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On this date, the following information was received from the Bureau of Prisons, District of Columbia, regarding the case of [Name Redacted], [Address Redacted], [City Redacted], [State Redacted], [Zip Redacted]. The information received is as follows: [Redacted]

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Below is a list of the names of the individuals who are currently housed in the [Redacted] facility, along with their dates of birth and the dates they were received at the facility. [Redacted]

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OFFICE OF CRIMINAL JUSTICE PLANNING  
OFFICE OF THE DIRECTOR  
130 K STREET, SUITE 300  
ACRAMENTO, CA 95814

Dear Colleagues:

Experience is the best teacher. To believe in this ancient maxim, as most criminal justice practitioners do, is to appreciate the value of professional research. The information presented in Research Update represents the experience of a great number of judges, lawyers, law enforcement officers, probation and parole officers and victim service providers. The books, journals and periodicals summarized here validate much of what we intuitively thought to be true while educating us about other principles and practices we have not yet experienced ourselves. It is experience in highly-concentrated form.

The criminal justice system in California is not without its problems. But, on balance, we are proud of it because it has proven to be one of the nation's best. This is due in large part to the commitment of all of you involved in the criminal justice system as well as every caring, law abiding citizen.

We at the Governor's Office of Criminal Justice Planning are proud to acknowledge and share with you the collective experience of the many criminal justice professionals represented in this edition of Research Update.

Do not hesitate to write us if you feel this publication can be made more responsive and readable, for it is you in the community with whom we have, over the years, struck up a lasting relationship -- the result of which is a continuing flow of ideas, concepts, and expertise which have benefited all Californians.

With your help, we vow to perpetuate this current give-and-take relationship by doing our duty as we see it, and that is to "Stay the course."

Sincerely,

*G. Albert Howenstein, Jr.*  
G. ALBERT HOWENSTEIN, JR.  
Executive Director

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**U.S. Department of Justice  
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## **INTERGENERATIONAL CRIME PREVENTION: SAFETY TAKES ALL AGES**

*By Brenda Turner*

A decade ago, only a handful of people in the United States used the word intergenerational to define a variety of activities and programs that bring people of different ages together to share their skills, energy and experience--and even fewer people were involved in conducting such programs (Ventura-Merkel and Freedman, 1988: 10-11). Today, many communities nationwide are realizing the benefits of intergenerational programs as they become an increasingly appealing vehicle for bringing together younger and older persons to make their neighborhoods safer and more welcome for all generations.

Through the City Volunteer Corps of New York City, several hundred young people--nearly 80 percent of them high school dropouts--work with the frail elderly and perform other service projects while furthering their education. At Los Angeles' Central Juvenile Hall, participants in the Foster Grandparent Program assist teachers in the classroom and provide one-on-one counseling for some of the facility's 850 juvenile offenders--many of them gang members who have committed murder, rape, robbery and other serious crimes. And in Springfield, Mass., seniors age 55 and over serve as mentors for youthful offenders referred to the Linking Lifetimes program by juvenile judges or the Department of Youth Services.

### **An age-segregated society**

Today's society has become largely age-segregated, primarily because our nation during the past several decades has moved away from the extended family structure, and frequent interaction between young and old has diminished, concluded Sally Newman, Ph.D., in a paper titled "The Impact of Intergenerational Programs on Children's Academic and Social Growth and on Older Person's Life Satisfaction" (Newman, 1985: 1). The director of Generations Together, a program at the University of Pittsburgh that links young and old in unique ways, Newman pointed to studies beginning in the 1960s which have reported that the decline in life satisfaction among older persons and the increase in negative stereotypes toward the aged and aging among younger persons both seem to be connected to the societal trend of separation between the generations (Hickey, 1968; Seefeldt, 1977).

"To counteract this trend," Newman said, "intergenerational programs are being developed nationwide which provide for frequent and meaningful contact between young and old...Intergenerational programs in the nation's schools involve a community's young and old sharing experiences that yield mutual trust, learning and understanding." Newman estimated that intergenerational programs involve approximately 100,000 older persons and several million children. "Anecdotal reports from these programs throughout the United States suggest that relationships are developing between children and older volunteers which seem to

affect children's learning, their attitudes toward older people, and older persons' feelings of self-worth," she said (Newman, 1985: 1).

For example, Newman reported that a child involved in an intergenerational school program with a senior citizen volunteer commented, "I like you coming to this school. You make me feel good inside.... I really appreciate you coming and helping all of us in math. You make Mondays a great day. You are our special friend." In addition, Newman noted that the seniors experienced benefits as well. One of the senior volunteers said, "At 65 my life has new meaning. I wake each day full of enthusiasm and excitement knowing that I will be of value to some child and to some teacher (Newman, 1985: 1).

A study of the Senior Citizen School Volunteer Program (SCSVP), a Generations Together program begun in 1978, showed that of the 65 senior citizen volunteers who filled out questionnaires, 97 percent said they believed participation in the program improved their feelings of self-worth, 20 percent reported improved health which seems to be related to their program involvement, and 25 percent said they learned new skills in the process of becoming effective resource persons to children. In addition, 256 students in the fourth, fifth and sixth grades--including 190 SCSVP participants--were studied. When the children were asked "What do you think you will be like when you are old?" 76 percent of the responses were positive, such as "It will be fun," "I will have lots of time," and "It will be wonderful." Results of attitude tests indicated that the students who had regular classroom contact with elderly persons showed more positive changes in attitude, and the attitudes of those children involved in SCSVP for two years were significantly higher than those involved in the program for just one year (Newman, 1985: 2-4).

### **Benefits for high-risk youth**

Research has shown that even at-risk children--those born into homes where abuse, alcoholism, mental illness and poverty are prevalent--can go on to lead happy and productive lives through the help of concerned adults who serve as "surrogate" parents. Such "resilient" children were the subject of a 33-year study conducted by Emmy Werner, Ph.D., professor of human development and research child psychologist at the University of California, Davis. Werner said her colleagues monitored all of the 698 children born on the Hawaiian island of Kauai during 1955 and followed their development at 1, 2, 10, 18 and 31 or 32 years of age (Werner, 1989: 106).

"Two-thirds of these children did develop serious learning or behavior problems by the age of 10 or had delinquency records, mental health problems or pregnancies by the time they were 18," Werner noted. "Yet one out of three of these high-risk children grew into competent young adults," she added. Werner observed that the children who overcame their adverse circumstances seemed to have several characteristics in common, including possessing an

even-tempered personality that elicited positive responses from family members and strangers alike. "Resilient children also seemed to find a great deal of emotional support outside their immediate family," she concluded. "They relied on an informal network of neighbors, peers and elders for counsel and support in times of crisis and transition. They seemed to have made schools home away from home, a refuge from a disordered household...With the help of these support networks, the resilient children developed a sense of meaning in their lives and a belief that they could control their fate." (Werner, 1989: 108-110).

Within the broad sweep of intergenerational programs is a smaller, but growing, number of initiatives that seek to address the important needs of disadvantaged young people. "While no substitute for family support or compensation for cutbacks in government resources for needy seniors and youth, intergenerational programs nevertheless hold enormous promise for helping some of our society's most vulnerable citizens--disadvantaged young people--and for simultaneously enriching the lives of the older adults involved," according to an article in *Newsline*, a publication of Generations United, a national coalition committed to increasing public awareness about intergenerational programs. Such programs offer youth an opportunity to develop self-esteem and competence, receive trusted advice, and break down defeating alienation. For older participants, these programs provide an opportunity to be useful, caring and engaged," the article continued (*Newsline*, February 1988: 4).

Marc Freedman, a leading authority on intergenerational issues and author of the 1988 study *Partners in Growth: Elder Mentors and At-Risk Youth*, believes that "the needs are compelling" for programs seeking to engage older people to help at-risk teenagers. "Nearly half of the low-income black and Hispanic teenagers in many of our urban areas drop out of school before receiving their diploma, and minority youth unemployment in these neighborhoods is equally high," he pointed out. "Teenage pregnancy remains a serious problem, as does the extensive incidence of poverty in families headed by these young mothers. Disadvantaged youth are the segment of the population most likely to commit a crime, be victimized by one, or to be arrested."

Freedman also noted that intergenerational programs "take advantage of the fact that older people are statistically numerous, have time available and are, in many cases, vigorous, highly skilled and relatively inexpensive to engage." He continued, saying, "Most important, these elders may be able to connect with youth in positive and unique ways as a function of their age, experience and position in society--ways that might counteract the alienation of many youths and contribute an essential new ingredient to conventional youth programs."

### The coming "Age Wave"

Ken Dychtwald, Ph.D., in his book *Age Wave: The Challenges and Opportunities of an Aging America*, tells about the major demographic shift that is occurring in our nation and the

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"senior boom" the United States is experiencing. At the turn of the century, only 2.4 million Americans were over 65. Today, more than 30 million Americans are over 65, and this group is growing at a rate twice as fast as the rest of the population (Dychtwald, 1989: 6). This "Age Wave" will peak around the year 2011, Dychtwald noted, when the first of our nation's 76 million baby boomers turn 65 (Dychtwald, 1989: 19). The Population Reference Bureau, a nonprofit demographic study group in Washington, D.C., has predicted that by 2025, Americans over 65 will outnumber teenagers by more than two to one (Dychtwald, 1989: 21). California currently leads the nation with approximately 3 million residents over age 65, followed by New York with 2.3 million and Florida with 2.1 million senior citizens (AARP, 1988).

In addition to their sheer numbers, Dychtwald pointed out, today's seniors and those in the future will continue to have better health and a longer life expectancy. "One of the most pervasive misperceptions that the Age Wave will wash away is the idea that older people have nothing more to contribute to society," he said. "In the 15 years I have spent studying the needs and hopes of our elderly population, I am convinced that helping others--especially young people--is a call to which many older Americans would respond with enthusiasm," Dychtwald concluded. "As a result, I am hopeful that in the coming years we will see a proliferation of ways to bring out the power of volunteerism and support between old and young. Already, all across America, hundreds of projects and programs are springing up that bring old and young together in caring and useful ways."

The American Association of Retired Persons (AARP) currently has about 400,000 volunteers nationwide involved in a wide variety of activities, according to George Sunderland, manager of criminal justice services for AARP in Washington, D.C. "The idea of older people serving is very well-established with us," he said. "We believe that older people can play significant roles in any program involving the community.... A lot of older people like to work with kids and they do very well at it. I think there's a great opportunity to have retired persons working with youngsters and even juvenile offenders, who often have disrupted, fragmented or no family life at all."

### **Elder mentors and at-risk youth**

Linking Lifetimes, which is being coordinated by the Center for Intergenerational Learning at Temple University's Institute on Aging, is a national research and demonstration initiative in 10 cities that uses older people as mentors for at-risk middle school students and young offenders. "The differences in our program is that we're targeting low-income elders who are indigenous to the community because we feel it's very important that there not be a huge amount of social distance between these kids and their mentors," explained Nancy Henkin, Ph.D., director of the Center for Intergenerational Learning. "There's something very special about an older person who has been in the community and survived." Most of the

mentors receive a stipend for participating in the program, Henkin added.

At-risk youth--middle school children who are in danger of dropping out of school and/or exhibit problem behavior--are targeted in the Linking Lifetimes programs in Memphis, Tennessee; Miami and St. Petersburg, Florida; Los Angeles, California; Detroit, Michigan; Portland, Oregon; and Hartford, Connecticut. The three remaining sites--Springfield, Massachusetts; Birmingham, Alabama; and Syracuse, New York--involve intergenerational mentoring relationships between seniors age 55 and older and young offenders from 11 to 21 years of age who have appeared before the court for a criminal offense.

