring program has stimulated some heated debate. Most practitioners agree on two points: high risk and chronically violent offenders should be denied participation. Further, many programs

#### New Journal Created to Exchange Ideas about Electronic Monitoring

In October 1987, the first issue of Offender Monitoring was released. In addition to a feature story, each monthly publication will contain the following sections: "Court Watch" which examines how monitoring will fare in the court system; "Site Visits" which reports on visits to agencies where monitoring is used; and "Product News" which provides current information on the latest electronic monitoring technology. Additionally, lists of companies marketing and testing monitoring equipment will periodically be included, as will literature reviews and research reports about various programs. For a free issue and further information, contact Offender Monitoring, P.O. Box 88, Maxatawny, PA 19538 (215/398-3061).

target two specific populations -- the DUI and drug abusing offenders. Little agreement exists about inclusion of other populations: juveniles, pregnant female inmates, those with special health problems such as communicable diseases, geriatric offenders and the physically handicapped. Much of the debate about who should participate centers around the issue commonly known as "net widening." Some correctional officials feel that the new technology might broaden the range of offenders placed under rigid supervision; in other words, some offenders who otherwise might not be punished via detention may receive a home detention and electronic monitoring sentence.

### Conclusion

Although electronic monitoring is not a particularly new concept, its application to corrections is indeed very recent. Electronic monitors are not only new correctional alternatives, they are also becoming very popular alternatives. Just two years after the first program began in Palm Beach, at least 54 programs in 21 states had begun. While the current number of such programs has not been systematically measured, it is generally believed within correctional circles that they are continuing to proliferate in states across the nation.

Clearly, the technology has been developed and is being utilized. The current questions for correctional practitioners and researchers relate to its legality, its application and its effectiveness. It can only be hoped that these issues will be more fully addressed by the criminal justice community prior to the widespread implementation of electronic monitoring programs.

#### U.S. Parole Commission Launched House Arrest Experiment

Under the new program begun in January 1988, offenders who do not need halfway house services -- those with a family, relatives, jobs or place to live -- are released from prison to the community up to 180 days prior to their parole date. Parolees, whose movements are monitored by an electronic device attached to the ankle, must be at home except for work, authorized treatment programs and worship services. Parole Commission officials expect to serve 200 offenders before the first 18-month evaluation. For more information, contact the Parole Commission, 5550 Friendship Blvd., Chevy Chase, MD 20815 (202/633-4389). 

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# AIDS and the Criminal Justice System: Update

## Informational Update

**\*\*Legal Precedents Set Regarding Assaults by AIDS-Infected Persons.** At least two new legal precedents regarding AIDS-infected persons were set during the last several months. In Minneapolis, Minnesota, a U.S. District Judge sentenced an inmate who bit two guards after testing positive to the AIDS virus to five additional years in prison. The inmate was convicted on two counts of assault with a dangerous and deadly weapon — his teeth. In Florida, a law was enacted making willful intent to expose someone to the AIDS virus a crime.

**\*\*California Lawsuit Alleges Patients in Vacaville's AIDS Ward are "Lepers".** In early January 1988, two large San Francisco firms, the Prison Law Office and the American Civil Liberties Union, filed a suit challenging the treatment of inmates with AIDS. The suit charges that 136 prisoners in the AIDS wing of the California State Medical Facility at Vacaville "are treated as a new class of lepers, cut off from contact with their peers" and denied equal access to exercise facilities, medical and psychological help and the prison law library.

**\*\*Bureau of Prisons (BOP) Announces Segregation of Some Inmates Who Test Positive for AIDS.** In October 1987, the BOP announced it would immediately begin segregating federal inmates who test positive for AIDS and display "predatory or promiscuous behavior." At the same time the announcement was made, figures were released showing that almost 500 (3%) federal inmates tested positive for exposure to the AIDS virus under a BOP pilot testing program. Segregated inmates are housed in single-person cells and they eat, work and have recreational activities apart from the prison's general population.

**\*\*California Department of Corrections (CDC) to Open a New AIDS Wing.** In November 1987, the CDC announced the California Institute for Men in Chino would be the site of a second AIDS ward to hold up to 180 additional AIDS inmates. Chino was selected because it has its own accredited hospital and its design made it relatively simple to isolate AIDS victims from the rest of the inmate population. CDC estimated the new ward would open in 1988.

## New Resources

NIJ AIDS Clearinghouse began providing special assistance to criminal justice professionals in late 1987. Among its responsibilities is to distribute current information about AIDS; provide an information specialist to answer questions, make referrals, and suggest publications pertaining to AIDS and its relationship to the criminal justice system; and to disseminate a new NIJ series, "AIDS Bulletins," available free of charge to criminal justice professionals. Contact the Clearinghouse at 301/251-5500.

"Aids and the Law Enforcement Officer", a seven-page "Research in Action" monograph from the National Institute of Justice (NIJ), was released in late 1987. A free single copy, as well as the full NIJ Issues and Practices Report Aids and the Law Enforcement Officer: Concerns and Policy Responses, are currently available from AIDS Clearinghouse at 301/251-5500.

"AIDS in Correctional Facilities: Issues and Options", NIJ's third annual survey of correctional systems to which all 50 states responded, was released in April 1988. To obtain a copy, contact NCJRS, Box 6000, Rockville, MD 20850 (800/851-3420).

"Precautionary Measures and Protective Equipment: Developing a Reasonable Response", an AIDS Bulletin prepared by Theodore M. Hammett, was released in January 1988. A free copy of the four-page bulletin is available from the AIDS Clearinghouse at 301/251-5500.

National Sheriffs' Association (NSA) has developed several new AIDS resources. First, three training videotapes are available: "AIDS: The Challenge for Corrections" designed for correctional administrators; "Preventing AIDS: It's a Matter of Life or Death" for prison inmates; and "La Prevencion Del Aids: Cuestion De Vida o Muerte" for the Spanish-speaking inmate. Second, a free booklet, "AIDS: 100 Questions and Answers" addresses the most frequently asked questions and misinformation about AIDS. Third, NSA is offering one, two or three-day training seminars for law enforcement agencies who want to learn how to manage the AIDS-infected person. Contact NSA, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

## CRIME PREVENTION

### New Information from the Research Community

**\*\*Strategies for Increasing Crime Prevention Competence of the Elderly Analyzed** – In a new monograph sponsored by the U.S. Department of Justice, National Institute of Justice (NIJ), the authors analyze findings of two national surveys which examined the behavior, knowledge, perceptions and attitudes of the elderly about crime and their sources of crime-related information. Among the most important discoveries were that while the elderly believe they are more likely to be victimized than younger people, their own individual risk is relatively low, and that the elderly are less knowledgeable about crime prevention and less capable of protecting themselves than other age groups. Consequently, the authors make several recommendations: design crime prevention campaigns emphasizing that older people can contribute to their own protection, providing accurate information on lower victimization rates for the elderly, and explaining elderly vulnerability to certain crimes such as pickpocketing and purse snatching; utilize television for broad-based crime prevention educational campaigns; and work with community outreach programs to reach the most isolated elderly citizens. (Source: Garrett J. O'Keefe and Kathaleen Reid-Nash, Promoting Crime Prevention Competence Among the Elderly. Washington, D.C.: NIJ, 1987.)

**\*\*Crime Stoppers Program Evaluated** – Crime Stoppers, a cooperative community, media and law enforcement program that offers cash rewards and anonymity for information leading to the arrest of suspected criminals, was recently evaluated in an NIJ-sponsored study. Using national surveys, telephone screening surveys and site visits to many of the nation's Crime Stoppers programs, the authors assessed the program's impact on citizen attitudes and participation in crime prevention activities. Among the evaluators' major findings were Crime Stoppers has become a highly standardized, rapidly growing program that is enthusiastically supported by its participants; while many crimes have been successfully cleared due to the program, these comprise only a fraction of crimes committed; and some programs indicate Crime Stoppers can solve certain felony cases that traditional investigations may not solve. (Source: D.P. Rosenbaum,

A.J. Lurigio and P.J. Lavrakas, Crime Stoppers: A National Evaluation of Program Operations and Effects. Washington, D.C.: NIJ, 1987.)

**\*\*Ways to Improve Opportunities for Poor Children Explored** – A newly-released report authored by the Committee for Economic Development (CED) examines the plight of America's disadvantaged children. After noting that 30 percent of the school population can be classified as educationally disadvantaged, each year's dropouts cost more than \$240 billion in lost earnings and forgone taxes over their lifetime, and additional billions are spent annually for crime control and social services for such youth, the authors argue that failing to provide a quality education for all children "makes no economic sense." What does make sense are three specific "investment strategies" requiring partnerships between the public schools, businesses, foundations, community agencies and the federal, state and local governments. (1) Prevention through early intervention which includes programs to keep pregnant teenagers and those with babies in school, prenatal and postnatal care for high-risk mothers, parenting education for mothers and fathers, quality child care for poor working parents and teenagers attending school, and quality preschool programs for all disadvantaged younger children. (2) Restructuring the foundations of education for the disadvantaged primarily through advocating school-based shared decision-making among principals, teachers, parents and students; smaller schools with smaller classes; hiring teachers committed to and experienced with disadvantaged children; providing support systems within schools that include health and nutritional services as well as psychological, career and family counseling; and increasing extracurricular activities that help build academic, physical and social skills. (3) Retention and reentry programs that combine work experience with basic skills education; operate in alternative settings that emphasize improving motivation, skills and self-esteem; and provide funding continuity and long-term evaluation of the program and participants. (Source: Committee for Economic Development, Children in Need: Investment Strategies for the Educationally Disadvantaged. New York, NY: CED, 1987.)

**\*\*The Question of Who Drops Out of High School Examined** – In its recent report, the U.S. Department of Education's Center for Education Statistics highlighted several findings. (1) By spring 1982, about 14.4 percent of public school students were classified as dropouts. (2) Males in public and private schools drop out at a higher rate than females (14.6 percent compared with 12.6 percent). (3) Dropout rates vary dramatically among racial/ethnic groups – 12.2 percent for whites, 16.8 percent for blacks, 18.7 percent for Hispanics, and 22.7 percent for American Indians. (4) Students from one-parent families and whose parents have low-level jobs or are relatively uneducated are three to five times more at risk of not completing high school than students from advantaged backgrounds. (5) Married females are four times more likely to drop out than unmarried females, while married males are twice as likely to drop out than unmarried males. (Source: U.S. Department of Education. Who Drops Out of High School? Findings From High School and Beyond. Washington, D.C.: U.S. Department of Education, 1987.)

#### Informational Highlights

**\*\*Preventing Family Violence Programs Offered at Camp Pendleton** – The Family Advocacy Program offers a unique series of family violence prevention programs provided by the United States Marine Corps Joint Legal Assistance Office/Family Service Center. Available services include Family Forum discussions about child-rearing problems and marital issues; Neighborhood Mediation for creatively resolving heated confrontations between neighbors; Homebase designed to change abusive parenting behavior; Systematic Training for Effective Parenting to improve parent/child communication; Parents Anonymous for abusive parents; and a Survivors Group for parents who were abused as children. Contact Lt. Col. A.C. Verduci, Director, Family Service Center, Building 13131, Camp Pendleton, CA 92055 (619/725-6172).

**\*\*Latchkey Children to Benefit from Two New Programs** – Beginning in early 1988, two new programs will target latchkey children. Project Home Safe, funded with a \$1.1 million grant from the Whirlpool Foundation, will train hundreds of volunteers to help develop after-school programs for children between 5-13 years old in California, Ohio, Arkansas, Michigan and Washington D.C. Contact the Whirlpool Foundation, 2000 U.S. 33 North, Benton Harbor, MI

49022 (616/926-3461). The U.S. General Service Administration (GSA) will open children centers in cities with large numbers of government workers including Chicago, Denver and Suitland, Maryland. Contact the General Service Administration (202/472-1082).

**\*\*Community Child Safety Specialists To Be Trained and Certified at the Erickson Institute** – Under a two-year grant from the Carnegie Corporation, the Erickson Institute in Chicago will develop a national program to train and certify Community Child Safety Specialists and build a national coalition of child care professionals committed to child safety. The Institute will be selecting twenty trainees from ten local communities across the nation that are willing to act as pilot sites. Contact Barbara Chamberlain, Erickson Institute, 25 West Chicago, Chicago, IL 60610 (312/280-7302).

#### New Resources

**"Dropping Out = Broken Dreams"**, a 21-minute video, relays the personal story of six teenagers who dropped out of school only to discover that education provides young people the opportunity to achieve their dreams. Contact AIMS Media, 6901 Woodley Avenue, Van Nuys, CA 91406 (collect 818/785-4111).

**"Critter Jitters"**, a 22-minute video, teaches very young children about personal safety by using song, mime and rhyme safety messages and self-help strategies that encourage children to trust their own feelings. Contact Columbia Greene Rape Crisis Center, P.O. Box 1073, Hudson, NY 12534 (518/828-5556).

**Revised Edition of "Keeping Kids Safe"**, available from the National Council on Crime Prevention (NCCP), can assist those wishing to begin or revitalize a child safety program. Contact NCCP, 733 15th Street, N.W., Suite 540, Washington, D.C. 20005 (202/393-7141).

**Prevention Skills for Students with Mental Retardation** are addressed in two new films. "You Have the Right To Say No" uses unstaged classroom scenes to show how learners with special needs can be taught safety skills about sexual exploitation. "Street Safe" portrays teachers acting out ways to prevent stranger abuse. Contact Special Purpose Films, 416 Rio del Mar Blvd., Aptos, CA 95003 (408/688-6320).

Two New Videos from the NIJ "Crime File" offer new perspectives on crime prevention. "Street People" discusses the diversity of street people, ways law enforcement can and should handle street people and the types of collaborative community efforts that can be used to work with street people. "Families and Crime" discusses family factors related to crime, the advantages and limitations of parent training and the government's role in family crime. Contact CRIME FILE, NIJ/National Criminal Justice Reference Service (NCJRS), Box 6000, Rockville, MD 20850 (800/851-3420).

Efforts of Five States to Develop Alternative Dispute Resolution Services are discussed in a new information package prepared by NCJRS. The package also offers new funding ideas and provides sample legislation as well as a list of further readings. Contact NCJRS, Box 6000, Rockville, MD 20850 (800/851-3420).

Aetna Offers Free Crime Prevention Brochures and Posters dealing with a wide array of issues such as car theft, burglary, and child and personal safety. Contact Paul A. Larsen, CPP, Security-Public Safety Consultant, Corporate Risk Management-C234, Aetna Life Insurance Company, 151 Farmington Ave., Hartford, CT 06156 (203/273-0123).

Computers, Business, and Security-The New Role for Security, a new book authored by James Schweitzer, a systems security technology manager for Xerox Corporation, offers protective guidelines to help security managers protect corporate information. Crime prevention information is also provided for physical security, employee and visitor identification, responding to illegal conduct, personnel and information security and government contract requirements. Contact Butterworths, 80 Montvale Ave., Stoneham, MD 02180 (800/544-1013).

### Book Review

Domestic Mistreatment of the Elderly-Towards Prevention, by Richard L. Douglass. Washington, D.C.: American Association of Retired Persons, Criminal Justice Services, 1987. This new addition to the growing literature on in-home care elderly abuse specifically defines various categories of mistreatment; discusses the causes, prevalence

and severity of each category; and carefully outlines what individuals, family members and the community can do to prevent such abuse.

Douglass emphasizes three ways to distinguish categories of mistreatment: the "presence or absence of motivation to cause harm to an elderly person"; "active rather than passive (or accidental) behaviors"; and "duration" of mistreatment. Using such criteria, he defines several categories:

Passive Neglect - The unintentional failure to fulfill a caretaking obligation.

Psychological Abuse - The infliction of mental anguish.

Material (Financial) Abuse - The illegal or unethical exploitation and/or use of funds, property, or other assets belonging to an older person.

Active Neglect - The intentional failure to fulfill a caretaking obligation, including a conscious and willful attempt to inflict physical or emotional stress or injury on the older person.

Physical Abuse - The infliction of physical pain or injury, or physical coercion (confinement against one's will.)

To augment his definitions, Douglass provides a series of case studies illustrating actual incidents of elderly abuse in Michigan, Ohio and Illinois between 1980 and 1985.

Douglass then asserts that legal, law enforcement, health or social services intervention strategies especially designed for the elderly are "neither uniformly available nor of uniform quality in the United States." Thus, he concludes that "Prevention is the key to the problem," and provides a series of "dos and don'ts" for the elderly individual, family members and the community at large.

The easy readability of AARP's new publication, as well as the carefully-defined categories of prevention and the important prevention advice makes Domestic Mistreatment of the Elderly - Towards Prevention important reading for everyone, including members of the criminal justice community.

## SUBSTANCE ABUSE PREVENTION AND ENFORCEMENT

### New Information from the Research Community

**\*\*Risk of Youths Contracting AIDS Through Drug Use Increasing** — After examining the drug-using and sexual behavior of teenagers, researchers from the Center for Population Options concluded that American teenagers may be at increased risk of contracting AIDS. Among the most important drug-related findings were the following: about 200,000 American teenagers have used intravenous drugs; more than one percent of high school seniors report they have used heroin and such usage is higher among high school dropouts; teenagers may also be sharing needles for reasons other than I.V. drug use such as piercing ears, tattooing and injecting steroids; and an estimated 187,500 of the one million youth who runaway from home each year are involved in illegal drug use and drug trafficking activities. One of the study's primary conclusions is the need for an "immediate, concerted campaign to educate the nation's young people about AIDS...." (Source: Debra W. Haffner, AIDS and Adolescence: The Time for Prevention. Washington, D.C.: Center for Population Options, November 1987.)

**\*\*Limited Impact of "Get-Tough" Drunk Driving Laws in Maine and Massachusetts Reported** — In-depth research conducted by Boston University's School of Public Health revealed that in Maine, arrests increased during the three years before and first year after the new measures were passed; thereafter, not only did arrests decrease, but only a modest, temporary decline was noted in alcohol-related fatalities. In Massachusetts, fatal nighttime crashes decreased during the two years prior to legislative changes but have not declined since the laws have been in effect. Thus, "increased drunk driving penalties, even when coupled with judicial measures to increase conviction, did not initiate sustained drunk driving and fatal crash reductions." Further, laws in both states apparently failed to deter drunk driving as a significant number of motorists continued to drive while intoxicated. The authors concluded that rather than passing tougher laws, what may have been more effective was more aggressive and consistent police enforcement of already existing laws. (Source: Ralph Hingson, et. al. "Effect of Maines' 1981 and Massachusetts' 1982 Driving-Under-the-In-

fluence Legislation", American Journal of Public Health Vol. 77, No. 5 (May 1987):593-97.)

**\*\*Links between Drug Abuse and Arrest Found** — Two recent studies conducted in New York City and Washington, D.C. have collected data showing more than half of those arrested in both cities were using illegal drugs. The research results further indicated that the rate of drug use among criminal suspects is rising. For example, when testing began in Washington during March 1984, 56 percent of arrestees tested positive for drug use while in April 1987, 68 percent tested positive. The NIJ-sponsored studies provided at least two important conclusions: drug testing can provide solid, predictive information on the likelihood of future criminal behavior; and court-supervised testing effectively reduced drug use and crime among those who remained in the program, including people with established drug abuse and crime patterns. Both studies offered support for three nationwide policies: testing people arrested for serious crimes for drug use and having judges weigh the results when setting conditions for pre-trial release; sending individuals to jail who repeatedly test positive under court-supervised testing; and using an established drug testing program as an indicator of local drug abuse as well as a way to measure the effectiveness of law enforcement and drug abuse programs. (Source: National Institute of Justice, Pre-Trial Drug Screening Package. Rockville, MD: National Criminal Justice Reference Service, 1987.)

**T.V. Beer Commercials and Overinvolvement of Young Men in Drunk Driving Linked** -- A study sponsored by the Automobile Association of America (AAA) Foundation for Traffic Safety analyzed 40 beer commercials and found that beer was represented as an essential element in masculinity "so that one cannot be attained without the other...." Several other important conclusions were noted by the authors: beer commercials promote an association between drinking and driving; television advertising especially influences children's attitudes, even when ads are not specifically aimed at children; between that ages of two and eighteen, American youth see thousands of television commercials for beer and subsequently, the attitudes and opinions of such commercials become ingrained into their value system; and finally, tele-

vision beer commercials further "cultural assumptions, values, and practices that make the excessive consumption of beer a desirable end -- or at least an end not to be shunned for the risk it poses in association with driving." Foremost among the study's recommendations is banning television beer commercials. Alternative suggestions include restricting the content of beer commercials to product identification and eliminating the connection between drinking beer and car, racetrack, speedboat and other driving and speed images. While the authors recognize such changes would not eliminate associations between masculinity, beer and driving, they would at least remove one powerful source of such a "distorted and dangerous message." (Source: N. Postman, C. Ystrom, L. Strate and C. Weingartner. Myths, Men & Beer: An Analysis of Beer Commercials on Broadcast Television, 1987. Fall Church, VA, 1987.)