"Our kids are extraordinarily high risk," Henkin said. "We're talking about kids who are already in trouble, who are involved with the law, who are in foster care or have just come out. They are the bottom 10 percent of the group in all these cities." Although Linking Lifetimes only began early this year, Henkin remarked about the program's initial success, saying, "The relationships are just beginning, but you can tell already that it's definitely having an impact.... The older mentors are really committed to these kids. They see it as their challenge, and they are determined to help these young people make it in life."

Henkin told about an incident in Birmingham in which a mentor went to pick up a boy for a court appearance. "The kid came out and was dressed sloppily and had no ideas what to say," Henkin related. "The mentor helped the youngster pick out a tie to wear and they practiced what to say. The boy so impressed the judge, whom he had appeared before in the past, that the judge asked what had happened. When he found out about the mentoring program, the judge was very enthusiastic and declared that 'all these kids should have mentors,'" Henkin said. "It's a simple thing like that. No one ever took the time before to help this kid navigate the system."

### **Taking a research approach**

From his experience in intergenerational efforts, Freedman praised Linking Lifetimes for its "serious research approach," which includes independent third-party research as part of the program's evaluation. California Research Center (CRC) and Public/Private Venture (P/PV), a nonprofit corporation Freedman is affiliated with, will assess progress on the Linking Lifetimes program information, the mentoring process and its outcomes. "Maybe the groundwork is being laid now through demonstration projects such as Linking Lifetimes that will be the basis for more extensive activity," Freedman said.

P/PV completed two rounds of interviews with the youths and elders in the Linking Lifetimes program since July 1990, according to Melanie Styles, research officer for P/PV. "The purpose of the interviews is to try to find out what exactly is going on in the program between the two--how often they meet, what those meetings are like, how they feel about

each other, what they are bringing to the relationship," she explained. "Typically, what we hear from the younger people is that they enjoy having someone to talk to, and they enjoy getting to know someone who is older. From the older people we hear that the program has given them a new purpose in life, something to get out of bed for," Styles noted that CRC is developing a series of forms that will be used to try to document any outcomes or impacts of the program.

Tom Flood, executive vice president of the Corporation for Public Management, which coordinates the Linking Lifetimes effort in Springfield, has been involved in intergenerational endeavors for several years. The program there is operated in conjunction with the Massachusetts Department of Youth Services, and Flood admitted that some caseworkers and others were a bit skeptical at first. "Now they see it as a core service. The mentors are doing so many things with these kids that the caseworkers don't have time to do, even though the caseworkers do spend a lot of time with the kids," he said.

Flood explained that mentors have helped kids get summer jobs, arranged scholarships for summer camp, had a group picnic, participated in a joint overnight outing with the Linking Lifetimes group in Syracuse, and been involved in many individual activities, such as when one mentor took a boy fishing because he had never been fishing before. "They also get a lot more information now about the youths and their families and what's going on," he added. "It's been good for all of us."

The Springfield program currently has 10 mentors working with 15 youths, but Flood said they plan to have 15 mentors working with 20 young offenders by January. The youths are between 12 and 17 years old, Flood noted, and the mentors are all over 55 and "working-class" individuals who are paid a small hourly wage for their involvement, which averages about six hours a week. He added that the mentors receive intensive training, including about two hours each week of group supervision.

### **Working with young offenders**

Before working with the Linking Lifetimes project, Flood directed an alternative sentencing program operated by the International Union of Electrical Workers in Saugus, Massachusetts. Called IUE/The Work Connection, the program is still in operation and involves both juvenile and adult offenders, some of whom are in mentoring relationships with seniors. The elder mentors have included a wide variety of individuals, Flood noted, from a retired fire chief to policemen to a comedian and musician. An interesting factor which Flood pointed out is that many of the mentors "had personal problems within themselves and within their families that they overcame. In fact, the retired fire chief not only had family problems to deal with but also has had terminal cancer. He's been doing the work for six years and says it's what keeps him going."

IUE/The Work Connection was one of the intergenerational initiatives included in Freedman's study *Partners in Growth: Elder Mentors and At-Risk Youth*. Freedman echoed Flood's observations, saying, "Perhaps one of the study's most striking findings is that the most effective elders were individuals who had not lived what would commonly be considered 'successful' lives. Many had endured strained family relationships, struggled in low-paying jobs, and battled personal problems such as alcohol abuse. Partly as a result of surviving--and surmounting--such difficulties, these elders seemed to understand the youth, were able to communicate with them from their own experience, and established strong, constructive bonds" (Freedman, 1988: 5).

Freedman's research also showed that young people benefitted most when a very close, significant bond developed within the mentoring relationship. "They described elders helping them weather a potentially debilitating crisis, bolstering their stability and sense of competence, acting as advocates on their behalf, and providing important access to the mainstream community," he concluded. "All these relationships appear to help change a life trajectory from one headed for failure, to a more adaptive path of survival" (Freedman, 1988: 3). Flood noted that research evaluating the project indicated the youthful offenders in the program definitely were a jail-bound population.

"The findings were that those who had mentors did better than those who didn't have mentors," he added. "And those who had mentors did better both in the program and experienced less recidivism after the program."

### **Foster Grandparent programs**

Perhaps the nation's largest intergenerational effort is the Foster Grandparent Program, a federally administered program initiated in 1965 to benefit both low-income, lonely seniors and children with special needs. The Foster Grandparents, who must be over 60 years old with an income at or near poverty level, each work with two or three children for 20 hours a week--usually four hours a day, five days a week--and earn a small hourly stipend plus benefits. Some of the projects Foster Grandparents are involved in include working in institutions for handicapped children, hospitals, correctional facilities, public and private schools, Head Start centers, youth homes, and facilities, public and private schools, Head Start centers, youth homes, and facilities for neglected and dependent children (Struntz and Reville, 1985: 25). The Foster Grandparent Program involves approximately 27,000 seniors and 68,000 children in more than 250 projects around the country. (Schreter, 1988: 2).

Robert Mason, assistant principal of the educational program at Central Juvenile Hall in Los Angeles, said he has been "amazed at the results" of the Foster Grandparent program there. Central, which Mason noted is the nation's oldest and largest juvenile hall, houses about 850 juveniles from age 14 to 18. "The majority of our kids are gang members and have been

convicted of crimes that involve drugs and weapons," he stated. "I would say about one-third of our population has been accused of murder and is on trial for murder. A large part of the remainder are rapists, arsonists and armed robbers. The majority are being tried as adults."

Currently, Mason said that eight Foster Grandparents are involved in the program and each is assigned to a class. "We have a large number of Hispanic youngsters, many of whom do not speak English," he pointed out. "Quite a few of our Foster Grandparents have Spanish-speaking backgrounds and are very helpful in that area. Many also are former teachers or former professionals with educational backgrounds, and they assist the teachers in individualized instruction. Many times, they do one-on-one counseling and just share their expertise, wisdom and experience with a student who may be having difficulty," Mason explained.

"Ironic as it sounds, the hard-core offenders usually are better students and don't give us very many behavior problems, primarily because they've pretty much reconciled themselves that they are in for the long run," the assistant principal continued. "In terms of peer situations, they don't have anything to prove to anybody. Their position in the pecking order is already established. With many of them, any type of positive contact with adults is very highly regarded among them and they are very protective of the Foster Grandparents."

Illustrating this protectiveness, Mason discussed an incident where a young girl was disrespectful to one of the Foster Grandparents. "It really had nothing to do with her; it basically was just displaced aggression over her own problems," he explained. "I was summoned and had to rush down and escort the kid out bodily, shielding him away from his classmates, to keep the class from killing him. He was disrespectful to grandma--and nobody does that."

Carol Schreter, Ph.D., in her paper titled "Foster Grandparent Programs on Military Installations: Everybody a Winner," told about one Foster Grandparent, Hyman Jacobs, who works with the Army probation officer at Ford Ord in California. Jacobs helps youngsters found guilty of "minor things" like shoplifting, breaking and entering, and arson. Schreter explained that the youths are given community work to do, such as washing windows, cleaning outdoors or mowing lawns, and a relationship frequently develops with Grandpa Hyman, who "sees they do their work" (Schreter, 1988: 6).

### **Youth in service to elders**

The National Crime Prevention Council's (NCPC) Youth as Resources project involves young people in community service, including a group of kids on probation who volunteered to do yard work and home repairs for low-income seniors in their area. Maria Nagorski, Youth as

Resources director, said that for nearly three years the demonstration project has been piloted in Boston and in three cities in Indiana to "challenge young people to use their energies and skills to tackle community and social issues and problems." She noted that the various projects, a number of which have involved seniors, are designed by the young people themselves. "It's an approach to working with young people that really works," Nagorski said. "Letting young people plan and have responsibility means they become more creative, they build self-esteem, and the community starts viewing them very differently by giving them some more specific roles and stake in that community."

Many of the projects with seniors have involved working with the elderly in nursing homes, but Nagorski pointed to one very successful program in Indianapolis where some youths on probation went into a neighborhood with low-income seniors and offered their services to do yard work and other "fixit" work. "At first, the seniors were really nervous," she explained. "But the kids started to work and quickly became very valued by the seniors. The seniors asked them back and invited them in. The kids felt really great about it. It changed the attitudes of the older people, and the young people began to feel needed." Nagorski described an incident in which one of the young men in the program was asked by an elderly woman if he could fix the air conditioner in her home. "When he had done the work, she said thank you," Nagorski related. "He said it was the first time that he had ever been thanked for doing something."

Nagorski said that NCPC by the beginning of 1991 will start to shift the focus of the Youth As Resources program during the next few years to involve young people who are in juvenile justice centers or foster care. "We felt it had worked so well with a wide range of kids that we wanted to see how the project would work as part of treatment (for youths in the juvenile justice system)," she explained. "We suspect the program will be a very strong motivating force for young people in treatment. If these kids start feeling valued and connected to the community, they are more likely to turn their behaviors to more positive outlets than they have in the past.... I think for a lot of young people, being trusted and being respected is a critical factor in their growing up with a better sense of self."

In Middletown, Pennsylvania, some of the youthful offenders at a wilderness school there have gone every Friday for the past three years to one of the community's long-term care facilities to work with some of the most ill and impaired residents, according to Kathy Bell, who helped coordinate the project. "It's amazing what has happened," she remarked. "These mostly urban, minority students are working with these Middletown seniors, most of whom are white. Yet there's a mutual acceptance of each other like I have never seen." Bell said some of the students, after leaving the wilderness school, have obtained jobs in similar care facilities.

## **Bringing generations together**

Bell currently is working as project coordinator for the Middletown Intergenerational Tutoring Project, which is operated by the Middletown Area School District as part of a statewide initiative developed by Generations Together at the University of Pittsburgh to involve students in 13 school districts in intergenerational volunteer efforts. Mary Jo Cliff, intergenerational program coordinator for Generations Together, said that the 13 districts have developed different programs after receiving initial training from Generations Together, which continues to provide technical assistance for the programs.

Because Middletown already had several intergenerational programs involving residents of local senior high-rise housing complexes and elderly in-care facilities, Bell said, "We determined we wanted to target older persons living in the community." The Middletown project pairs seniors with at-risk middle school students, who then work as a team to tutor at-risk elementary school students. In this case, Bell noted, the elementary school and middle school involved in the project are located adjacent to one another. "The key of this program is that we are not only creating opportunities for older persons to continue to contribute to their community and to be connected to young people, but we're also creating an opportunity for middle school students who perhaps have very little belief that they have anything to offer that they really do have something to contribute," Bell explained.

"We specifically didn't target achieving students to help at-risk elementary students," Bell emphasized. "Because they also are at risk, these middle school students know what it's like not to understand, to be the failure in the family, to be thought of as the troublemaker," she said. Recruiting seniors to tutor at-risk middle school students would have been a much simpler and more traditional intergenerational approach, but Bell cautioned that such programs often "reinforce the middle school student's belief that they cannot do anything." She explained: "It's very difficult when you are an adolescent to save face when you are working on second-grade material. In our program, they still are working on second-grade material, but they are doing it as the teacher and it gives them an opportunity to get the remediation they need in a face-saving way."