### Informational Highlights

**\*\*National Narcotics Interdiction Project Announced** – The American Probation and Parole Association (APPA) and the National Association of Probation Executives (NAPE) received a Bureau of Justice Assistance (BJA) grant to develop and conduct a national training program to help probation and parole managers deal with drug abusing clients. The program emphasizes how to detect and assess the severity of drug abuse and become familiar with surveillance, testing and intervention techniques. Contact Tim Matthews, APPA, Drug Interdiction Project, c/o The Council of State Governments, Iron Works Pike, P.O. Box 11910, Lexington, KY 40578 (606/252-2291).

**\*\*Sports Drug Awareness Program Developed in Conjunction with National High School Athletic Coaches Association** – The Federal Drug Enforcement Agency (DEA) recently announced sponsorship of a new Sports Drug Awareness Program that hopes to bring drug abuse prevention information to 5.5 million high school athletes during the current academic year. Available materials and services include a booklet entitled, "For Coaches Only: How to Start a Drug Prevention Program"; and a series of seminars and clinics to help coaches understand the nature of the drug problem and to teach them how to develop and implement a local program. Contact Ken Theis, Congressional and Public Affairs, U.S. Department of Justice, DEA, 1405 Eye Street, N.W., Washington, D.C. 20537 (202/633-2000).

**\*\*"Project Graduation" Sponsored By Law Enforcement Agencies Across the Nation** – This June, non-alcoholic, all-night graduation celebrations will be sponsored by dozens of local law enforcement agencies and merchants. Based upon the successful model created in 1987 by the Carson City, Nevada Sheriff's Department, the departments help plan and obtain community funding for an all-night, non-alcoholic celebration. The National Sheriffs Association (NSA) is not only interested in learning about similar programs sponsored by other departments, but has developed and made available a free booklet entitled "Project Graduation: Friends for Life". Contact NSA, Crime Prevention, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

**\*\*California Judges Testing a Pilot Program for Drunk Drivers** – By late November 1987, judges in several California counties pronounced a new punishment for at least 400 second-time drunk drivers – a computerized device that does not allow a car to be started until the offender blows a sober breath into an ignition locking system. The experimental ignition-interlock hardware fits under the dashboard and is activated by punching in a four-number code and breathing into a mouthpiece on the top of the device. A digital readout of the blood-alcohol level, which must be under .03 percent for the car to start, then appears to the left of the steering wheel. The pilot program, approved last year by the Legislature and administered by the Office of Traffic Safety, will not be given official statewide endorsement until the Legislature receives an interim report from the Office in July 1988. Contact the Office of Traffic Safety, 7000 Franklin Ave., Sacramento, CA 95823 (916/445-0527).

**\*\*"Pledge for the Privilege of Driving" Developed for Young Drivers** – Californians for Drug-Free Youth, the California Department of Motor Vehicles and the California Highway Patrol have co-authored the following pledge and accompanying brochure for young drivers: "As a young driver, I pledge to discuss with my family the dangers of alcohol and other mind-altering drugs as described in this brochure; to uphold the law by saying 'NO' to alcohol and other mind-altering drugs; to refuse a ride with ANYONE under the influence of alcohol or any other mind-altering drug, and call my parents at any hour for safe transportation." Contact Californians for Drug-Free Youth, Inc., P.O. Box 1758 Thousand Oaks, CA 91360 (805/373-0215).

**\*\*Preliminary Findings Support Strong Correlation Between Alcoholism and Sexual Abuse** – An initial analysis of a 50-page questionnaire sent to 4,500 adults receiving therapy in May and June 1986 within every state but Hawaii indicates a strong link between alcoholism and sexual abuse. Among the key findings were that 66 percent of respondents reported they had been molested by a blood relative who was an alcoholic, 47 percent had an alcoholic father; and almost 40 percent were molested by three or more perpetrators. Respondents also reported wide-ranging latent effects: 30 percent were currently alcoholics; 35 percent suffered from eating disorders; 23 percent were drug addicts; and 30 percent were battered women. Contact Daniel Sexton, Childhelp USA Hotline, 6463 Independence Ave., Woodland Hills, CA 91367 (800/422-4453).

### New Resources

The Alcohol and Drug Abuse Clearinghouse has replaced several separate clearinghouses operated by different federal agencies. One of its new functions is to disseminate information to the states, treatment centers, educational agencies and the public about school-based prevention programs, child drug abuse issues and AIDS. The Clearinghouse also works as an on-going liaison with businesses, private publishers and other clearinghouses to encourage cooperation and prevent duplication. Contact the Alcohol and Drug Abuse Clearinghouse, 444 No. Capitol, N.W., Suite 181, Washington, D.C. 20001 (202/737-4340).

"Crack: Dead at Seventeen", a new film for preteen and teen audiences, is narrated by a young boy who looks at himself lying dead on the floor of his bedroom and wonders why he didn't listen to the warnings. Contact AIMS Media, 6901 Woodley Ave., Van Nuys, CA 91406 (collect, 818/785-4111).

"Drug Free Kids: A Parent's Guide", a new video produced for parents who think their child may be involved with drugs or who know of actual drug involvement, provides clear guidelines about how to confront the child and stay in charge of the situation. Contact Network Publications, ETR Associates, P.O. Box 1830, Santa Cruz, CA 95061 (408/438-4060).

"Alcohol, Drugs, and Seniors: Tarnished Dreams", a new film about substance abuse among senior citizens, shows how overuse of

alcohol and drugs makes it difficult to handle the everyday strains and stresses of life and increases the risk of accidents and illnesses. Contact AIMS Media, 6901 Woodley Ave., Van Nuys, CA 91406 (collect, 818/785-4111).

"DRUGS on the Street", an NSA-sponsored training video accompanied by a workbook/study guide, deals with real-life drug situations that law enforcement officers are likely to encounter on the street. Contact NSA, Training Division, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

Adult Children of Alcoholics: The Invisible Victims, a new booklet for adult children of alcoholics, identifies and discusses ways such victims can change their feelings and behaviors so they can lead more satisfying lives. Contact Life Skills Education Inc., 541 Columbian St., Weymouth, MA 02090 (617/337-7828).

World Youth Against Drug Abuse (WYADA) was recently established to develop and promote drug-free lifestyles for young people around the world. Two services currently available through WYADA are its resource informational network for substance abuse programs and its Pen Pal program that helps young people share their views about saying no to drugs. Contact WYADA, 100 Edgewood Ave., Atlanta, GA 30303 (800/241-9746).

Three New NIJ "Crime File" Videos and Study Guides are currently available. "Drug Trafficking" defines the issues surrounding drug traffickers who supply drugs to users, as well as traditional and alternative approaches to dealing with such criminals. "Drug Testing" explains why it is important to identify the drug abuser, defines ways to identify drug users, and answers questions about who should be tested. "Drug Education" explores the importance and effectiveness of controlling drug abuse through education and defines the appropriate audiences for drug education. Contact CRIME FILE, National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850 (800/851-3420).

### Book Review

The War on Drugs: Heroin, Cocaine, Crime, and Public Policy by James A. Inciardi. Palo Alto, CA: Mayfield Publishing Company, 1986. As the author readily admits, this book is both a "systematic and anecdotal" attempt to examine the "nature of

American drug policy against the backgrounds of social and cultural change — where this policy has been, where it is now, and where it ought to be going.” To achieve his goal, Inciardi interviewed drug users, dealers and traffickers, law enforcement agents and government officials in Miami, New York as well as several South American cities.

Chapters 1 and 2 provide a well-written, interesting and carefully documented historical review of America’s drug experience. One of Inciardi’s major themes is reiterated throughout both chapters: when the U.S. government tried to eliminate the use of dangerous drugs through legislation (the Harrison Act, 1914), the government subsequently created a greater problem of increased supplies. Thus, when drugs became illegal, illicit entrepreneurs filled the newly-created void and have continued to do so ever since.

Chapters 3, 4 and 5 are largely devoted to myth-breaking. Inciardi attacks the many myths Americans have about drugs, drug users and drug taking. In particular, he prepares in-depth rebuttals for three myths. First, as drug addicts became the objects of vigorous law enforcement activity, law enforcement groups eventually adopted the “criminal model of drug abuse” which held that a vast majority of drug users, especially those taking heroin, were members of criminal groups. Inciardi asserts instead that at least three types of addicts existed in 20th Century America: “middle-aged white southerners” addicted to drugs prescribed by or obtained from physicians through legal or quasi-legal means; “hidden addicts” with legitimate sources for drugs; and the “heroin street addict” from the socially and economically deprived segments of urban America who were forced to support their habits through illegal means.

Second, Inciardi laments that while most Americans believed through much of the 20th Century that narcotic addicts were responsible for a disproportionate amount of crime, it was not until the last decade that research was conducted to test this assumption. Such research, Inciardi notes, tends to support the historical hypothesis, but refutes another: narcotic users are not “driven to crime” by their enslavement to expensive drugs; instead, most studies indicate drug careers intensify already existing criminal careers, suggesting that “drugs drive crime”.

Third, Inciardi challenges the “enslavement theory of addiction” which states that once addicted to

narcotics, otherwise law-abiding citizens embark upon lives of crime to support their habits. In his analysis of opiate and nonopiate-using prostitutes, the author not only found the enslavement theory invalid, but suggests that “rather than initiating careers in prostitution, heroin use may actually serve to delay the onset of this criminal lifestyle.”

The final chapter provides an in-depth look at public policy that has shaped America’s “war on drugs.” Inciardi describes the federal approach to drug control as initially grounded in the “classic deterrence model” — using legislation and criminal penalties to discourage drug use and trafficking. When this approach proved unsuccessful, new components were added — treatment for the offender/user; prevention and education for would-be users; research to determine the best treatment, education and prevention strategies and programs; and interdiction initiatives to intercept drug shipments coming into the U.S. and to eradicate drug-yielding crops in other nations. While the strategies have changed, the approach has remained the same — the federal government believes that by eliminating the supply of drugs, the demand will also be eliminated.

Inciardi is not critical of the federal government’s philosophical approach or its drug control strategies. Instead, he asserts, what is wrong with the U.S. approach is that it “lacks a true commitment”, especially in terms of insufficient funds for prevention and treatment and halfhearted interdiction attempts. While claiming the government has “all the tools in place to launch a more effective drug-control strategy,” Inciardi outlines four strategies that could add greater commitment and bring about significant gains. First, use full military assistance and backing of interdiction efforts at U.S. borders by ending the rhetoric of a “war” on drugs and actually dealing with the matter as a military war. Second, increase the federal commitment to treatment programs currently in place and showing some success. Third, use “citizen ambassadors” — clinicians, researchers and educators in the drug field — to objectively work with nations involved in cultivation and trafficking of illicit substances and help them understand the implications of such activities. Fourth, convince policy makers that drug use is a changing phenomenon where different drugs come and go; thus, they need to vigorously pursue all approaches despite patterns of success or failure.