After a successful four-week demonstration period in May, the program began in the fall with pretesting of the middle school students involved to help evaluate the program. The initial model also was changed to team two middle school students rather than just one with each senior. The teams spend two days a week tutoring and a third day learning skills such as problem solving, tutoring techniques and other training. "One thing that amazed us is how strong the partner relationships became in a very short period of time," Bell said. "The senior and student teams became very identified.... Seniors often came to me to see what they could do to help out their student partner after they had learned details of their situation during the week." One unusual case developed when, Bell explained, a middle school student involved in the demonstration project who recently had moved into the district was

discovered to be functionally illiterate. His senior partner offered to provide additional assistance, and Bell gladly reported that the boy was able to be a successful tutor by working only with students who needed assistance in math.

Another intergenerational effort that involved seniors in tutoring at-risk youth is the Senior/Youth Partnership program which began in 1982 and serves communities in California's Amador and Tuolumne Counties. Director Sam Taylor explained that the program initially involved at-risk teens learning "hands-on" skills such as automotive repair, carpentry and welding from seniors. Because of liability concerns, Taylor said that the focus had shifted in recent years to having seniors tutor elementary to high school students in reading, writing, math and computer science. Senior/Youth Partnership also operates two food services and staffs a number of after-school and summer childcare programs, he noted. About 500 students and 25 seniors, who Taylor said are paid for their work, are involved in the program, which was formerly funded by the California Office of Criminal Justice Planning for several years.

The age difference between senior and young people has not been a negative factor, Taylor said, noting that even high school students typically say they "don't even notice that there is an age difference." And among the younger children, the seniors frequently "are worshipped and treated like grandparents," Taylor said. One important result of the tutoring is that teachers have reported a decrease in student absentee rates. "Teachers will say that once a working relationship is established, they see absentee rates go down," Taylor commented. "One-on-one can make a huge difference. All of the tutors will say that the kids really don't have a problem catching on. It's just that their teachers move so fast, and with a big class, if you miss it, you miss it. The individual attention can make a big difference."

Residents of the Rossmore retirement community in Walnut Creek, California, also provide tutoring for young people through a program established in 1983 called Senior Tutors for Youth in Detention. The youths, who are in detention facilities or group homes in Contra Costa County, are visited by the seniors twice a week and receive instruction in written and verbal skills, vocational opportunities and mock job interviews, and parenting skills. Youths also learn about ethics and morality through stories written for adolescents. Sondra Napell, Ph.D., a psychologist, attorney and educator, said she developed the program to help enhance the self-esteem of the youths and to foster positive experiences with caring adults.

### **A corps of volunteers**

One of the country's largest youth volunteer programs is the City Volunteer Corps (CVC) of New York City, which involves about 450 youths--80 percent of whom are dropouts--in a wide range of service opportunities and a special education program. "One of the best examples of at-risk youths providing service to older people in a way that relationships can

form is the City Volunteer Corps of New York," said intergenerational program expert Freedman. Jennifer Elias, CVC public affairs officer, noted that the volunteers have aided seniors by doing cleaning tasks, chauffeuring them to the market or doctor, installing smoke detectors in their home and just providing companionship.

The full-time CVC participants, who are 17 to 20 years old, receive a stipend of \$100 a week in addition to a \$2,500 cash bonus or a \$5,000 scholarship after completing a year of service, Elias explained. Part-time volunteer opportunities also are available, she added, and all participants must be enrolled in education classes from GED preparation to college-level courses. Volunteers work in groups and have given 2.7 million hours of service since the program was developed by the mayor's office in 1984. According to an article about the program, nearly one million of the hours were in service to the frail elderly (*Options*, Winter 1989/90: 1).

Initially, Elias explained, volunteers working with the elderly or sight-impaired will say that either the man or woman was scared of them or they were scared of the person. "What usually happens is that by the end of an hour or two, they are talking with each other and maybe the volunteer is reading the person his or her mail," she said. Elias recounted just such an incident in which the volunteer commented, "I was doing something really important for her. Maybe I was just reading her mail, but I realized that this was incredibly important for her."

### **Crime and the elderly**

A fear of young people is pervasive among many senior citizens, according to the final report of the Florida Attorney General's Task Force on Crimes and the Elderly (Butterworth, 1989: 10). "The task force learned early in its deliberations that, while the rate at which the elderly are victimized by crime is lower than for other age groups, fear of crime remains high among the elderly population" (Butterworth, 1989: 5). Some of this fear may be justified, as the task force heard testimony from the Duval County Sheriff's Office and others that "a great deal of the crime committed against the elderly is by juvenile offenders whose behavior is exacerbated by drug and alcohol abuse" (Butterworth, 1989: 23).

In addition to supporting stiffer sentences for those who commit crimes against the elderly and improving the state's juvenile justice system, the Florida task force pointed to several programs in the Dade County Public Schools aimed at eliminating intergenerational hostility. For example, the Intergenerational Law Advocacy Project (ILAP) teaches high school students about aging. Approximately 350 students participated in classes on gerontology, surveyed their neighbors to determine the needs and concerns of elderly residents, and participated in a seminar with organizations that are advocates for the elderly.

The Adopt-A-Grandparent Project, which currently involves about 4,000 students and 2,500 seniors, has each student adopt a resident of a nursing home or care center and participate in a variety of activities together. Other programs highlighted by the task force include: Active Older Contributing Adults (AOK), in which retirees offer their skills and experience to schools to enrich students' educational experiences; the Senior Mentors project, in which creative students are matched with older mentors who challenge their potential; and Project Move, in which seniors volunteer as reading and math tutors, storytellers and classroom assistants at elementary schools (Butterworth, 1989: 36-38).

As Representative Elaine Gordon of the Florida task force said, "There can be no chance of criminal justice reform until the elderly rid themselves of the notion that all kids are bad and potential perpetrators of crime, and young people realize that the elderly aren't to be stereotyped as being easy and vulnerable crime victims" (Butterworth, 1989: 36). This idea was echoed by Temple University's Henkin, who said, "We've been doing intergenerational programs for 11 years or so, and the one thing that I always see is that because kids don't have contact with older people, they see them as different from themselves, and stereotypes are perpetuated."

Henkin continued to say that "it's the connection between generations that's so important--and both young and old often don't see it." She explained, "When a young person can look at an older person and say, 'That will be me someday,' or 'That's my grandma,' then I think particularly in terms of the criminal justice field they are not as likely to victimize that person. It's also the same thing when older people walked down the street and assume that every kid who walks by is about to rip them off. They need to see that these kids are just as vulnerable and have the same needs and desires they do."

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Ventura-Merkel, Catherine, and Freedman, Marc. "Helping At-Risk Youth Through Intergenerational Programming." *Children Today*, January-February 1988, pp. 10-13.

Werner, Emmy E. "Children of the Garden Island." *Scientific American*, April 1989, pp. 106-111.

## Resources

Age Wave, Inc.  
1900 Powell Street  
Emeryville, California 94608  
415/652-9099

American Association of Retired Persons  
1909 K Street, N.W.  
Washington, D.C. 20049  
202/728-4363

Center for Intergenerational Learning  
Institute on Aging  
Temple University  
University Services Building (083-40)  
Philadelphia, Pennsylvania 19122  
215/787-6708

City Volunteer Corps  
838 Broadway  
New York, New York 10003  
212/475-6444

Corporation for Public Management  
82 Marple Street  
Springfield, Massachusetts 01105  
413/737-8911

Elvirita Lewis Foundation  
P.O. Box 1539  
La Quinta, California 92253  
619/564-1780

Generations Together  
University of Pittsburgh  
811 William Pitt Union  
Pittsburgh, Pennsylvania 15620  
412/648-7155

Generations United  
c/o Child Welfare League of America  
440 First Street, N.W. Suite 310  
Washington, D.C. 20001  
202/638-2952

IUE/The Work Connection  
335 Central Street  
Saugus, Massachusetts 01906  
617/231-1362

Middletown Intergenerational Tutoring Project  
Middletown Area School District  
55 W. Water Street  
Middletown, Pennsylvania 17057  
717/948-3308

National Council on the Aging, Inc.  
600 Maryland Avenue, S.W.  
West Wing 100  
Washington, D.C. 20024  
202/479-1200

National Crime Prevention Council  
1700 K Street, N.W.  
Washington, D.C. 20006  
202/466-6272

Public/Private Ventures, Inc.  
399 Market Street  
Philadelphia, Pennsylvania 19106  
215/592-9099

Senior Tutors for Youth in Detention  
3640 Grand Avenue  
Oakland, California 94610

Senior/Youth Partnership  
43 N. Green Street  
Sonora, California 95370  
209/533-5641

## ONE IN FOUR HOUSEHOLDS AFFECTED BY CRIME

Recent U.S. Bureau of Justice Statistics research indicates that approximately one in four of the 95 million households in the U.S. had at least one family member victimized by crime. These crimes include homes in which the entire household was affected, such as a burglary or car theft.

"During the last five years, the percentage of households victimized by crime has remained level at about 25 percent," said Steven Dillingham, director of the Bureau, a component of the Office of Justice Programs in the U.S. Department of Justice. "In 1975, when this statistical series commenced, about one in three households was struck by crime."

A household indicates both a dwelling unit, such as a house or apartment, and its residents. According to the research, a household was victimized by a crime if one or more of the following incidents occurred:

- \* There was a burglary, motor vehicle theft or a theft from the household.
- \* A household member 12 years old or older was raped, robbed, assaulted or was the victim of a theft at home or elsewhere.

In 1989, an estimated 22.8 million households experienced at least one of these crimes. This figure includes attempted as well as completed offenses and crimes reported to police as well as those not reported.

Since the inception of the survey in 1975, the percentage of households affected by crime has never shown a year-to-year increase. Individual components of the statistical series have changed slightly, however. For example, the percentage of burglaries declined moderately last year, while household thefts increased slightly.

Crimes of high concern, that is, burglary or violent crime such as rape, robbery or assault committed by a stranger, account for one in 13 of the reports. Such crimes were more common among black households, low-income households and urban households. They were highest in the South and West and occurred least frequently in the Northeast.

Single copies of the research bulletin, "Crime and the Nation's Households, 1989" (NCJ-124544), as well as other Bureau of Justice Statistics publications and data may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850. The toll-free number from places other than Maryland and metropolitan Washington, D.C. is 800/732-3277.

## **SOCIETAL APPROACH TO ALCOHOL PROBLEMS**

The role of major social institutions in shaping public attitudes toward alcohol is examined by James F. Mosher and David H. Jernigan, in the recent *Journal of Public Health Policy*.

Efforts to prevent alcohol problems tend to focus on individual behavior, such as treating alcoholics or deterring the drunk driver. The authors contend that this approach is largely unsuccessful because the social environment around alcohol is one of inconsistency and confusion.

Social institutions--governments at all levels; media; churches; employers, industry and business--while not the sole cause of alcohol problems are significant factors. The messages these important organizations convey about alcohol, whether or not intentional, are misleading and overwhelm individual efforts to change behavior the article states.

Mosher and Jernigan assert that prevention efforts therefore depend on changing the institutional environment around alcohol. Correcting misinformation is just one step to alleviating this problem. Institutional policies and actions toward alcohol also need to promote low-risk drinking and abstention, reduce societal factors which encourage heavy drinking and promote changes in the physical environment to reduce the risks of injury when high-risk drinking does occur.

Major institutions that should be targeted for change are those that have a significant socializing influence on Americans as well as those affecting the lives of groups shown to be a high-risk for alcoholism and alcohol related problems, the authors recommend.

To achieve such change requires "nothing less than the creation of a grassroots social and political movement for public health-oriented alcohol policies in all major social institutions," the authors conclude. The authors examine the nature and extent of alcohol problems as well as strategies enabling people to reconstruct institutional practices which encourage high-risk alcohol consumption.