## VICTIM ASSISTANCE

### New Information from the Research Community

**\*\*Questions About Pornography's Effects Upon Consumers Studied** – The authors conducted a social science experiment to discover whether pornography causes its consumers to act aggressively toward women. After surveying college students who observed a series of pornographic films and still pictures, the authors concluded that the most dangerous films are those depicting “sexual violence against women”; that such films might influence the behavior of “young male adolescents”; and that women are demeaned as objects in pornography. Among their more controversial points was a suggested solution – providing more public education programs about the negative effects of pornography rather than punishing the offender – as well as a major question – might the traditional fear about the eroticism of pornography be as dangerous as its violent elements? (Source: Edward Donnerstein, Daniel Linz and Steven Penrod, The Question of Pornography: Research Findings and Policy Implications. NY: Free Press, 1987.)

**\*\*Abused Children Do Not Necessarily Become Abusing Parents According to New Study** – Two Yale researchers have challenged the belief that most parents who were abused as children subsequently abuse their own children. After reviewing over 40 articles in professional journals about child abuse research, the authors faulted many of the applied methodologies by illustrating that rates of abused children who became abusive parents varied widely from 18 to 90 percent. After reanalyzing the studies, the authors estimated that between 25 and 35 percent of abused children mistreat their own children, percentages far below those which are most often cited. The research also explained several factors that help deter formerly abused children from later harming their own children: being openly angry about the abuse experienced; receiving extensive family and friend support; being able to describe the abuse in great detail; being determined not to abuse their own children; having at least one parent who was loving and non-abusive; and having a current supportive spouse or lover. (Source: Edward Zigler and Joan Kaufman. “Do Abused Children Become Abusive Parents?”, American Journal of Orthopsychiatry, Vol. 57, No. 2 (April 1987):186-92.

**\*\*Retaliation of Battered Women Examined** – A New York task force report concluded that some battered women who killed their husbands had “no choice” but retaliation. After examining cases of battered women serving long prison terms for killing their spouses, former spouses or live-in partners, the report called the criminal justice system’s response to battered women “inconsistent and inadequate.” It then recommended changes for police, prosecutors, courts and lawmakers that would “prevent violence from reaching such a point that defending oneself by violence is the only option available to battered women.” While recognizing the changes many police departments have recently made, the report recommended a preferred policy of arrest be made in domestic violence cases (as has already been adopted by many departments in New York, including NYPD), mandatory arrest in all felony-level assault cases and for all protection order violations, requiring recruits and veteran police officers attend seminars conducted by battered women’s program staff members, and police maintenance and availability of filed orders of protection. (Source: STEPS to End Family Violence, Battered Women and Criminal Justice. New York: STEPS, 1987.)

**\*\*Reasons Battered Women Kill Their Husbands Examined** – In a new book based upon interviews with 250 physically abused women, including 42 charged with murder or attempted murder of their mates, the author explores the causes and consequences of such violence on families, discusses the criminal justice system’s response to these women, reviews laws traditionally applied to such cases and provides some defense options. Two findings are particularly interesting. First, several case histories demonstrated how romantic idealism sustained during the early stages of an abusive relationship actually fostered escalated aggression. Second, when comparing abused women who did not resort to lethal actions with those who used violence against their mates, very few differences were revealed in the female perpetrators. Instead, the differences occurred in the males’ behavior; in particular, those men who passed the limits of “acceptable” aggression through escalating violence or threatening children were more often killed by their female victims. (Source: A. Browne, When Battered Women Kill. New Jersey: Macmillan Publishing Company, 1987.)

## Informational Highlights

**\*\*12-Year Olds to Increasingly Become Victims of Violent Crime** – A 1987 Bureau of Justice Statistics (BJS) report, based on the average annual victimization rates reported in its National Crime Survey between 1975-1984, predicted that if current crime rates remain unchanged, about 80 percent of American 12-year olds will become victims of completed or attempted violent crimes in their lifetimes. The report, Lifetime Likelihood of Victimization by Herbert Koppel, further reported that during their lifetimes, an estimated three in ten young people will become victims of a completed or attempted robbery, about two in five are likely to be injured during a robbery or an assault, about seven in eight will become victims of personal theft three or more times, and about three in four will become victims of a completed or attempted assault. Contact NCJRS, Box 6000, Rockville, MD 20850 (800/732-3277).

**\*\*Almost 14.7 Million People Were Robbed or Were Victims of Robbery Between 1973 and 1984** – In a 1987 BJS report, Robbery Victims by Caroline Wolf Harlow, the Bureau found over the 12-year study period, about 1.2 million people were annually victims of robbery. Two-thirds of the victims lost money or property during the robbery, one-third were injured, almost one-fourth suffered both injury and property loss, about one-twelfth experienced a serious injury (rape, knife or gunshot wounds, broken bones, knocked unconscious), and one-half were attacked (shot at, knifed, hit, grabbed or held). The robbers brandished weapons in almost half of the robberies, were more likely to have weapons than other types of criminal offenders and committed about one-half of the robberies at night. Further, two-fifth of the robberies occurred on the streets, one-fifth occurred either at or near the victim's home and one-third were committed by guests, relatives, or repair persons who had permission to be in the victim's home. Contact NCJRS, Box 6000, Rockville, MD 80850 (800/732-3277).

**\*\*California's New Domestic Violence Reporting Law Leads to Statistical Increases** – The new law requiring authorities to report domestic violence as criminal activity accounted for almost half of the 8.9 percent increase recorded by 44 law agencies in 1986. Crime 1986 in Selected California Law Enforcement Jurisdictions reported the following increases: aggravated assault, 36.3 percent; motor

vehicle thefts, 13.9 percent; willful homicides, 10.7 percent; robberies, 7.1 percent; forcible rape, 4.2 percent; burglaries, 1.0 percent. Contact the Bureau of Criminal Statistics, Office of the Attorney General, P.O. Box 903427, Sacramento, CA 94203 (916/739-5166).

**\*\*Veterans' Post-Traumatic-Stress Disorders (PTSD) Affects Their Families** – While the U.S. Veterans Administration estimates that up to 800,000 Vietnam veterans suffer from some degree of PTSD, little attention has focused on its effects upon their children. During a March 1987 conference of school psychologists, researchers reported that such children often have the same symptoms as their fathers, especially war nightmares and difficulties being intimate and making friends. In a program unique to the nation, Charlottesville, Virginia's Community Outreach to Vietnam-Era Returnees (COVER) has begun ongoing counseling for children of Vietnam veterans. Contact COVER, P.O. Box 1280, Charlottesville, VA 22902 (804/971-8449).

**\*\*Survivor Therapy for Victims of Extreme Trauma Gains Recognition** – A new medical specialty, survivor therapy, involves rehabilitating victims of irrational and extreme violence, especially those who have been tortured – Vietnam veterans and former POWs suffering from Post-Traumatic-Stress Syndrome, rape victims, battered wives, hostages, and survivors of the Holocaust and terrorism. The world's largest research and treatment center, the Canadian Center for the Investigation and Prevention of Torture founded in 1983, employs over 100 physicians, social workers, lawyers and volunteers to study and work with such trauma victims. Contact the Canadian Center for the Investigation and Prevention of Torture, Dept. P, 10 Major St., Toronto, Ontario, Canada M582L1.

**\*\*Survey Finds 346 Programs Working with Adolescent Sexual Offenders** – A Prison Research Education Action Projects (PREAP) survey conducted in 1986 found 346 specialized treatment programs operating in the U.S., while its author, Fay Honey Knopp, cited the addition of over 160 more such programs by 1987. About 20 percent of the surveyed programs were residential, half private and half located in public detention centers and mental health facilities; the other 80 percent offered outpatient group, family and individual therapeutic services. For a copy of the survey, contact the Safer Society Press, 3049 East Genesee St., Syracuse, NY 13224 (315/446-6151).

## New Resources

"Evaluating Developmentally Disabled Victims of Child Sexual Abuse" is a new training video for professionals working with disabled children who have been sexually abused. Contact the Center for Child Protection, Children's Hospital and Health Center, 8001 Frost St., San Diego, CA 92123 (619/576-5803).

Three New Elder Abuse Videotapes are available: "The Hidden Sorrow: An Overview"; "In Pursuit of a Life without Violence: Intervention Strategies"; and "Difficult Choices: Ethical Issues in Casework." Contact Project Idea, University Center on Aging, University of Massachusetts Medical Center, 55 Lake Avenue North, Worcester, MA 01605 (617/856-0011).

Elderly Crime Victims can benefit from the "Crime and Older Americans Information Package" which contains data on persons aged 65 and older who were robbed or assaulted in 1984, names and addresses of organizations that can provide further information, and a list of further readings. Contact NCJRS, Box 6000, Rockville, MD 20850 (800/732-3277).

Date Rape Prevention for Teens, a three-day program consisting of lecture, discussion, class participation and drama therapy, is offered by the Sexual Assault Prevention Program (SAPP) of the Laguna Beach California Community Clinic (LBCC). Contact Karen Luttecke, Program Coordinator, SAPP, Laguna Beach Community Clinic, Laguna Beach, CA 92651 (714/494-9429).

Understanding Sexual Abuse and Date Rape, coauthored by Marybeth Roden and Gail Abarbanel, explains how sexual abuse and date rape happen and can be prevented, demythifies the "blame" factor, explores how rape victims feel and provides information about how to get help if someone has been assaulted. Contact the Rape Treatment Center, Santa Monica Hospital Medical Center, 1225 Fifteenth St., Santa Monica, CA 90404 (213/319-4000).

"You Don't Have to Molest That Child" challenges adults who sexually abuse children to admit he or she has a problem and outlines how the offender or potential offender can break the cycle

of guilt, temptation and molestation. Contact the National Committee for Prevention of Child Abuse, 332 So. Michigan Ave., Chicago, IL 60604 (312/663-3520).

President's Child Safety Partnership-Final Report 1987 provides 31 recommendations about how the private sector, the child-serving community, parents, concerned citizens, and various levels of government can help reduce child victimization. Contact the National Victims Resource Center, Office for Victims of Crime, Box 6000, Rockville, MD 20850 (800/732-3277).

Victim-Offender Reconciliation Mediation Program Directory lists and describes 47 American, Canadian and British programs that utilize face-to-face meetings between a victim and offender in the presence of a trained mediator, as well as 13 others currently being developed. Contact PACT, 901 Washington St., P.O. Box 177, Michigan City, IN 46360 (219/872-3911).