## **BOOK REPORT: A CRIMINAL JUSTICE RESPONSE TO DOMESTIC VIOLENCE**

*Domestic Violence: The Criminal Justice Response* (Sage Publications, 1990) by Eve S. Buzawa and Carl G. Buzawa addresses several fundamental questions about one of today's most pressing social issues--domestic violence.

How should the criminal justice system respond to domestic violence? What types of responses are appropriate? To what extent do courts, public agencies and existing legislation

control, prevent or punish the occurrence of domestic violence? How widespread is the problem? The authors approach these questions from a unique perspective by analyzing the response to domestic violence of individual institutions within the criminal justice system.

The book covers the causation and scope of domestic violence and then looks at the response of the criminal justice system and explores the merits and limitations of various new approaches to the problem.

### **U.S. MURDER TOLL INCREASES**

If current trends continue, 1990 will be the most murderous year in American history according to an extensive study conducted by the Senate Judiciary Committee Majority Staff of federal, state and local law enforcement agencies.

Based on data collected, the Committee projected that there will be 23,220 murders this year. This figure marks an 8 percent increase since 1989. Additionally, the research indicates that the murder increase is not limited to a particular region of the country and is not unique to any social or economic group.

There are a wide variety of explanations for the murderous trend. However, three factors are of particular significance--drugs, deadly weapons and demographic trends.

A recent Senate Judiciary Committee hearing revealed that cocaine supplies are scarce due to rising prices and a decrease in purity levels. This situation leads to conflict between dealers over customers as well as turf--conflict that often leads to death. Drug-related murders have increased steadily since 1985, rising 118 percent between 1985 and 1989 and increasing by 50 percent in the past year alone.

Deadly weapons or guns commonly known as assault weapons also account for the murder increase. These firearms are the weapons of choice for drug dealers. The number of gunshot victims arriving in hospital emergency rooms is increasing dramatically.

Analysis of murder tolls over the last 30 years show that the number began to rise in the late 1960s and fell only slightly in the early 1980s. This trend corresponds with an unusually large number of 18-24-year-olds in the general population. Murder tolls generally increase with this group, who are the most violent. Since 1985, this age group has accounted for an abnormally large segment of the population, a fact that partly explains the present murder trend.

The Judiciary Committee obtained this data from 34 states as well as the District of Columbia. These jurisdiction represent a broad cross section of the nation and collectively

account for 85 percent of all murders in the country.

### **DO CRIMINAL FINES PAY?**

Fine-enforcement success varies greatly, depending on the crime committed, according to *The Justice System Journal* (Vol. 13, No. 3).

Enforcement is least successful for fines imposed on drug offenses because drug dealers usually conceal their income, making reasonable fines impossible to determine.

Studying Federal District court cases from 1980 to 1984, Robert W. Gillespie, professor of Economics, University of Illinois at Urbana-Champaign, found that if the ability to pay is not a consideration during sentencing, then fines have only a symbolic rather than deterring function. To increase the effectiveness of fines as a crime control strategy, Gillespie calls for greater judicial attention to the ability to pay when the amount of the fine is set.

Additionally, Gillespie advocates greater coordination among agencies in the criminal justice system since the responsibility for enforcing a fine sentence has no "natural organizational home." He notes that in Sweden, the offender's ability to pay is matched with the amount fined and an independent agency was created with the sole responsibility of collecting debts owed the government.

### **INNOVATIONS IN FINE COLLECTING**

Traditionally, a major drawback of the use of fines as a punishment to offenders has been the problem of collecting them. As a result, some courts are now adopting new approaches to fine collection.

The Municipal Court in Tacoma, Washington, for example, uses a private telemarketing firm to remind offenders to pay their fines. In Phoenix, the Municipal Court works with offenders to develop installment plans for payment of fines. In other areas, courts have created computerized systems to track offenders' payments and initiate collection action when needed.

These and other courts are developing ways to maintain records, remind offenders of their obligations and impose further sanctions on offenders who fail to pay to ensure fine collection as a crime deterrent.

This information comes from a July/August 1989 "Research in Action" report from the National Institute of Justice.

## CRIMINAL JUSTICE EXPENDITURES ANALYZED

Federal, state and local governments spent \$61 billion for civil and criminal justice in 1988, a 34-percent increase since 1985, the Bureau of Justice Statistics recently announced. Justice expenditures include funding for law enforcement, corrections and courts activities.

The Bureau, a component of the Office of Justice Programs in the U.S. Department of Justice, said spending on justice activities during 1988 amounted to three cents for every dollar of all federal, state and local government expenditures that year. The federal government spent 12 percent of all civil and criminal justice expenditures while state and local governments expended the remaining 88 percent.

The data comes from a Bureau bulletin on justice expenditures and employment that also noted that almost half the nation's justice spending was for police protection. Corrections accounted for almost one-third of justice spending, including construction and operating facilities as well as operating probation and parole programs.

Single copies of the bulletin, "Justice Expenditure and Employment, 1988" (NCJ-124132) may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 or by calling 800/732-3277.

## BOOK REPORT: AIDS AND CRIMINAL JUSTICE

*AIDS: The Impact on the Criminal Justice System* (Macmillan Publishing, 1990) is a compilation of articles that addresses the public policy choices facing the criminal justice system as a result of the AIDS crisis.

The book contains essays selected for their timeliness, insight and author's expertise, providing the most accurate information available. Several articles were written specifically for this text, most are reprinted from journals such as *Health Care*, the *Journal of the American Medical Association* and the *Prison Journal*.

The book provides facts about AIDS and the danger of its transmission for rape victims, clients of prostitutes, prison inmates, assault victims and intravenous drug users, while dispelling damaging myths.

## CALL FOR MORE AMICUS BRIEFS

The effectiveness of 505 social science amici curiae briefs filed before the U.S. Supreme

Court between 1958 and 1982 should encourage scientifically skilled individuals and organizations to prepare and file amicus briefs to assist the Court in rendering decisions, researcher James R. Acker suggests.

Writing in *Law and Human Behavior* (Vol. 14, No. 1, 1990), Acker notes that Supreme Court justices, "frequently have been left without guidance in locating or making use of relevant social science materials." Citing evidence from exclusionary rule and jury cases, the author suggests extensive amicus curiae participation promotes an appreciation for research that may prevent the justices from "going astray in their understanding."

"If more social scientists would communicate their scientific expertise," Acker writes, "they ultimately would be contributing to the development of more informed legal policy through the adjudicative process."

### **MICROCOMPUTERS IN CRIMINAL JUSTICE**

According to a National Institute of Justice report, *Use of Microcomputers in Criminal Justice Agencies* (May 1990), availability and affordability have facilitated the introduction of microcomputers into the criminal justice system.

The Microcomputer Assisted Police Analysis and Development System (MAPADS) was developed by the Chicago Police Department to assist police commanders allocate resources. The program includes information from neighborhood groups on problems in their neighborhoods and provides the department with a record of official crime reports.

The Supreme Court of South Carolina developed a "bulletin board" computer system. Callers into the board obtain opinions recently filed in the Supreme Court and Court of Appeals, recently decided petitions in the Supreme Court, current Supreme Court Calendar and other items of interest. Judges in the state may have private communications in a section of the board called "The Judges' Chambers."

Other microcomputer systems developed specifically for the criminal justice system included a program that locates the portion of a given geographic area containing the largest concentration of crimes, a system tailored to the needs of probation agencies and a system that provides grand jury calendars, case listings and prosecutor statistics.

### **BOOK REPORT: DISTINGUISHING LAW FROM JUSTICE**

*Rough Justice: Days and Nights of a Young D.A.* (Pantheon, 1990) by David Heilbroner provides a real-life account of the job of a assistant district attorney as well as a commentary

on the perceived shortcomings of the criminal justice system.

Troubled by the distinction between doing justice and applying the law, the author had doubts about the system in which he was working. He felt compassion for some of the people for whom he had to deal and frustrated by how school had not prepared him to deal with the poor and uneducated.

Heilbroner defines "rough justice" as the accommodations that judges and lawyers make simply to cope with the appalling tide of criminal cases that overwhelms New York City's courts. Locking everyone away, he contends, is not the solution. Protecting the system shouldn't be done by prosecutors going for the highest charges or the longest sentences. This kind of attitude, the author concludes, maintains the status quo at great cost to justice.

### **NEEDLE SHARING STILL PREVALENT AMONG DRUG USERS**

Despite the high risk of contracting human immuno-deficiency virus (HIV), the virus that causes AIDS, large numbers of drug injectors continue to share needles, according to the National Institute of Justice Drug Use Forecasting (DUF) program.

Intravenous drug users predominate as the source of heterosexual and perinatal transmission of HIV. The most dramatic increases in AIDS over the last few years have been among IV drug users, their sexual partners and their children.

Twenty-nine percent of male and 17 percent of female arrestees in New York City who reported ever having injected drugs admitted also that they share needles. Many needle-sharers indicated that they had modified this behavior as a result of the AIDS epidemic, however, misconceptions about AIDS were common. For example, several IV drug users claimed that they only shared needles with friends or did not share with unclean people. These changes are ineffective barriers against HIV transmission and indicate the need for education and outreach programs among IV drug users.

### **REPORT EXPLORES DRUG INFORMATION**

The Drugs & Crime Data Center & Clearinghouse of the U.S. Department of Justice has provided a report outlining the current status of the Federal information base on illegal drugs. The focus of the report is on the sources of drug information that drive national policy.

Thirty-eight different data sources from 17 sponsoring agencies are described in the report. In general, the sources are concerned with the extent of drug use, consequences of drug use, substance abuse treatment and prevention strategies, the source and volume of illegal drugs in

the country and drugs and their impact on the criminal justice system.

Another publication from the Clearinghouse, *State Drug Resources: A National Directory* provides additional information on State-level drug data and programs.

Copies of these reports may be obtained from the Drugs & Crime Data Center & Clearinghouse, 1600 Research Blvd., Rockville, MD 20850 or by calling 800/666-3332.

### **CRIMINAL JUSTICE SEMINAR LOOKS TO FUTURE**

The Office of International Criminal Justice of the University of Illinois at Chicago recently published *Beyond the Barriers Toward 2000 A.D.*, a collection of papers covering criminal justice topics presented in a week-long seminar in England.

The speakers were drawn from a wide spectrum of United Kingdom law enforcement professionals and covered the ongoing work of criminal justice professionals, academics and researchers to improve the effectiveness of the criminal justice system.

*Beyond the Barriers Toward 2000 A.D.* can be ordered from OICJ Books, 1333 S. Wabash, Box 53, Chicago, IL 60605.

### **BUREAU OF JUSTICE STATISTICS REVEALS FELONY DATA**

The U.S. Bureau of Justice Statistics has published a report on felony cases based on data collected from the nation's 75 largest counties during February 1988.

Data on 11,000 felony cases were collected from local courts in 39 urban counties, part of a sample scientifically designed to represent the nation's 75 most populous counties. In 1985, these counties accounted for nearly half of all reported crimes in the United States.

Highlights from this report include:

- \* About two-thirds of the defendants were under age 30 and a third of the murder and robbery defendants were under age 21.
- \* Two-thirds of the defendants were known to have been arrested previously, half were known to have at least one prior conviction.
- \* During the one-year study period, two-thirds of the defendants were released from custody before the disposition of their case.

- \* About 4 percent of all defendants were held without bail, including 26 percent of murder defendants.
- \* Defendants with no prior convictions were released in 77 percent of the cases, compared to 46 percent of those with a prior conviction for a violent felony.
- \* Two-thirds of the defendants convicted of a felony received an incarceration sentence.

Copies of this report may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20950 or by calling 800/732-3277.