Nation's First National Toll-Free Domestic Violence Hotline (1-800-333-SAFE), funded by Johnson and Johnson Company in partnership with the National Coalition Against Domestic Violence (NCADV), connects callers with trained staff and volunteers who provide information on domestic violence and local shelter referrals. Contact NCADV, 1000 16th St., N.W., Washington, D.C. 20036 (202/293-8860).

Crimes Against Women by William J. Bopp and James J. Vardalis, analyzes a wide spectrum of crimes against women and discusses the importance of neighborhood organizations and informal citizen action in preventing and dealing with such crimes. Contact Charles C. Thomas, Publisher, 2600 So. First St., P.O. Box 4709, Springfield, IL 62717 (217/789-8980).

A Prosecutor's Guide to Victim Witness Assistance: How to Set Up A Program in Your Office provides guidelines for designing and implementing, providing a wide range of services, and receiving financial assistance for a victim witness assistance program. Contact the Victim Witness Coordination Program, National District Attorneys Association, 1033 No. Fairfax St., Suite 200, Alexandria, VA 22314 (703/549-9222).

## Book Review

Domestic Tyranny: The Making of American Social Policy Against Family Violence from Colonial Times to the Present by Elizabeth Pleck. New York: Oxford University Press, 1987. The author defends two primary themes by tracing them from colonial times through the mid-1980s: family violence is not a new phenomenon, and the history of social policy against family violence has been characterized by the desire to uphold the "Family Ideal" of an intact, male-dominated, two-parent nuclear family. To prove her themes, Pleck guides the reader through four historical periods, differentiating in each the evolution of attitudes toward and public policies dealing with child abuse and wife beating.

From 1640 to 1680, the Puritans of colonial Massachusetts enacted the first laws in the world against both "unnatural severity" to children and wife beating. These early reformers intervened, however, "only to correct the most severe abuses rather than protect the rights of individuals." Public intervention was rarely used and was justified "only to the extent that it restored family order" by preserving the male-dominated family unit and because it helped "define the boundary between the saint and the sinner," demonstrating to the community that God indeed punished sin.

From the 1840s to the 1890s, temperance reformers became the first Americans to campaign against domestic violence while conscientious reformers lobbied against corporal punishment and helped create societies for the prevention of cruelty to child (SPCCs). Nonetheless, Pleck emphasizes, those advocating such changes were guided as well as hindered by a firm belief in family privacy that scorned public intervention as disruptive and unnatural in all but the most extreme cases. Additionally, domestic violence reform was hampered by two different groups of reformers: the radical feminists who advocated familial breakup via divorce for the "drunkard's wife" who was beaten, and the conservative "social purity reformers" who tried to control "male brutishness and protect the purity of the home."

From the early 1900s to the late 1950s, child rearing and parenting dominated most approaches to domestic violence. Family problems were

attributed primarily to the lower classes and thus arose the common belief that outside intrusion into the family was no longer unnatural, but actually required. Who was to be in charge of such intrusion became a major issue during this period. Essentially, two approaches developed. First, during the initial two decades of the 20th Century, juvenile, family or domestic relations courts were created to handle family violence disputes. Second, throughout the next three decades, psychiatric professionals believed counseling was a more appropriate intercession than that offered by the police and the courts. Again, both efforts were guided by the same historical motive: keeping the family intact and headed by a wage-earning father.

Beginning in the early 1960s, Pleck claims, family violence was "rediscovered." The decade began with a small group of attorneys, social workers, physicians and government officials making child abuse a social issue by lobbying for state child abuse reporting laws as well as federal legislation which allocated funds to address this newly-defined public issue. It was also during this era that wife beating became an issue for public discussion for the first time in almost 70 years. Due to the "rebirth of feminism" and the rise of the anti-rape movement, women's coalitions helped pass the first new state laws concerning wife abuse and awakened the nation's conscience to the problems of the battered woman. Regardless of such progress, Pleck again reiterates, this current era continues to favor the historical belief that the family "after undergoing some sort of treatment, can and should be restored." Thus, while today's policies now also seek to protect the victim, they are still primarily guided by the historical belief in preserving the home and the "Family Ideal."

Pleck concludes by asserting that the historical conflict between protecting the victim and preserving the family has forced public policy to cling to the outmoded rhetoric of the "Family Ideal". What is needed instead, she believes, is a new but probably unpopular public policy: the recognition that when the individual liberties of women and children within the nuclear family are respected, it is often inconsistent with preserving the family. Her analysis as well as her controversial conclusions make Pleck's book an excellent resource for all those concerned with both the evolution and current implementation of public policies dealing with domestic violence.

## CRIME SUPPRESSION

### New Information from the Research Community

**\*\*Racism in the Criminal Justice System Studied** – Author W. Wilbanks reviewed literature and research dealing with racism and the criminal justice system and then examined several specific areas for evidence of racism, including inmate relations, inmate classification and discipline, sentencing patterns, plea bargaining, bail decisions, deadly force decisions and police deployment. Foremost among his conclusions was that while individual cases of racial prejudice and discrimination do occur within the system, not enough evidence exists to support the charge of “systematic racism” against blacks. Indeed, he asserts that although the actions of individual police officers, prosecutors, judges, prison and parole officials as well as offenders may discriminate, these biases are not indicative of a pervasively discriminatory system. (Source: W. Wilbanks, The Myth of a Racist Criminal Justice System. Monterey, CA: Brooks/Cole Publishing, 1987.)

**\*\*Link Between High Arrest Rates and Effective Incarceration in California Examined** – In a recent report from the California Attorney General’s Office, the author found that of all the young men in California who turned 18 in 1974, about 11 percent (26,000) were arrested three or more times before they were 30 years old while 33 percent were arrested at least once before turning 30. Based upon these findings, several important conclusions were drawn. First, being arrested is not an uncommon experience for young adult Californian males. Second, if a chronic arrestee is defined as someone arrested three or more times, California’s criminal justice system “must be prepared to absorb 26,000 new chronic arrestees.” Third, given that such large portions of the population are involved in crime, incapacitation may “prove to be an inefficient use of resources.” (Source: Robert H. Tillman, The Prevalence and Incidence of Arrest Among Adult Males in California. Sacramento, CA: California Office of the Attorney General, Bureau of Criminal Statistics, 1987.)

**\*\*Feasibility of Fines as Criminal Sanctions Explored** – A recent study examined the results of three NIJ-funded reports dealing with ways to effectively impose and enforce fines in

criminal cases. In general, the studies found fines are being used extensively across the nation, most often with first offenders with a known ability to pay and who have been sentenced for passing bad checks, harassment, auto theft of \$5,000 value, assault with a minor injury, embezzlement of \$10,000, land deal fraud and sale of an ounce of cocaine. Fines are not being used as an alternative to incarceration or probation and they are rarely imposed on offenders with prior records or those sentenced for moderately serious offenses. Several other issues are also discussed: the amounts of fines imposed, the types of information used in determining a fine for sentencing, judges’ attitudes about fines, collection and enforcement of fines and the fairness of fines. Among the authors’ most notable conclusions is that the Scandinavian day-fine system may be adaptable to American courts. That system allows sentencing criminal court judges to impose monetary punishments commensurate with offense seriousness, offender culpability, and offender ability to pay. The study optimistically hopes an NIJ-sponsored scientific test of the day-fine concept currently operating in Staten Island, New York will provide the data to support their conclusions. Several recommendations for judges, court administrators and clerks and new legislation are also included. (Source: Sally T. Hillisman, Barry Mahoney, George F. Cole and Bernard Auchter, Fines as Criminal Sanctions. Washington, D.C.: NIJ, September 1987.)

**\*\*Existing Private-Sector Contracts for Correctional Facilities Examined** – In an NIJ-commissioned report conducted by the Council of State Governments and the Urban Institute, existing contract programs in all 50 states were analyzed to uncover the policy and program implications of contracting with the private sector for correctional operation and management. Two major trends were discovered: from November 1985 through September 1986, about 1,200 adults were held in secure correctional facilities privately operated for state and local governments; and during the same time period, many states contracted extensively for work release, pre-release and other non-secure detention space, including California contracts for 1,700 non-secure beds. Based upon the responses from 22 states, the authors’ identified four major areas into which 23 issues regarding contracting fell: legal issues, policy and program issues before deciding to contract, RFP and contract issues,

and contract monitoring and evaluation issues. (Source: Council of State Governments and the Urban Institute, Issues in Contracting for the Private Operation of Prisons and Jails. Rockville, MD: NCJRS, 1987.)

**\*\*Extent of Households Touched by Crime in 1986 Measured** – In the U.S. Bureau of Justice Statistics' (BJS) seventh annual report of households touched by crime, researchers found that one-fourth of the nation's households were affected by a crime of violence or theft in 1986, representing "no measurable differences" over the previous year. Urban households (29 percent) and black households (27 percent) with incomes of \$25,000 or more were more likely than others to be affected by crime. As in previous years, black, low-income and urban households were more often victims of "crimes of high concern." For instance, households with incomes below \$7,500 experienced violent crimes and burglaries to a greater degree than households in higher income categories. For the first time, regional data was measured and produced some important findings: households in the Northeastern U.S. were least vulnerable to crime, while those in the Western U.S. were most vulnerable (19 percent compared with 30 percent); homes in the Northeast were less likely than those elsewhere to be affected by a theft, burglary or assault; and Western homes were more vulnerable than others to burglaries and theft. (Source: Michael R. Rand, Households Touched by Crime, 1986. Washington, D.C.: BJS, June 1987.)

### Informational Highlights

**\*\*BJS Reports Data on Execution of Death Row Inmates** – The most recent BJS data indicates 1 of every 42 Death Row inmates has been executed since the Supreme Court reinstated capital punishment. From 1977 to 1986, of the 2,839 convicts under the death sentence, 68 were executed, including 18 during 1986. At the end of 1986, 1,781 inmates were on Death Row. Contact BJS, 633 Indiana Ave., N.W., Washington, D.C. 20531 (800/851-3420).

**\*\*National Issues Forum (NIF) Extends its Program to Prison Inmates** – Begun in 1981, NIF encourages quality public issues discussion by providing nonpartisan books on critical issues as well as opportunities for citizens to discuss their concerns with each other and prominent policymakers. In 1986, NIF extended its program to include prison inmates through a new component – the NIF Literacy Project.

Currently, inmates in Georgia, Minnesota, Indiana, New Mexico and Ohio prisons are involved in regular study groups which meet to research and discuss issues explained in NIF booklets and current articles supplied by study group moderators. Afterwards, participants complete opinion questionnaires which are tabulated along with all other NIF participants and then communicated to national-level politicians. Contact Robert Lehman, NIF Literacy Project, 5335 Far Hills Ave., Dayton, Ohio 45429 (513/434-7300).

**\*\*Federal Bureau of Prisons (BOP) Implements Mandatory Education Program** – Several years ago, the BOP recognized that most inmates have negative attitudes about school and education in general and that many were functionally illiterate. Subsequently, it adopted a mandatory policy requiring that inmates reading below the 6th grade level participate in a literacy program for a minimum of 90 days. After a few years, the BOP found the policy so effective that the minimum level was increased to 8th grade. Currently, more than a half dozen states have adopted similar programs, including Virginia's "no read, no release" approach that requires inmates reading below 6th grade level to participate; their level of participation and achievement are, in turn, reported to the parole board. Contact the BOP, 320 First St., N.W., Washington, D.C. 20534 (202/724-3250).

**\*\*Computer Crime Units Becoming Increasingly Popular** – Law enforcement agencies across the nation are beginning to use specially-trained officers to catch electronic criminals, or "hackers", who illegally break into mainframe computer terminals and manipulate the data for their own gain. Police departments in Los Angeles, St. Louis, New York and Chicago recently formed special computer fraud units and some smaller cities have sent officers for specialized training offered by the FBI, local district attorney's offices, state attorneys general offices or private computer security companies. For further information, contact Steve Albrecht, San Diego Police Department, P.O. Box 9292, San Diego, CA 92109 (619/581-6644).

**\*\*Centers for Disease Control (CDC) Reports Suicide and Homicide Are Leading Causes of Premature Death for Americans** – After accidents, cancer and heart disease, CDC research indicates that suicide and homicide are the leading causes of premature death. Based upon the most recently-available statistics in 1984, CDC found 29,286 Americans committed suicide

while another 19,796 were killed. The average suicide occurred at the age of 43 and the average age of homicide victims was 34. White men suffered the highest suicide rate and black men had the highest death rate from homicide. Further, firearms were involved in 57 percent of the suicides and 61 percent of the homicides. For more information, contact Centers for Disease Control, Atlanta, Georgia 30333 (404/329-3651).

**\*\*Uniform Crime Reports (UCR) Redesignated and Tested in 14 States**—The Federal Bureau of Investigation (FBI) and BJS have been working on a redesigned UCR system that eliminates the traditional Part I and Part II Index and replaces it with a more detailed and functional reporting system. In early 1987, South Carolina became the first demonstration site for the actual collection of field data under the new system. By mid-1987, 13 other states, including California, received funding to implement the redesigned UCR program. By early 1988, twenty states had received funding to test the new system. Realistically, the FBI predicts a fully-functional national system will be effective in about three years. For more information, contact the FBI, Tenth and Pennsylvania, N.W., Washington, D.C. 20535 (202/324-3000).

**\*\*National Sheriffs' Association (NSA) Announces First Law Enforcement Explorer Post Advisor Award**—Beginning in 1988, the NSA will recognize an outstanding sheriff's department and individual Post Advisor for their contribution to Law Enforcement Exploring. The deputy will be selected in March and the award presented to the winner at the NSA Annual Conference in June 1988. For more information, contact the NSA, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

**\*\*California Records Increasing Auto Thefts**—The California Highway Patrol (CHP) recorded 208,000 vehicle thefts in 1986, representing a 16.4 percent increase over the previous year. Los Angeles County had the greatest number of thefts, followed by San Diego and San Francisco. Working cooperatively to combat the problem, the California State Automobile Association (CSAA) and the CHP have created the "10851 Award" program that recognizes enforcement officers who demonstrate superior recovery of stolen vehicles and apprehension of vehicle thieves. For more information, contact CSAA, P.O. Box 1860, San Francisco, CA 94101 (415/565-2012)

## New Resources

**Free Materials for Retired Law Enforcement Volunteers** are currently available from the American Association of Retired Persons (AARP). "Citizen Volunteers in Law Enforcement Agencies" is the result of an 18-month study that assessed the nature and extent of volunteers who work with law enforcement agencies across the nation. The Law Enforcement Volunteers newsletter promotes volunteer involvement and provides program models and training examples for volunteer managers. Contact AARP, Criminal Justice Services, 1909 K St., N.W., Washington, D.C. 20049 (202/728-4363).

The **International Association of Computer Crime Investigators** was recently reactivated in an effort to professionalize computer crime investigation on a global basis. The Association will promote training, certification and ethical standard setting for computer crime investigators. Contact Jack Bologna, President, Computer Protection Systems, Inc., 150 No. Main St., Plymouth, MI 48170 (313/459-8787).

**NSA Offers Two New Projects** for criminal justice personnel. "Violence Against Children in the Family" is a program designed for law enforcement, probation and parole officers, prosecutor staff and child abuse protective service workers who investigate child abuse, neglect and incest cases. A stress management technical assistance program for county and local criminal justice agencies is also being developed. Contact Anna Laszlo, NSA, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

**Four New NIJ "Crime File" Videos** designed for criminal justice personnel are currently available. "Private Prisons" discusses recent developments and the major issues and controversies surrounding the contracting for correctional services debate. "Restitution and Community Service" examines the historical roots and contemporary services as well as the rehabilitative effects of community restitution. "What Works—Research and the Police" explores historical police research, highlights the Kansas City Preventive Patrol Experiment as well as several others, and lists the requirements for successful experimentation. "Probation" defines probation, examines its effects upon recidivism, and explores its use as an intermediate sanction. Contact CRIME FILE, National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850 (800/851-3420).

Police Foundation and BJA Cooperatively Provide Free Consulting and Training Services to law enforcement agencies planning or implementing programs in five anti-crime areas: STING operations, organized crime investigations, white collar crime investigations, arson investigations, and Integrated Criminal Apprehension Programs (ICAP). Contact James Ginger, Director, BJA/Police Foundation, Technical Assistance and Training Project, 1001 22nd St., N.W., Suite 200, Washington, D.C. 20037 (202/833-1460).

Inmates' Legal Rights, Revised Edition 1987, an updated handbook compiled by the NSA, discusses inmates' rights and provides answers to many questions posed by jail administrators and their staff. Contact NSA, 1450 Duke St., Alexandria, VA 22314 (800/424-7827).

Two New Law Enforcement-Oriented Films are now available from AIMS Media. "Recognizing Drug Abuse", in film or video format, explains the symptoms and behaviors associated with drugs commonly found in correctional facilities and suggests procedures for officers to follow with inmates involved in such drug usage. "Domestic Disturbances" provides training information for effective family crisis intervention and teaches behaviors that will assure officer safety. Contact AIMS Media, 6901 Woodley Ave., Van Nuys, CA 91406 (800/367-2467).

Sherwood Communications, Distributor of Surveillance, Security and Communications Equipment, has released its 1988 Product Catalog with over 125 items of interest to law enforcement and security personnel. Contact Russell Vas Dias, Sherwood Communications Association, Ltd., 1310 Industrial Hwy., Southampton, PA 19866 (215/358-9065).

American Bar Association's (ABA) New Periodical, Bail Reform Act Reporter, summarizes cases interpreting the federal Bail Reform Act of 1984. Contact Bonita Davis, ABA Criminal Justice Section, 1800 M St., N.W., 2-South, Washington, D.C. 20036 (202/331-2260).

#### Book Review

Governing Prisons: A Comparative Study of Correctional Management, by John J. Dilulio Jr. New York: Free Press, 1987. After conducting extensive interviews with top prison administrators and staffs in three states - California, Michigan and Texas - Dilulio has

written a book about how to successfully manage prisons that is sure to elicit heated controversy. In essence, he rejects two notions about prison management that are popular in many correctional circles across the nation. First, he rejects the sociological theory of prison management which asserts that prisoners themselves will inevitably establish their own informal system of order which prison managers must accommodate. Instead, he maintains that what really maintains order within the prison environment is a strict normative system enforced by a rigid, hierarchical political system governed by an intelligent autocrat, carried out by an efficient functionary staff, and followed by obedient inmates.

Second, he postulates that violence and other problems prevalent in many prisons are not caused by overcrowding, poor training, staff shortages or a breakdown in the informal prisoner society. Rather, he asserts, contemporary turmoil is caused by prison administrators who have not imposed an appropriate social control regime which he calls a "paramilitary prison bureaucracy, led by able institutional managers and steered by a talented executive...." Thus, to Dilulio, the most successful prison managers are those that maintain authoritarian regimes.

To support such conclusions, he points to the failures of the Michigan and California systems which have experienced excessively high rates of disorder, especially assaults, homicides and disciplinary actions. Michigan's "responsibility model" relies upon "measures that maximize inmate responsibility", while California's "consensual model" encourages management to elicit inmate and staff opinions which, in turn, forces management to cater to their demands. What is needed, claims Dilulio, is a management system typical of the 1962-72 administration of Texan George Beto who experienced very low rates of disorder. Under Beto's regime, "inmate obedience, work and education, roughly in that order" was not only demanded, but achieved with less staff, less money, and under more crowded conditions than the other two state systems.

In theory, Dilulio's solutions are both simple and inexpensive. However, he does not suggest how an authoritarian prison management system is established, maintained or financed. Thus, while the book is an interesting, if controversial, addition to the growing literature on prison management, it provides primarily an alternate professional perspective of three state systems rather than a blueprint for managerial action.

## JUVENILE JUSTICE AND DELINQUENCY PREVENTION

### New Information from the Research Community

#### **\*\*Annual Carnegie Report Declares a High Proportion of "Developmental Casualties" Among American Teenagers –**

In his review of adolescent behavior during 1986, Dr. David A. Hamburg, former chairman of the Department of Psychiatry at the Stanford School of Medicine, reviews several "developmental casualties" that have "visibly damaged" the American teenager: 25 percent do not graduate from high school; 10 percent of teenage girls become pregnant; 54 percent of high school seniors have used marijuana during some period of their lives and 40 percent used some illicit drugs other than marijuana; more than 20 percent smoke cigarettes; and almost 6 percent are daily users of alcohol. However, the author praises at least two "useful interventions" that appear to be helping many American teenagers: the "peer-mediated approach" whereby trained adolescents counsel others who need help has achieved significant success in several specific programs and research projects outlined in the report; and the "training for life skills" approach which prepares youth to resist negative social influences and subsequently build self esteem. Dr. Hamburg feels a crucial task for society is "to help adolescents learn about themselves." To that end, he outlines the Carnegie Corporation's new project, the Council on Adolescent Development, which is composed of national leaders who will help young people "make a more successful transition to adulthood" by bringing together existing information about adolescence and making it widely available to the interested public. (Source: Dr. David A. Hamburg, Preparing for Life: The Critical Transition of Adolescence. New York: The Carnegie Corporation, 1987.)