### **JUSTICE DEPARTMENT AWARDS \$1.4 MILLION TO ATTACK DRUG MARKETS**

The U.S. Department of Justice has awarded almost \$1.4 million to the Pittsburgh, Hartford, Kansas City and Jersey City Police Departments to develop sophisticated new computerized information systems that will help them disrupt and eventually eradicate their high volume retail drug markets.

Each department will develop strategies to destroy illicit drug dealing using computerized maps to identify where drugs are being sold. Police officials will be able to target the busiest drug markets and maintain pressure on them as they move about the metropolitan area of each city.

Through this program, department officials will be able to make immediate use of various kinds of drug activity data to go after the dealers and their customers.

### **CRIMINAL JUSTICE INFORMATION HOTLINE**

The U.S. Bureau of Justice Assistance Clearinghouse, a component of the National Criminal Justice Reference Service, has installed a new toll-free number that directly connects justice practitioners to information on BJA products and programs. *The number is 1-800/688-4BJA.*

### **TWO-THIRDS OF RESTITUTION NOT PAID**

*Editor's Note: Research Update, Volume 2, Number 1, in an article (p. 13) with the above title incorrectly spelled the name of Arlene Sauser, chief probation officer for San Francisco County. Our apologies.*

## **BREWERS' MARKETING PRACTICES QUESTIONED**

The beer industry is employing questionable marketing practices that exploit working class youth, according to a one-year study, "Beer and Fast Cars: How Brewers Target Blue Collar Youth through Motor Sport Sponsorships," published by the Marin Institute for the Prevention of Alcohol and Other Drug Problems in San Rafael, California.

To increase sales, American brewers are spending up to \$50 million a year on promotions that associate beer, cars and speed. The study contends that the industry is targeting a group at risk for the "intersection of dangerous driving and drinking." The report explores how motor sports sponsorships complement and amplify brewers' television and billboard campaigns by joining masculinity, risk, excitement and beer in the actual experiences of potential consumers.

To document this first, in-depth examination of sports sponsorship and health, a research team attended 14 motor sports events sponsored by the beer industry in Northern California during 1989. Researchers also studied trade journals and conducted focus groups with more than 60 San Francisco Bay Area high school students--the prime targets of beer industry sponsorships.

Beer and tobacco industries spend more than \$400 million a year on sponsorships, most of which goes to sports. Auto racing commands more sponsorship funds than any other sport. As one of his last acts as Surgeon General, Dr. C. Everett Koop called for a ban on sponsorship of sports by alcohol beverage companies.

At county fairgrounds in California, where some of the racing events are held, the state Department of Food and Agriculture is party to sponsorship agreements that lack stipulations against unbridled promotion, according to the study.

The report concludes that the absence of regulations governing the way beer is marketed sends a powerful message to young people. "If the government does not assert that there are many ways, times and places in which it is not appropriate to sell alcohol, then perhaps we can understand how young people, too, might fail to observe crucial distinctions about the time, place and appropriateness of beer drinking."

## **BOOK REPORT: MULTIPLE PROBLEM YOUTH EXAMINED**

*Multiple Problem Youth: Delinquency, Substance Use and Mental Health Problems* by Delbert S. Elliott, Davis Huizinga and Scott Menard (NCJ 1989) examines the patterns of joint delinquent-ADM (alcohol, drug and mental health) problems among adolescents.

The study reveals the proportion of youth who exhibit each multiple-problem pattern and the distribution of those patterns in the general population by age, sex, race, class and place of residence. Also covered is whether or not the onset of problem behavior is more likely to occur at a particular age or developmental stage, and if a common set of causes can be identified for these problems. Additionally, the relationship between ADM disorders and criminal involvement is examined.

The book is the result of a nationwide 10-year study of adolescents. The data and analyses are based largely on the National Youth Survey, jointly funded by the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the National Institute of Mental Health, and the National Institute of Drug Abuse.

### **POLICY DIMENSIONS OFFERED ON VIOLENT JUVENILE OFFENDERS**

A compelling portrait of what justice officials must do to advance the crime control and rehabilitative treatment of juvenile offenders is offered by Jeffrey Fagan, in *Criminal Justice and Behavior* (Vol. 17, No. 1),

"The challenge to correctional policy makers," says Fagan, "is to develop methods to move youths from the 'coercive control' of traditional training school/parole models to interventions that seek to internalize self-control when supervision ends." The author explains that today, ritualized connections that once brought young and old together have been replaced by age-specific special interests. This encourages competition between generations. Fagan contends that this competition is a significant factor in criminal behavior among juveniles.

Part of Fagan's approach calls for replacing traditional school/aftercare training models with programs that benefit both youth and their community. Fagan believes such supervision in their own environment will help prevent future crime and enhance youths' opportunities for social development during re-entry.

Fagan's research found that effective juvenile offender programs link their various components by logical and consistent themes based on a sound philosophy about why youths commit crimes and what must be done to stop delinquency. "Rather than simply experimenting on a trial and error basis with different strategies, effective programs connect their interventions to their philosophy."

The author's own intervention philosophy is based on a reintegration concept where planning, skills, contingency, control, advocacy, treatment and management play a major role. Fagan argues that successful community reintegration is largely a management function where innovation and information are routinely available. He adds that effective programs also had the autonomy to make decisions reflecting goals, not politics. Also, phases of a program

were viewed as part of a continuum linked in complimentary, not competing styles.

### **YOUTH DRUG, ALCOHOL OFFENSE PATTERNS STUDIED**

A study by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency (OJJDP) explores patterns of youth drug and alcohol cases in America. The study involved an evaluation of nearly 393,000 juvenile court records drawn from 696 courts in 15 states.

According to the report, more than half of the young persons referred to juvenile courts for drug or alcohol offenses had been to court at least once before. Approximately 40 percent of drug cases and 30 percent of alcohol cases involved youths who had been referred to court two or more times.

The study also found that 62 percent of the cases of juveniles with previous court appearances were handled formally, a process that involves petitioning a juvenile court for a hearing to adjudicate the case or to determine whether the case is waived or transferred to an adult court. The cases of the youths with no prior court appearances were handled formally 41 percent of the time.

The study further examines different ways courts handle cases involving youths of different age, race and gender.

Copies of the report are available from the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 or by calling 800/638-8736.

### **ASSESSING THE EFFECTIVENESS OF DRUG REFUSAL SKILLS PROGRAM**

A typical refusal skills program offered as a drug abuse prevention strategy to a seventh-grade health class in the Charlotte-Mecklenburg School System, North Carolina, was studied to determine short-term outcomes during the school year.

The study, published in the *Journal of Drug Education* (Vol. 19, No. 4), was conducted by Sehwan Kim, Jonnie McLeod and Carl Shantzis who found the program did not impact "high-risk" attitudes associated with student drug involvement.

The study suggests that students became more sophisticated about the issues involved but found it harder to say "No" as a result.

To counteract their findings, the authors make several recommendations: target students at a lower grade level, teach refusal skills in conjunction with other long-term prevention

programs, and reinforce the program by modifying the content to include role-play activities involving other age-appropriate issues and problems.

## **UNDERSTANDING JUVENILE MENTAL HEALTH TREATMENT**

Uncertainty and confusion about what treatment is and what it can be expected to accomplish are the primary factors making it difficult to provide effective treatment for juvenile offenders. This is the basis of recommendations developed Dr. Richard Barnum, a senior forensic child psychiatrist, aimed to help juvenile justice professionals work with mental health providers and with their clients.

Dr. Barnum, in an article appearing in *The American Probation and Parole journal, Perspectives* (April 1990) defines a simple paradigm for appreciating the complexity of various mental health treatment practices. Mental health treatment experiences, he explains are characterized by what is being treated, by what means, and in whom as well as by whom.

By understanding these factors, probation officers can improve the effectiveness of their supervision of probationer's treatment. Professionals need to distinguish whether the target of treatment is a specific emotional or behavioral problem or a more general character problem. Understanding is required of how the treatment goals are meant to support fulfillment of conditions of probation.

## **CAMPS AS ALTERNATIVE SENTENCING PROGRAMS FOR JUVENILES**

At the Hope Center Wilderness Camp near Houston, Texas, emotionally disturbed delinquent boys are being successfully treated for their criminal acts.

The program, reviewed in the *Journal of Offender Counseling, Services and Rehabilitation* (Vol. 14, No.1) by Arthur F. Clagett, has been operational since 1974. Various methods and techniques used at the camp account for 85 percent of graduates not repeating crimes.

The social structure at Hope consists of interdependent small living groups with twelve members each. These groups use consistent conflict management approaches like a discussion technique called "Huddle-up" where problems are resolved among campers. A counselor-guided self-image dialogue session termed "Aftertalk," and an informal nightly campfire gathering or "Pow-Wow" are also used to promote communication.

The interdependent living groups experience feelings of achievement and measures of security when campers' negative energies are channeled toward positive accomplishment. Schooling is combined with other programs including Sunday religious services, special events, weekend

cookouts, homestays and parent meetings.

Clagett reports that throughout the campers' stay, the rehabilitation process is skillfully integrated into group planning and thinking. The program's success is facilitated by the planning and accomplishment of mutually agreed upon group goals and ritualized programs like the "Pow-Wow" taught to be a "sacred" time for therapeutic discussion.

The boot camp, another sentencing alternative for juveniles, is used in Essex County, New Jersey. Boot camps are viewed as an option to traditional prisons saving tax dollars and assisting with prison overcrowding. The *Advocate* (Vol. 11, No. 4) reports that it is hoped youthful offenders will learn traditional discipline and greater self-control.

Boot camps have recently gained increased national attention as part of the tough federal effort to curb drug use. The Essex County plan will create a three-phase camp program for juvenile and young offenders, age 16 to 24 with short histories of adjudication, but never committed to a correctional facility. The process is expected to break down opposition to authority and create self discipline.

Juveniles completing the first phase of the program advance to a further intensive 90- to 120-day educational and substance abuse rehabilitation program targeted to individual needs. The final phase would be a post-release after-care component providing each juvenile with a community mentor.

The *Advocate* notes that critics of the boot camp approach argue that positive change is not likely to result from the intimidation and "browbeating" normally associated with military style boot camps. But proponents of the program state that boot camps do serve as an alternative to correctional treatment and can successfully turn young people around before they are convinced that they are immune to punitive sanctions from the justice system. The *Advocate* is published by the Texas Coalition for Juvenile Justice, 1001 West Eules, # 216, Eules, Texas 76040, 817/571-6693.

## **BOOK REPORT: NONTRADITIONAL GANGS IN AMERICA**

*Gangs in America: Diffusion, Diversity and Public Policy* (Ronald Huff, ed., Sage Publications, 1990) focuses on the historical and cultural perspectives of gangs, defines and measures gang violence, and compares and contrasts the elements of gang membership for various ethnic and racial groups.

The book is a departure from traditional literature on gangs, answering important questions rather than providing an ethnography. The contributors, all well recognized professionals in the field, examine: What is a gang? What differentiates certain groups as being a gang or

not? What characteristics and social behavior do members of such groups have in common? *Gangs in America* offers theoretical conclusions about the connection between gang violence and illicit drug abuse, and the policy issues that have emerged as a result of such relationships.

### **SUCCESSFUL JUVENILE OFFENDER EMPLOYMENT PROGRAMS**

Employment of juvenile offenders can provide the means for victim restitution and have a positive effect on both the delinquent youths and their communities

According to a recent publication of the Restitution, Education, Specialized Training and Technical Assistance Program, the number of juvenile restitution programs has increased in recent years and has had a positive effect in reducing delinquency among participating youthful offenders.

The report, "The Restitution Experience in Youth Employment" describes elements of successful juvenile offender employment programs and includes an implementation and training guide for establishing such programs, which usually are administered through juvenile probation offices.

### **CANADIAN APPROACH TO DELINQUENCY**

The Parliament of Canada passed "An Act Respecting Young Offenders and to Repeal the Juvenile Delinquents Act" widely known as the "Young Offenders Act" (YOA) in July 1982, after nearly two decades of debate between provinces, agencies and criminal justice professionals. The YOA became law in 1984, replacing the Juvenile Delinquents Act (JDA) which had governed the management of juvenile offenders in Canada without a major amendment since 1908.