**\*\*Controversy Over Link Between TV Movies and Youth Suicide Reported –** In a recent California and Pennsylvania-based study, the authors found no increase in youth suicides during a two-week period after three television movies on youth suicide were shown. The findings contradict those of an earlier study which found that shortly after "Hear My Cry", "A Reason to Live" and "Surviving" were broadcast, youth suicides in the New York City metropolitan area

increased. The authors concluded that "it is premature to be concerned about the possibly fatal effects of fictional televised films about suicide." Instead, the research indicates actual youth suicide stories that are widely reported on television and in newspapers are more likely to influence youth suicide than fictional television movies. (Source: David Phillips and Daniel J. Paight. "The Impact of Televised Movies About Suicide: A Replicative Study," New England Journal of Medicine, Vol. 317, No. 13 (September 24, 1987):809-811.)

**\*\*Intervention Blueprint for Combatting Juvenile Prostitution Released –** With the assistance of a U.S. Department of Health and Human Services grant, the National Association of Counties Research, Inc. and the University of Oklahoma Center for Youth Services conducted a lengthy series of interviews with police, county officials, social service professionals and program administrators across the nation who work with homeless and exploited children. The resulting manual details the creation, implementation, and management operations of several intervention programs that are successfully combatting juvenile prostitution. Key to the success of each is a coordinated local law enforcement and social service system response which provides necessary emergency and support services for juvenile prostitutes. (Source: Marcia I. Cohen, Identifying and Combatting Juvenile Prostitution: A Manual for Action. Tulsa, OK: University of Oklahoma, National Resource Center for Youth Services, 1987.)

**\*\*Consequences of Placing Youths in State Prisons Examined –** In a new study sponsored by the National Institute of Juvenile Justice and Delinquency Prevention (NIJJD), the authors interviewed two sample groups of juvenile offenders who were sentenced to adult prisons for committing violent offenses: 59 youths sent to juvenile training schools and 81 youths sent to state prison through the Boston, Memphis, Detroit and Newark court systems. When asked about their victimization experiences, 36.7 percent of the training school youth compared with 45.7 percent of the prison group said they had experienced a violent attack. Further inves-

tigation revealed that imprisoned youth were five times more likely to be sexually assaulted, twice as likely to suffer a beating from a staff member, and twice as likely to be attacked with a weapon than those youth in a training school. Consequently, the authors warn against "hidden or delayed" social costs that may offset any benefits from long-term prison confinement versus shorter-term stays in training schools where offenders receive treatment. The authors conclude that rather than learning the necessary social skills for adulthood, imprisoned youth are more inclined to learn the "reciprocal cycle of victimization and retaliation" and "exhibit violent behavior upon release". Among the recommendations is an appeal to policymakers to "weigh the risks of future crime and violence" when deciding the fate of violent juvenile delinquents. (Source: Jeffrey Fagan, Martin Forst and T. Scott Verona, Youth in Prisons and Training Schools: Perceptions and Consequences of the Treatment-Custody Dichotomy. San Francisco, CA: URSA Institute, 1987.)

### Informational Highlights

**\*\*New Study Will Estimate the Number of America's Missing Children** – An Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant has been awarded to the University of New Hampshire's Family Research Laboratory to produce reliable estimates of the number of missing children including runaways, throwaways, and parental and stranger abductions. The study will survey 40,000 households about missing children incidents and will examine stranger abduction data recorded by law enforcement agencies in 20 metropolitan counties. Contact OJJDP, 633 Indiana, N.W., Washington, D.C. 20531 (202/724-5929).

**\*\*Study of Homeless Children Conducted by the Child Welfare League of America (CWLA)** – In conjunction with Travelers' Aid International, CWLA studied 163 homeless families with 331 children at eight Travelers' Aid sites (Washington, D.C., Tampa, Detroit, Milwaukee, Salt Lake City, Houston, San Francisco and Los Angeles) during a two-month period. Researchers found that upon becoming homeless, the vast majority had initially stayed with family and friends but by the third month, 75 percent of the families had exhausted such resources. Other

findings included 63 percent of the women and 41 percent of the men had been unemployed for at least three months; 20 percent of the children had spent the previous night in a vehicle, bus or train station; 25 percent of the children had spent the previous night in a shelter; and almost 50 percent of the school-age children were not attending school. Contact CWLA, Inc., 440 First St., N.W., Washington, D.C. 20001 (202/638-2952).

**\*\*"Teens, Crime and the Community Initiative" Project To Be Continued** – With an OJJDP grant, the National Crime Prevention Council (NCPC) and the National Institute for Citizen Education in the Law (NICEL) will be able to continue and expand its successful program. The program consists of a high school curriculum that teaches teens about the disproportionately high levels of teenage victimization while promoting student crime prevention, victim assistance and neighborhood improvement projects. During the 1986-87 academic year, over 18,000 youth benefitted from the program and it is predicted that the new grant will reach as many as 30,000 teens in 20 cities across the nation. Contact Terry Modglin, Director of Youth Programs, NCPC, 733 15th St., N.W., Suite 540, Washington, D.C. 20005 (202/393-7141).

### New Resources

**Assessing the Needs of Homeless and Runaway Youth**, a manual to help community organizations assess the needs of homeless and runaway youth has been prepared by Covenant House in New York City. Contact Covenant House, Consultation Unit, 460 W. 41st St., New York, NY 10036 (212/613-0300).

**The Psychology of Child Firesetting-Detection and Intervention**, a new book by J. Gaynor and C. Hatcher, provides mental health professionals with research, clinical experience, program planning and evaluation information for working with child and adolescent firesetters. Contact Brunner/Mazel, Inc., 19 Union Square, New York, NY 10003 (212/924-3344).

**"Why Can't Anyone Hear Me?": A Guide for Surviving Adolescence**, by Monte Elchiness, suggests ways students and teachers can improve communications and strengthen relationships. Contact Monroe Press, 16107 Gledhill St., Sepulveda, CA 91343 (818/891-6464).

Group Homes for Teenagers: A Practical Guide by Albert L. Shostack is a comprehensive handbook about planning, operating and financing community-based group homes for psychologically disturbed and socially maladjusted teenagers. Contact Human Sciences Press, Inc., 72 Fifth Ave., New York, NY 10011 (212/243-6000).

New Covenant House NINE-LINE assists any young person or parent 24-hours a day through its toll-free number — 1-800-999-9999. Phones are answered by trained staff members and volunteers who have immediate computer access to appropriate support services in the city of the caller's origin. The Covenant House respondent remains on the phone while arranging a conference call that puts a runaway or homeless young person in contact with his/her family or with an agency that can guarantee the necessary assistance. Contact Covenant House, 460 W. 41st St., New York, NY 10036 (212/613-0300).

### Book Review

The Quicksilver Years: The Hopes and Fears of Early Adolescence by Peter Benson, Dorothy Williams and Arthur Johnson. San Francisco, CA: Harper & Row, 1987. This study examines the beliefs, values and behaviors of a population which is too often ignored by the research community — ten-through fourteen-year-olds who attend middle and junior high schools. With funding from The Lilly Foundation, the Search Institute worked with 13 youth-serving organizations that administered a survey to a national, representative sample of their members in this age group. Although the survey addressed many issues, this review focuses only upon those survey questions and responses directly relevant to juvenile justice researchers and practitioners.

When asked to state how much they worried about 20 specific issues, 5th and 6th grade students included victimization in their top three items. Consequently, the authors posit that young children are "not as immune to 'real world' concerns as some would hope." Additionally, "antisocial behavior", defined in the study as physical aggression as well as standard breaking, was frequent among survey respondents and, not surprisingly, became more frequent as the youth progressed from 5th to 9th grade. When asked about certain behavior committed during the 12

months prior to the survey, 27 percent of all respondents reported committing one of more acts of vandalism; 64 percent of the boys and 32 percent of the girls reported they had "hit or beat up another kid"; 16 percent of the boys reported they had been involved in six or more fights; and about 20 percent of all youth in each of the five grades reported stealing something one or more times.

When asked about chemical use during the 12 months prior to the survey, 22 percent of 5th graders reported alcohol use; 53 percent of 9th graders had used alcohol, while 14 percent of the 9th graders reported drinking alcohol 10 times or more; 47 percent of 9th graders had attended a party where peers were drinking; 35 percent of all respondents reported using alcohol one or more times; and 13 percent of all youth in the study reported using marijuana.

A particularly interesting aspect of the study was the voluntary participation of over 10,000 parents who completed the survey. Based upon these parental responses, the authors made several important conclusions: because mothers and daughters are more willing than males to seek help with parenting and growing up, substantial shifts in sex-role expectations are essential; parents must establish an open relationship with their children during the early years so that children will share their problems with parents rather than with peers; and although many young people would like to discuss values and morality with their parents, they fail to do so because both parents and children lack the necessary communication skills, a certain "at home diplomacy" for controversial discussion, an appropriate "trigger event" and the courage to take on a particular issue.

While the survey results produced some important information, by the authors' own admission, the surveyed group reflects limitations that must be considered. Indeed, because all 13 participating organizations are affiliated with a national church, the study's findings illustrate the responses of youth and parents "who are relatively stable, both emotionally and socially, and who are relatively active in a church." Thus, while the study provides useful information about the behavior of many young adolescents, it does not begin to measure the behavior of the more troubled youth from unstable home and social backgrounds.

## FUNDING IN THE CRIMINAL JUSTICE FIELD

### Focus on Funding: Alternative Dispute Resolution (ADR)

Alternative Dispute Resolution (ADR), the umbrella term used to describe the many alternatives to the traditional court process, has become increasingly popular over the past several years. The specific techniques of ADR vary from program to program – participation may be voluntary or mandated; parties may represent themselves or be represented by counsel; decisions may be made by a third party or by the disputants; the procedures may be informal or formal; the settlement may be recommended or legally enforceable. Perhaps the easiest way to describe the many ADR techniques is to devise a continuum of procedures. Adjudication, the most formal process, results in decisions enforceable by law. During the less formal arbitration process, a neutral third party hears arguments, reviews evidence and renders a binding or non-binding decision. Mediation occurs when an impartial party facilitates discussion among disputants, suggests possible solutions and helps them reach a voluntary agreement. Finally, negotiation involves a voluntary process in which disputants address and arrange their own settlements.

Such flexibility has resulted in the growth of many types of ADR activity: neighborhood justice centers, corporate dispute resolution programs, divorce and family mediation services, public policy dispute resolution alternatives and a wide variety of court programs. By 1987, ADR had captured so much attention that at least 125 accredited law schools and several business schools offered courses in dispute resolution. Educational institutions, however, have not maintained a monopoly on such interest. As early as 1982, several funding sources began providing grants for a wide variety of ADR programs – from regulatory rulemaking and employee relations to environmental and judicial matters.

Allocating about \$7 million in grants, five funders (Ford Foundation, William A. and Flora Hewlett Foundation, John D. and Catherine T. MacArthur Foundation, AT&T, and the Prudential Foundation) provided the initial leadership in 1982 by creating the National Institute for Dispute Resolution (NIDR) which provides grants and technical assistance to help expand the use of dispute resolution throughout the nation. Over the past six years, several national organizations have arisen to increase the use of ADR and provide

essential funding and technical assistance for such programs.

**American Arbitration Association/AAA** (140 West 51st St., New York, NY 10020 212/484-4000). AAA is a nonprofit organization that offers arbitration, mediation and other voluntary settlement services; provides resources for education, training and research; and publishes a variety of reports.

**Center for Community Justice** (918 16th St., N.W., Suite 503, Washington, D.C. 20006 202/296-2565). The Center is a nonprofit organization which trains negotiators and mediators to help private organizations and government agencies and designs and administers ADR programs for the courts, schools and prisons.

**National Institute for Dispute Resolution/NIDR** (1901 L St., N.W., Suite 600, Washington, D.C. 20036 202/466-4764). NIDR's activities include developing, field testing and documenting innovative ADR methods; providing assistance to professional and educational institutions; providing technical assistance to legislatures, judicial conferences and executive departments of government; and supporting public and professional information programs. Available from NIDR is the Dispute Resolution Resource Directory in which 100 organizations with expertise in all types of ADR are profiled.

**Society of Professionals in Dispute Resolution/SPIDR** (1730 Rhode Island Ave., N.W., Washington, D.C. 20036 202/833-2188). SPIDR's staff of experienced ADR practitioners seeks to enhance the professional skills of those involved with all forms of dispute resolution and to increase the public's understanding of the ADR processes; conducts an annual international dispute resolution conference; and publishes relevant resource materials.

### Funding Briefs

**\*\*Fundraising Education Promoted** –The Fund Raising School in San Rafael, California is a nonprofit public benefit corporation that helps advance ethical fundraising by conducting training programs. In late 1987, the school was incorporated into the new Center of Philanthropy at Indiana University–Purdue University at Indianapolis (UPUI) with a \$4 million grant from the Lilly Endowment, Inc. The Center will conduct

research and provide teaching programs in resource development, fundraising management and the cultural aspects of philanthropy. The Fund Raising School will retain its San Rafael facilities and offers training courses across the nation. Contact The Fund Raising School, P.O. Box 3237, San Rafael, CA 94912 (415/457-3520).

**\*\*Prudential Foundation Funds Adolescent Pregnancy and Parenting Program—**

The Prudential Foundation has awarded Family Service America (FSA) and the Bank Street College of Education in New York a \$300,000 grant to develop a model adolescent pregnancy and parenting program. The program's approach will be to treat the whole family rather than focusing entirely upon the adolescent. Contact Eva Augustin Rumpf, Family Service America, 11700 West Lake Park Dr., Milwaukee, WI 53224 (414/359-2111).

**\*\*Gannett Foundation Supports Literacy Efforts —**

The Foundation's 1987 Adult Literacy Project awarded 58 grants to community adult literacy groups in 37 cities. Additionally, the Foundation funded three national literacy organizations which promote volunteer programs to help adults learn to read: \$50,000 to Literacy Volunteers of America, Inc.; \$50,000 to Lauback Literacy Action; and \$25,000 to the Business Council for Effective Literacy, Inc. Contact Christy Bulkeley or Brian Buchanan, Gannett Foundation, Lincoln Towers, Rochester, NY 14604 (716/262-3315).

**\*\*Lilly Endowment Addresses Drug Problem —**

The Lilly Endowment awarded \$2.5 million to the Marion County schools to create an I-STAR (Indiana Students Taught Awareness and Resistance) program. This approach, designed by experts at the University of Southern California, teaches 6th and 7th graders who have not yet sampled drugs about the positive aspects of a drug-free lifestyle. Contact the Lilly Endowment, 2801 No. Meridian St., P.O. Box 88068, Indianapolis, IN 46208 (317/924-5471).

**\*\*National Institute of Justice (NIJ)**

**Announces Funds Available for Its Research Program —** NIJ's recently announced its competitive research program for 1988. According to NIJ Director, James K. Stewart, this year's plan emphasizes "reality-oriented, policy-oriented research that promises practical options for State and local officials to consider as they make policy choices in criminal justice." The plan reflects NIJ's current interest in sev-

eral issues — criminal careers, violence, white collar crime, organized crime and victims of crime. Descriptions of each research program as well as complete instructions for submitting applications are contained in Research Program Plan — Fiscal Year 1988, available free of charge by contacting NIJ/National Criminal Justice Research Service, Box 6000, Rockville, MD 20850 (800/851-3420).

**\*\*ACTION Funding Available for Partnerships between Senior Volunteers and At-Risk Youth —** ACTION recently appropriated \$2.5 million to create local partnership programs between senior citizen volunteers and youth who have economic, health or emotional problems. Grants will be awarded to build networking, augment senior volunteer activities and provide seed money for programs aimed at poor parents. Contact Bill Barrett, ACTION, 506 Connecticut Ave., N.W., Washington, D.C. 20525 (202/634-9108).

Funding Highlights

**Edna McConnell Clark Foundation —** In late 1987, the Edna McConnell Clark Foundation approved the following grants within its Program for Justice: \$495,000 to Wharton Center for Applied Research for a program to identify, support and place outstanding corrections administrators; \$150,000 to the Congress of National Black Churches for a consultant to help the Youth Services Administrator develop community-based juvenile offender programs in Washington, D.C.; \$150,000 to Bushman, Neff, Gallaher, and Brown to support the discovery phase of litigations that challenge inhumane and unconstitutional prison conditions in Missouri; \$105,000 to the Missouri Coalition for Alternatives to Imprisonment for a program to reduce reliance on prisons and jails in Missouri; and \$100,000 to IUE/The Work Connection, Inc. for a program to offer offenders employment and social services as an alternative to jail. Contact the Edna McConnell Clark Foundation, 250 Park Ave., New York, NY 10017 (212/986-7050).

**Carnegie Corporation of New York —** During the June 1987 Board meeting, the Carnegie Corporation awarded the following grants in the child development area: \$80,000 to the Council of Chief State School Officers to assist educators in meeting the needs of at-risk children and youth; \$88,500 to the Council of State Governments for the adolescent pregnancy prevention activities of the Southern Governors' Association; \$173,000

to Education, Training and Research Associates to develop family life education materials for Hispanic students; \$310,000 to the Erikson Institute for developing a training and certification program for community child safety specialists; \$521,000 to MELD to develop a parent education and support program for young, low-income Hispanic parents in California; \$492,000 to the National Conference of State Legislatures for information and technical assistance on early childhood education and child care policy for state legislatures; \$400,000 to New York University to aid research on the developmental pathways of high-risk adolescents. Contact the Carnegie Corporation of New York, 437 Madison Avenue, New York, NY 10022 (212/573-5000).

**Ford Foundation** – In late 1987, the Ford Foundation awarded several crime prevention grants: \$126,000 to the National Organization of Black Law Enforcement Executives to help police departments establish the Community Oriented Policing Systems (COPS), a police-community collaborative crime prevention program; \$119,000 to Philadelphia Miniversity to develop workshops to improve communication between police officers and community leaders in Miami, New Orleans and Philadelphia; \$150,000 to the People's Firehouse in Brooklyn, New York to reorganize its community development activities, including a project that restores housing as a means of preventing arson and abandonment. Contact the Ford Foundation, 320 East 43rd St., New York, NY 10017 (212/573-5000).

**The Henry J. Kaiser Family Foundation** – Included among the programs aiding youth and seniors funded in mid-1987 were the following: \$450,000 to Children Having Children for an adolescent pregnancy prevention project in the predominantly black community of southeast San Diego; \$37,600 to the Children of Alcoholics Foundation in New York City to plan evaluations of programs for high-risk children; \$445,725 to the Fremont Counseling Service in Lander, Wyoming for substance abuse prevention projects for Arapahoe and Shoshone children and adolescents on Wind River Indian Reservations and in neighboring villages; \$450,000 to the Healthy Mothers and Healthy Babies Coalition in Helena, Montana for an adolescent pregnancy prevention project developed by community organizations; \$450,000 to the City of San Francisco's Department of Public Health for a community and home injury prevention project for seniors; \$450,000 to the Summit County Prevention Center in Park City, Utah for a health promotion

project to reduce substance abuse and related injuries such as suicide, auto accidents and family violence among adolescents and adults; and \$26,550 to the University of Minnesota for a conference on television's effect on children and adolescents. Contact the Henry J. Kaiser Family Foundation, 525 Middlefield Rd., Suite 200, Menlo Park, CA 94025 (415/329-1000).

### Funding Resources

**Around the Block**, first published in Spring 1987, provides important and timely information on federal block grant policy, funding opportunities, the federal budget, Congressional legislation and program development. Contact Linda Fain, Around the Block, Department of Mental Health, Federal Grants Section, 1600 Ninth St., Room 250, Sacramento, CA 95814 (916/323-9291).

**"Colleagues: The Volunteer/Employee Relationship"** is a new 40-minute videotape workshop designed to train employees to supervise and work with volunteers. It shows several volunteer-employee scenarios and provides specific supervision tips. Contact The Society for Nonprofit Organizations Resource Center, 6314 Odana Road, Suite 1, Madison, WI 53719 (608/274-9777).

**The National Data Book** was recently released in the 1987 edition. Each of the 24,261 entries on grantmaking foundations includes the name, address, principle officer, contact person and financial data (total foundation expenditures, assets, gifts received and grants paid.) Contact The Foundation Center, 79 Fifth Avenue, New York, NY 10003 (800/424-9836).

**Development Today: A Fund Raising Guide for Nonprofit Organizations** by Jeffrey Lant provides practical fund raising suggestions and resources for nonprofits. Contact The Society for Nonprofit Organizations, 6314 Odana Road, Suite 1, Madison, WI 53719 (608/273-9777).

**1988 Federal Funding Guide**, available in its 10th edition, provides funding sources for states, counties, community organizations, nonprofit organizations, and Native American programs; suggests ways small towns can tap federal funds; and lists "big money" programs for cities. Contact Government Information Services, Education Funding Research Council, 1511 N. Kent St., Suite 508, Arlington, VA 22209 (703/528-1082).