The JDA allowed for informality and flexibility; authorities were permitted to "treat" the child for as long as necessary to "cure" the condition of delinquency regardless of the nature of the crime or behavior.

The YOA is a departure from this approach and from the traditional development of criminal law. In effect, a penal code established a list of principles to govern the administration of the YOA.

The change was significant, requiring juvenile justice professionals to adjust their procedures as well as their basic philosophy and attitudes.

## **JUVENILE JUSTICE STANDARDS AVAILABLE**

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) offers all 24 volumes of the *Juvenile Justice Standards* prepared by the American Bar Association and the Institute of Judicial Administration.

The standards were drawn up to help jurisdictions reconcile their practices with the emerging law relating to juvenile justice. Each volume in the *Standards* series covers a different topic, analyzing the issues, providing case citations and suggesting further readings.

The *Juvenile Justice Standards* are available at cost from the Juvenile Justice Clearinghouse at 800/638-8736.

## **EVALUATING PURSUIT POLICY**

Each day, hundreds of police officers are involved in high speed automobile chases. Often these result in property damage, personal injury and death--making police pursuit an issue of public concern. The National Institute of Justice has provided a context for understanding and evaluating pursuit policy in a recent publication of *Issues and Practices*.

As part of this guide, pursuit is first defined and then the policy and liability issues it raises are analyzed. The report also examines restrictive policies governing vehicle pursuits in four law enforcement agencies. The study concludes with suggestions that police agencies address in developing pursuit policies.

## **POLICE-PROSECUTOR COOPERATION**

Traditionally, a significant problem facing law enforcement professionals has been a lack of cooperation between investigating and prosecuting agencies. Some agencies are overcoming this cooperation gap, according to a June 1989 National Institute of Justice report.

Lawyers and police officers have different viewpoints and thus also have a different perspective of crime. Each have different priorities, making coordination of a case difficult. Disagreements about the quality of certain types of evidence or investigations, the amount of evidence needed to file charges or go to trial, the point at which an arrest should take place, and the kind of plea bargain that should be made, are among the most common.

In recent years, jurisdictions across the country have been developing a variety of activities to increase cooperation between agencies and ultimately convict more criminals.

In California, the Major Narcotics Vendor Prosecution program focuses on the alarming number of serious crimes associated with cultivating, processing, manufacturing and selling of illegal drugs. The interagency efforts target defendants accused of serious narcotics violations. District attorneys' office are funded by the state Office of Criminal Justice Planning to focus enhanced prosecution efforts and resources on major drug cases by creating special prosecution units and increasing of vertical prosecution. In Indianapolis, prosecutors' computers transmit information directly to police officers. And in Seattle, sex crime investigators and prosecutors work together on child victimization cases.

## **REDUCING OPPORTUNITIES FOR ARMED ROBBERY**

Much research in the past has focused on the perpetrators of crime. Analysis has included

studies on deterrence, incapacitation or treatment. Now, Thomas Gabor at the University of Ottawa and Andre Normandeau at the International Center for Comparative Criminology, University of Montreal are examining the interactions between the criminal, the victim, the physical environment and other circumstances that may be relevant at the time of an armed robbery.

In their analysis, published in the *Journal of Security Administration* (1981, 12 1), Gabor and Normandeau studied armed robbery prevention programs that made significant impacts on reducing criminal activity. Their analysis is particularly timely since many victims of armed robbery are banks currently extending their days and hours of operation.

The researchers found that profit reduction, target hardening, changing lifestyles and routines, spacial and temporal considerations, and limiting firearms had a reducing effect on the success of armed robbery. Citing the success of Southland Corporation's seven-step program to reduce armed robbery for example, the authors conclude that opportunity reduction programs are effective because they can be tailored to a specific type of crime.

But policy makers must be careful not to displace criminal activity to more vulnerable targets, warn the authors. Opportunity reduction programs must be viewed as a community-wide priority by the public, businesses and local officials if they are to be effective.

A related study of 30 Florida convenience stores by Stewart D'Alessio and Lisa Stolzenberg published in *Environment and Behavior* (Vol. 22, No. 2, March 1990) found that environmental factors are not important predictors of robbery. Randomness, the size of the parking lot, degree of social disorganization, number of hours open and gasoline service were significant factors in determining the frequency of robbery especially by novice offenders.

D'Alessio and Stolzenberg observed that randomness was used by novice offenders because they are unable to differentiate between high- and low-risk targets. Primary prevention controls like barriers and surveillance may be ineffective for this reason, according to the authors.

## **BOOK REPORT: CONTEMPORARY COMMUNITY POLICING**

*Community Policing: A Contemporary Perspective* (Trojanowicz & Bucqueroux, Anderson Publishing, 1990) extends the realm of fighting crime to include solving community problems. The book offers a unique perspective--a philosophy and organizational strategy that expands the traditional police mandate.

The book defines community policing and shows the reader the future of community policing. The text covers what community policing means, what it does, what research shows, projects

the future and highlights particular community efforts. Included also is a special section devoted to the challenge of drugs.

### **PURCHASING BODY ARMOR--A SHOPPER'S GUIDE**

Although the purchasing of body armor is relatively simple, selecting the appropriate protection can be complicated. The National Institute of Justice outlines three important guidelines for purchasing body armor.

First, the department must accurately assess the protection needs of its officers and then determine which products provide the necessary protection. Finally, procedures and specifications should be employed that ensure that the armor not only meets the requirements but also provides recourse if the armor received is other than specified or in any way sub-standard.

The NIJ Technology Assessment Program Information Center administers a voluntary national compliance testing program for armor. Those models found to comply with NIJ requirements are listed in a Consumer Product List.

### **STRATEGIC HISTORY OF POLICING: A MINORITY VIEW**

George Kelling and Mark Moore are known for their valuable additions for understanding the strategic history of American policing. Their interpretation of policing history is one of shifts from a political to a reform to a community era. Some contend, however, such as Hubert Williams and Patrick Murphy in *Perspectives on Policing* (National Institute of Justice), that for blacks, and to a lesser extent other minority groups, the utility of this analysis is quite limited.

William and Murphy explain that during the political era, blacks were completely powerless, without influence to affect police strategy. During the reform era, police strategy was determined mainly on the basis of law, which left blacks almost completely unprotected. The community era requires an "empowered, cohesive community to be able to deal with a sensitive, responsive police agency," factors the authors note, not present in many of today's minority neighborhoods.

### **TEXT PROVIDES ADVICE ON STOP CONFRONTATIONS**

At least one-third of law enforcement officer fatalities are a result of vehicle stop confrontations. Author Greg Connor, an associate professor with the Police Training Institute

of the University of Illinois, presents safe and effective tactics to help reduce these hazards in *Vehicle Stops Manual* (Stipes Publishing, 1990).

The book is an important guide to police officers and includes many photographs, line drawings and an instructive text.

### **CRACKDOWNS: INCREASING POLICE EFFECTIVENESS**

Crackdowns--increases in the certainty or severity of official police reaction to a specific type of crime--constitute an important development in American policing. Drunk driving, domestic violence, public drug markets, prostitution, illegal parking--all have been targets for publicly announced police crackdowns. Crackdowns focus on specific target problems and by rotating targets rather than establishing permanent ones, may serve as a means of increasing the deterrent effect of policing without increasing the police budget.

By frequently changing targets, supplemented by major enforcement efforts or crackdowns, successful deterrence is more likely. By the time potential criminals figure out that police have switched targets, a police department may be ready to switch back again.

Lawrence Sherman, president of the Crime Control Institute, says that "by constantly changing crackdown targets, police may reduce crime more through the accumulations of residual deterrence at several locations than through initial deterrence at a single location." By limiting the time period devoted to each target, scarce resources would not be wasted.

### **HANDGUN VICTIM STATISTICS REVEALED**

Every year, an estimated 639,000 U.S. residents face an offender with a handgun, according to a recent report by the U.S. Bureau of Justice Statistics. This is just one of the alarming findings revealed by the Bureau, a component of the Office of Justice Programs.

An average of 9,200 people are murdered with handguns and 15,000 wounded by them. Additionally, approximately 76,000 victims are injured in other ways every year by handgun-armed offenders. About one in 32 urban black males from age 16 through 24 is a handgun crime victim every year.

The figures are based on National Crime Survey data collected from 1979 through 1987. The survey interviewed people in approximately 50,000 households twice a year about their exposure to crime.

Victims reported that a stranger committed a handgun crime in more than 72 percent of the

incidents, an acquaintance in about 17 percent of the time and by a relative in about 5 percent. Almost 42 percent of handgun crimes occurred on the street.

### **USING THE NATION'S CRIME MEASURES**

The U.S. Department of Justice uses two statistical programs to measure the magnitude, nature and impact of crime in the United States: the Uniform Crime Reporting (UCR) Program and the National Crime Survey (NCS). The two programs improve understanding of the nation's crime problem by complementing each other's findings.

There are significant differences between the UCR and NCS. The NCS, for example, includes both crimes reported and not reported to law enforcement, but it excludes homicide, arson, commercial crimes and crimes against children under 12. These factors are included in the UCR program, which excludes simple assaults from the Crime Index.

The results of UCR and NCS are not strictly comparable for a variety of reasons. But data users can use the output from each in a complementary manner to better assess crime occurrence, losses, law enforcement involvement, arrestee descriptive data and victimization information. By properly analyzing both programs, crime issues can be viewed in a much broader and complete scope.

## **CORRECTIONAL FACILITIES AND AIDS**

Concern about AIDS in prisons and jails has shifted from issues such as fear of casual transmission, to more long-term questions such as housing, programming and medical care for HIV infected inmates.

According to a National Institute of Justice annual study of AIDS and correctional facilities, a total of 5,411 cases of AIDS were confirmed among inmates across the federal, state, and larger city/county facilities in 1989. The study also found, however, that more than three-quarters of state/federal and over one-half of city/county systems reported decreased or stable levels of inmate concern about AIDS since 1988.

Most county jails and many state prison systems collaborate with public health departments on correctional AIDS education programs. Trained educators attend refresher sessions every six months and are responsible for tailoring an education program according to their facility's needs. AIDS education for inmates and staff usually covers a variety of topics. Successful AIDS education focuses on personal risk and on encouraging appropriate risk reduction practices.

The 1989 NIJ survey indicates that there is a continuing movement away from blanket segregation of inmates with AIDS or the HIV infection towards general population housing or case-by-case determination. This trend can be attributed in part to the less fearful attitude towards individuals with AIDS or HIV infection as well as increased costs of hospitalizing inmates. Class action lawsuits, based on grievances about classification and violation of privacy rights, have also resulted in housing policy changes.

Medical care for inmates with HIV infection and AIDS represents a major budget item for correctional systems. The increasing numbers of prisoners with HIV infection and AIDS have placed an additional strain on the system. Prisoners are statutorily ineligible for Medicaid; therefore the jurisdiction in charge of their corrections facility must assume the costs of their care. Additionally, costs for prisoners are required to be paid from certain limited budget accounts. Legally, correctional medical care must be equivalent to generally acceptable medical practice in the outside community which makes it difficult to make funding tradeoffs. HIV treatment and prevention programs for other populations may have to be cut in order to pay for prisoner care.

While many of the fears and misconceptions about AIDS are diminishing, the number of cases of HIV and AIDS are increasing in the nation's prisons. Therefore, the long-term issues of education, housing and medical care for AIDS victims remains of primary concern in corrections facilities.

## **LIFE WITHOUT PAROLE: AN ALTERNATIVE TO DEATH?**

Writing in the *Vanderbilt Law Review* (Vol. 43:529), Julian H. Wright, Jr. argues that life-without-parole sentencing deserves greater use as a sanction against society's worst killers and is a legitimate alternative to capital punishment. For states attempting to balance public opinion on sentencing issues, life-without-parole is a punishment that the death penalty and regular life sentences lack.

States that do not use life-without-parole (LWOP) punishment should consider its adoption especially since the U.S. Supreme Court and lower courts have affirmed its constitutionality. In addition, Wright asserts, LWOP has become an effective prosecutorial weapon against murder and can be effectively used as an alternative to capital punishment. But LWOP should not be seen solely as a stepping stone to eliminating capital punishment, the author warns. Life-without-parole should be viewed as an effective tool itself because research indicates it is an effective sanction against violent murderers and protects society better than a normal life sentence that allows parole.

## **PRISON CROWDING AND POLITICS**

Jeff Bleich, professor of law at Boalt Hall, University of California, Berkeley, argues in the *California Law Review* (Vol. 77:1125) that complaints leveled at the correctional system do not relate directly to increased prison populations but more to a shift in the current definition of crowding. Bleich states, "No one, including prison administrators, knows how crowded America's prisons are." Prison crowding, according to the author, "has given all sides of the corrections debate a useful vehicle for pursuing their individual agendas."

This critique of the correctional system is based upon Bleich's analysis that crowding and capacity in prisons are fluid concepts. Historically and politically, crowding has been defined differently between jurisdictions, courts and individuals. Admitting that increases in prison populations have occurred recently, Bleich writes that factors other than manageability and inmate discomfort have shaped the popular crowding debate.

Courts have allowed "the broad label of overcrowding" to veil the real issues; the security of inmates and their effective management. As correctional budgets rise, with a corresponding increase in the number of crowding-based lawsuits, objectivity is likely to diminish.

Solutions to this dilemma offered by the author are to fashion standards related to the primary concerns of prison policy: privacy, security and manageability. Additionally, a "greater rigor" should be introduced in the formulation of capacity figures, "in the hope that this would reduce the opportunities for political manipulation."

Capacity criteria offered by Bleich as a solution include an analysis on space per inmate, configuration of housing units, availability of diversionary programs, ratio of staff to inmates, average length of involuntary confinement per day and age, security classification and demographic composition of the prison population.

### **NUMBER OF INMATES REACHES NEW HIGH**

The U.S. Bureau of Justice Statistics recently announced that the number of federal and state prisoners grew by a record 76,099 inmates last year, reaching a new high of 703,687 men and women. This is a 12.1 percent increase over the 627,588 inmates held at the end of 1988.

In its annual bulletin on prison populations, the Bureau, a component of the Office of Justice Programs, found that the number of women prisoners increased by 21.8 percent last year, whereas the number of male inmates increased by 11.6 percent. The female population has grown at a faster rate than the male population every year since 1981.

California's system increased by more than 11,100 inmates during the year. The state now accounts for about one in eight prisoners held in federal or state institutions. Overall, the percentage increase in the number of inmates last year was greatest in the Northeast states.

Single copies of the bulletin, "Prisoners in 1989" (NCJ-122716), and other Bureau of Justice Statistics publications and data may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 or by calling 800/732-3277.

### **LOCAL JAILS CENSUS INCREASING**

Local jails throughout the United States held 54 percent more persons than in 1982. This level was 117 percent higher than the number confined in 1978. During the same 10-year period, the number of local jail facilities had decreased by 5 percent. These are just some of the significant findings revealed by the 1988 National Jail Census.

Other major findings include:

- \* The number of female inmates nearly doubled (93 percent) between 1983 and 1988, while the male count rose by 51 percent.
- \* For the Nation, in 1988 the local jail population was 101 percent of the total rated capacity--up from 85 percent of capacity in 1983.

- \* Twenty-nine percent of the jails held prisoners because of crowding in other institutions in 1988. One in every 12 inmates were in jail because of crowding elsewhere.
- \* Ten percent of inmate deaths during 1988 were the result of AIDS, while suicide accounted for 43 percent of deaths.
- \* Jail expenditures totaled \$4.5 billion during the annual period ending June 30, 1988. The average annual operating cost per inmate was \$10,639.

### **BOOK REPORT: PRISON REFORM REQUIRES CRIME PREVENTION**

*Are Prisons Any Better? Twenty Years of Correctional Reform* (John W. Murphy & Jack E. Dison, eds, Sage Publications, 1990) provides a broad analysis of several key themes related to improving the correctional system.

The contributors review various plans that were implemented and the many logistical advances used to improve the effectiveness of prisons. The primary message of the text is that emphasis must be placed on the prevention of crime, rather than just intervention.

### **CONSTRUCTION INFORMATION EXCHANGE FOR CORRECTIONS RESOURCES**

The National Institute of Justice's Construction Information Exchange offers jurisdictions assistance in building efficient, cost-effective correctional facilities by offering four significant resources.

The Exchange maintains an up-to-date data base of more than 150 types of information, including construction costs, staffing levels and fire protection systems on 266 recently completed prisons and jails. *The National Directory of Corrections Construction* is a publication with profiles of more than 260 prisons and jails built or renovated since 1978. A series of case studies is also available which focus on construction techniques, finance methods and jail planning. Information specialists are on-hand to respond to requests from individuals involved in prison and jail construction.

Complete information on these services can be obtained from the Construction Information Exchange, National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850 or by calling 800/851-3420.

## **PROBATION AND PAROLE FIGURES SOAR**

According to "Probation and Parole 1988," a recent U.S. Bureau of Justice Statistics *Bulletin*, the number of adults on probation or on parole increased to record-high levels. State and federal agencies reported that 2,356,483 offenders were on probation and 407,977 were on parole--an estimated 1.52 percent of all adults in the United States.

The total number of adults in the Nation under some form of correctional supervision, including those in local jails or state and federal prisons, reached a new high of over 3.7 million, an increase of 38.3 percent since 1984.

## **DRUGS AND PRISONS TOP CONCERNS OF GOVERNORS**

The Nation's governors have called for stricter drug laws, expanding drug education and treatment efforts and providing additional prison space to relieve crowded institutions. Governors expressed their top criminal justice concerns in annual "state of the state" addresses to legislatures this year.

Many governors highlighted drug control as a top governmental priority. Delaware Gov. Michael Castle, for example, plans to provide treatment for addicts, education programs and necessary resources for law enforcement agencies to help alleviate the drug problem.

Kentucky Gov. Wallace G. Wilkinson recommended a two-year, \$96 million general fund increase to boost prison capacity by 26 percent and accommodate the number of projected inmates that will enter the state's correction system through 1994.

Several governors also recommended measures to increase penalties for juvenile crime and to provide additional resources for at-risk youth. Compensation for crime victims was another topic addressed by several governors.

## **PUBLIC AND PRIVATE PRISONS: COMPARING COSTS**

In an effort to find ways to cut costs, many jurisdictions are considering the possibility of private companies running prisons under contract. Charles H. Logan, Ph.D. and Bill W. McGriff, C.P.A. in a National Institute of Justice "Research in Action" report, review this possibility.

The article illustrates the findings of one jurisdiction, Hamilton County, Tennessee, in the authors' attempt to weigh the benefits of private versus public prisons.

The authors explain that two methodological problems make it difficult to compare the costs of private and public prisons. First, there is the problem of hidden costs--those costs not accounted for in corrections budgets. The second problem is that the facilities and programs compared are of a different nature, making straight dollar comparisons unfair.

Hamilton County found that contracting out prison management generated annual savings of at least 4 to 8 percent--and more likely in the range of 5 to 15 percent--compared to the estimate cost of direct county management. The county was able to account for hidden costs by identifying them and also addressed the comparison difficulties.

### **BOOK REPORT: PROBATION/PAROLE PRACTICES--HISTORICAL REVIEW**

*Probation and Parole in Practice, 2d Edition* by Steven D. Dillingham, Reid H. Montgomery, Jr. and Richard W. Tabor (Anderson Publishing Co., 1990) presents the history of probation and parole practices in the United States and reviews the most recent developments in the profession. To additionally help the reader gain understanding of probation and parole practices, exercises are provided. Updated information is included on recent national crime and drug initiatives, intermediate sanctions and sentencing reforms on federal policies. Stress among probation professionals is also addressed.

### **SHOCK INCARCERATION PROGRAMS**

The use of a relatively new type of sanction for young adult offenders-- shock incarceration-- is on the increase in the United States. The programs are designed to "jolt" these offenders into giving up crime.

Offenders sentenced to shock incarceration spend a relatively short period in prison--usually 90 to 180 days--in a military-style boot camp involving a highly regimented program of strict discipline, physical training and hard labor. Offenders spend about six hours a day at work and two to three hours a day in military drills and physical training. Successful completion of the program entitles the offender to be placed under community supervision.

### **BOOK REPORT: CONTEMPORARY ISSUES IN CORRECTIONS**

*The American Prison: Issues in Research and Policy* (Lynne Goodstein and Doris MacKenzie, eds, NCJ, 1989) discusses the issues that face today's corrections system, including prison management, prison living and current as well as future corrections research.

Each research study in the anthology relates to a different area of corrections although several

themes consistently emerge: corrections administration based on due process and accountability, the impact of the political climate on prison management and the interaction between the private sector and correctional systems.

Among the topics covered include the effectiveness of correctional rehabilitation, corrections officers as agents of social control, inmates' rights of access to the courts, equal protection for female inmates and sentencing reform.

## **MASSIVE STUDY WILL TRACE CAUSES OF CRIMINALITY**

Why do some individuals who share similar characteristics and experience similar life circumstances become criminals while others do not? What is the relationship of drugs to criminal behavior? At what developmental stage within an individual's life is the best opportunity to intervene with programs to decrease serious antisocial behavior? Answers to these questions are being sought in one of the most complete longitudinal and interdisciplinary studies in the history of criminology.

James K. Stewart, National Institute of Justice director, signed a cooperative agreement for almost \$1.25 million which will be combined with matching funds from the John D. and Catherine T. MacArthur Foundation in a major public-private partnership for crime prevention research. Specifically, these funds will support studies for five to eight years of planned research into what leads individuals on positive developmental pathways and what influences them to cease or continue criminal behavior.

To select the perhaps 6,000 subjects necessary, some 75,000 to 100,000 households will be screened in a pilot study scheduled to begin this year. Individuals from 30 or more communities within a given city will be studied to identify enough conduct-disordered children, delinquents and adult criminals to permit meaningful statistical analyses. A sampling of this size assures that offenders and non-offenders from both high-risk and low-risk areas will be included.

The premise of the program is that both positive and negative behavior develop over time, Stewart noted. "By understanding what stimulates and stabilizes desirable or undesirable developmental paths, we stand a much better chance of instituting measures to prevent criminality and improve the likelihood of productive lives," he said.

The study uses an accelerated longitudinal design never before undertaken in research on delinquency and crime. Overlapping age groups will permit the program to simulate a 210 year cohort in less than five years. This means the study findings will be produced more quickly and be relevant to current policy concerns.

## **DRUG ABUSE INDICATED AS TOP CONCERN AMONG TEENS**

Drugs, the environment and sexual issues are among the primary concerns of younger teenagers according to 9,000 letters written to U. S. Representatives by seventh and eighth grade students participating in the RespecTeen Speak for Yourself education program.

Drugs and alcohol also ranked as the priority issue among youth participating in a survey by

the Evansville Youth Coalition in Indiana.

Other critical issues cited by the teens were violence, education and literacy, child abuse, suicide and AIDS. A common belief expressed was that more intense and earlier education would have a major impact on reducing these problems.

## **AUTO THEFT PREVENTION**

The cost of auto theft to society is substantial. According to a 1988 special report by the U.S. Department of Justice's Bureau of Justice Statistics, the nation's losses from motor vehicle thefts during the 1973-85 period are estimated at \$29 billion. In response to the national trend of spiraling vehicle rates, several states are following Michigan's successful program that reduced motor vehicle theft rates and indirectly led to decreases in theft insurance coverage rates for policyholders.

Michigan's Auto Theft Prevention Authority was created by the legislature in 1986 as part of an insurance reform package. The Authority collects \$1 for each insurance premium on private passenger cars. The revenues, which amount to about \$6 million, are used to fund auto theft prevention, public awareness campaigns and enforcement campaigns developed by law enforcement, prosecutors and nonprofit organizations. Unspent monies return to the fund. From 1985 through 1989, Michigan's auto thefts were down 13 percent while nationwide they rose 38 percent.

In California this past year, the Governor's Stop Crime Coalition, in cooperation with the state Office of Criminal Justice Planning and the California Highway Patrol, published an *Auto Theft Prevention Packet*. The informative guide is available through OCJP.

## **BOOK REPORT: CAN MEN MAKE WOMEN FEEL SAFER?**

*Practical Ways to Prevent Crime*, a British Home Office handbook offers a unique approach to women's safety and fear of crime. A recent Home Office survey examined uncharted territory in crime prevention--the type of male behavior that frightens women or makes them uncomfortable in public.

The survey found that women often feel harassed or scared when in unfamiliar surroundings, particularly at night. Most of the women interviewed had experienced at least minor incidents of male intimidation. Much of this tension is based on men's lack of understanding of women's views on personal safety. The Home Office book offers tips for men to help bridge this communication gap:

CRIME PREVENTION

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- \* If you are walking in the same direction as a woman on her own, don't walk behind her. Cross the road and walk on the other side.
- \* Don't sit too close to a woman riding alone on public transportation.
- \* Remember that a woman on her own may feel threatened by what you think are admiring looks.

These crime prevention messages are not expected to immediately alter male behavior, however the Home Office hopes to raise awareness of the issue and promote better understanding between men and women on this subject.

## **PROTECTION ORDERS HELP JUDGES RESPOND TO DOMESTIC VIOLENCE**

Domestic violence is a widespread crime not easily addressed by traditional criminal justice solutions. Civil protection orders now offer judges a unique additional means to respond to the difficulties particular to domestic violence cases.

Used and enforced correctly, protection orders can help prevent certain behaviors such as harassment or threats which could lead to future violence. They also can help provide a safe location for the victim by barring or evicting an offender from the household and establish safe conditions for any future interactions such as supervised child visitation. This information is based on a March 1990 National Institute of Justice study, *Civil Protection Orders*.

Traditional criminal justice practices such as pre-trial release or probation could be dangerous or perhaps deadly in a family case unless appropriate protective measures are provided. An offender may perceive family violence as acceptable behavior if the court offers a lenient response. A jail sentence, however, may deprive the family of needed financial and parental support. The unusual access an offender has to the victim creates an obvious immediate risk of further violence.

Civil protection orders are available by statute in 48 states as well as the District of Columbia. In most states, protection orders can be provided as a remedy either in addition or as an alternative to pre-existing criminal or divorce-related remedies. Additionally, case law has consistently supported the use of protection orders.

Domestic violence protection orders are relatively new as an available judicial response, therefore questions have been raised both within and outside the justice system as to whether and how they can be effective. While proponents view protection orders as a breakthrough in reducing domestic violence, this method has also been criticized as reinforcing a "soft" approach to a serious criminal problem, as being susceptible to fraud, due process, or equal protection violations, and as being difficult to both draft and enforce.

Dealing with domestic violence requires a concerted effort between each element of the justice system, local social service, mental health and advocacy group representatives. Civil protection orders can be part of the solution when used and enforced by all groups involved.

## **CRIME VICTIM STATISTICS REVEALED**

The U.S. Bureau of Justice Statistics recently reported a variety of findings on violent crimes, including statistics on who commits these crimes and who are the victims. The Bureau estimated, for example, that one out of six state prisoners serving time during 1986 for a

violent crime had committed the offense against a minor. A survey also revealed that 41 percent of the violent offenders had a prior relationship with the victim as an acquaintance, an intimate or a relative and 10 percent had committed the offense against a family member.

Almost one-half of the women in prison for violent crimes were serving time for homicide and half of these had killed a relative or intimate, according to the survey report, "Violent State Prisoners and Their Victims."

The Bureau estimated, based on a representative sample of state prisoners across the nation, that 245,562 offenders were being held for violent crimes against almost 409,000 victims, including approximately 79,300 people killed, 51,100 people sexually assaulted, 201,200 people robbed, 56,400 victims assaulted and 20,400 people harmed in other ways. The survey also revealed that:

- \* Almost 60 percent of the male violent offenders had committed their offenses against strangers, compared to 37 percent of the violent females.
- \* Generally, the more extensive an offender's prior criminal history had been, the higher was the percentage of strangers among those they killed, robbed or assaulted.
- \* A higher percentage of white males than black males had committed crimes of sexual assault and were more likely to have known their victims. A higher percentage of black males than whites had robbed someone and were less likely to have known their victims.
- \* More than 40,000 of the victims were younger than 18-years old, and 71 percent of these young victims were raped or otherwise sexually assaulted.
- \* More than one-half of the violent offenders said they had committed their crimes while using drugs, alcohol or both at the time of the offense. Almost 30 percent of all of the violent offenders said their victims had been using drugs or alcohol.

Single copies of the special report, "Violent State Prisoners and Their Victims" (NCJ-124133) may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 or by calling 800/732-3277.

## **INTERNATIONAL VICTIMS OF HOMICIDE: A COMPARISON**

According to the World Health Organization, homicide rates in developed democracies averaged 60 percent higher in the late 1970s than in the late 1950s. During this period homicides were 40 percent higher for Australians than for New Zealanders, 50 percent higher

for Italians than for Swiss, three times greater in Norway than in Finland, and four times greater in the United States than in Canada. Given those statistics, what trends and differences can international justice professionals expect in the future?

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 Rosemary Gartner, associate professor in the Department of Sociology at the University of Toronto, answers that question in her article titled, "The Victims of Homicide: A Temporal and Cross-National Comparison" published in the *American Sociological Review* (Vol 55, Feb., 1990). Using motivational, control and opportunity explanations, the author argues that a nation's homicide rate is shaped by four factors: material, integrative, demographic and cultural.

Gartner found evidence that the frequency of homicide is, "related to divorce rates and spending on social programs between time periods...the ratio of female labor force participants to households and national war experiences."

The author points out that her model is general only within the limits of risk in post-war developed democracies. It does not address economic development, political structure or value systems of post-industrial secular societies.

"Nations with greater material deprivation, more cultural heterogeneity, more family dissolution, higher female labor force participation and greater exposure to official violence generally have higher homicide rates," Gartner writes.

Data for the study was obtained from 18 nations for the period 1950-1980.

### VICTIM TO VICTIMIZER

Gail Ryan of the Kempe National Center for Prevention and Treatment of Child Abuse and Neglect in Denver, Colorado, writing in the *Journal of Interpersonal Violence* (Vol. 4, No. 3) argues that treatment of sexual offenders may hold implications for how society deals with victims of child sexual abuse, especially in preventing the cycle of sexual offending.

Citing numerous studies affirming potential harmful effects of childhood sexual abuse, author Ryan offers evidence that offenders share a personal history of abuse with those they assault. Traumatic sexualization may shape the child's view of sexuality in ways that are developmentally inappropriate and interpersonally dysfunctional. "The experience of sexual abuse" Ryan writes, "may be the factor that alters development or contributes to regressive tendencies...the traumatized child may become fixated on the trauma, recreating the experience in ritualistic patterns that become more elaborate, more rigid and more secret over time."

Ryan states that sexual offending may be the offender's attempt to "master" his/her own

helplessness by taking the aggressor's role during an assault. To describe the dynamics of this theory, the author develops a model she calls the "sexual assault cycle." Her conceptualization describes predictable patterns of negative feelings, distortions and control seeking behaviors leading to sexual offense.

For both victims and offenders Ryan writes, the issues of sexual abuse are those of power and control. For the victim, these may be the outcome of being abused; for the offender, they become the triggers for offending.

Implications for victim treatment according to the author, include eliminating fantasy solutions that past trauma can actually be undone. When fantasies become plans, the individual begins to seek control. Ryan notes that immediate behavior management is necessary, but long-term dysfunctions must be considered in victim treatment as well. "It is only by monitoring the cognitive perceptions of the child that exploitative thinking can be separated from the facade of compliance and/or failure."

### **BLACKS VICTIMIZED AT HIGHER RATES**

The National Crime Survey (NCS) shows that between 1979 and 1986 blacks experienced rape, robbery, aggravated assault and all household crimes at substantially higher rates than whites. The NCS obtained these figures by asking members of 50,000 households to describe any criminal victimization they suffered during the previous 6 months.

Other major findings of the report include:

- \* For every 1,000 blacks aged 12 or older, there were 13 robberies, 14 aggravated assaults and 16 simple assaults. For every 1,000 whites there were 5 robberies, 9 aggravated assaults and 19 simple assaults.
- \* Black victims of violent crime were almost twice as likely as white victims of violent crime to face offenders with weapons.
- \* Black robbery victims were less likely than white robbery victims to be physically attacked.
- \* Of all rapes, robberies and assaults committed by single offenders, 69 percent involved a white offender and a white victim, 15 percent a black offender and a white victim, 11 percent a black offender and a black victim, and 2 percent a white offender and a black victim.
- \* From 1983 to 1986, crime rates for theft decreased 21 percent for blacks and 12

percent for whites. The violent crime rates for rape, robbery and assault had similar trends for both races: The annual rate decreased about 17 percent for blacks and 20 percent for whites during 1979-86.

Copies of this report are available from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20950 or by calling 800/732-3277.

### **TRENDS AMONG HISPANIC CRIME VICTIMS**

The U.S. Bureau of Justice Statistics' National Crime Survey (NCS) found that more than 18 million Hispanics in the United States suffered an average each year of 439,000 violent crimes and 830,000 personal thefts during the period between 1979 and 1986. In addition, households headed by a Hispanic had an annual average of 1.2 million burglaries, household thefts or motor vehicle thefts.

The statistics are part of an ongoing survey of approximately 100,000 persons age 12 or older, interviewed twice a year in about 50,000 households. Included in the findings on Hispanic victims are:

- \* Hispanics experienced higher rates of victimization from violent crime than did non-Hispanics. For every 1,000 Hispanics age 12 or older, there were 11 robberies and 12 aggravated assaults, for every 1,000 non-Hispanics, there were 6 robberies and 10 aggravated assaults.
- \* The annual rate of violent crime committed against Hispanics dropped after 1983 from about 44 crimes per 1,000 to about 31 per 1,000 in 1985.
- \* Hispanics suffered a higher rate of household crimes--burglary, household larceny and motor vehicle theft--than did non-Hispanics. For the whole period there was an annual average of 266 household victimizations per 1,000 Hispanic households compared to 205 crimes per 1,000 non-Hispanic households.

The higher victimization rate for Hispanics is attributable in part to the fact that Hispanics tend to be younger, poorer and more concentrated in cities--characteristics that are associated with high crime rates--than non-Hispanics.

Hispanics comprise the fastest growing racial or ethnic group in the United States and currently make up about 8 percent of the total U.S. population. The Hispanic population is concentrated in California, Texas, New York, Florida, Illinois, Arizona, New Jersey, New Mexico and Colorado.

## **DATA BASE ON VICTIM COMPENSATION LAWS**

The Office for Victims of Crime (OVC) offers a data base of state crime victim compensation laws which is now available through the National Victims Resource Center (NVRC). The data base documents victim compensation legislation from 47 states and territories. Anyone with a computer and a modem can access the data base through the NCJRS Electronic Bulletin Board (301/738-8895). A NVRC information specialist will also conduct the search at no charge.

For more information on the Crime Victims Compensation Legislation Data Base contact NVRC at 800/627-6872.

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