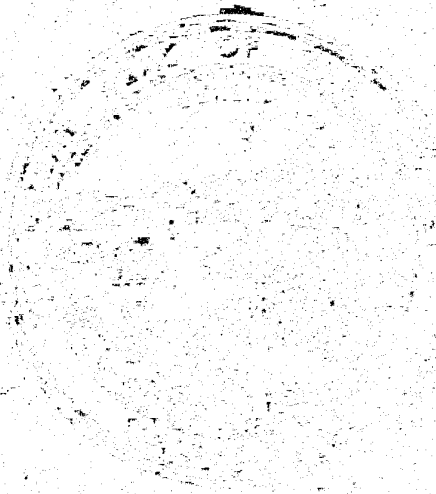


OFFICE OF CRIMINAL JUSTICE PLANNING

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EMERGING CRIMINAL JUSTICE ISSUE:

WHEN HATE COMES TO TOWN - PREVENTING AND INTERVENING IN COMMUNITY HATE CRIME

Hate, an historical provocateur of crime, is all too often a contributor to the day-to-day living experiences in many American communities. That people hate because of race, ethnicity or religious preference is neither new nor surprising. What *is* both new and alarming is the character of today's hate crime: traditional racist and anti-Semitic organizations have broadened their targets to include persons with "offensive" sexual orientations and/or beliefs; new racist organizations have arisen that target victims for hard-core ideological reasons and back up their hate with technically sophisticated weapons; and an increasing number of adults and juveniles are involved in largely spontaneous acts of homophobic violence. (Lutz, 1987.)

Consequently, hate crime should be a critical concern for the criminal justice community. As this article will illustrate, some segments of the criminal justice community and the American public have faced the problem by developing successful prevention and response mechanisms to deal with hate crime. Yet by 1988, the absence of appropriate policies and programs was more apparent than the presence of successful approaches: no federal policy existed to address the problem; many criminal justice agencies and citizens remained unconvinced that hate crime was either a problem or a criminal justice priority; and too few organizations existed to address the tensions and conflicts that cause hate crime and provide assistance to its victims. Such attitudes ignore an already-known fact: hate crime can cause significant social, economic and emotional stress in our communities.

This article addresses the growing menace of hate in many American communities. It defines hate crime, explores its causes and dimensions, identifies both the perpetrators and victims of such crime, and examines the myriad types of responses to the problem that exist throughout the nation and specifically in California.

Definitions

Like any other emotion-laden term, "hate crime" is not easily definable. Historically, most crimes of hate have referred to threats or acts of violence directed toward a particular racial, ethnic or religious group. Today, however, hate crimes are increasingly perpetrated against individuals and groups who either adopt or are perceived to adopt particular lifestyles and/or beliefs which are unacceptable to some segments of society. The most comprehensive definition currently available, and the one utilized for the purpose of this article, is that adopted by the California Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence which considers an act of hate violence to be:

...any act of intimidation, harassment, physical force or threat of physical force directed against any person, or family, or their property or advocate, motivated either in whole or in part by hostility to their real or perceived race, ethnic background, national origin, religious belief, sex, age, disability, or sexual orientation, with the intention of causing fear or intimidation, or to deter the free exercise or enjoyment of any rights or privileges secured by the Constitution or the laws of the United States or the State of California whether or not performed under color of law. (California Department of Justice, April 1986.)

The State of California, by adopting this definition in the Attorney General's Task Force report and passing Assembly Bill 63 in 1987 (Penal Code Section 422.6) which increased penalties for hate crimes specifically including those committed *because of a victim's sexual orientation*, helped formulate the cutting edge for the policymaking battle against hate crime. Essentially, California became one of the first states to officially recognize that persons victimized because of their sexual orientation and/or beliefs were indeed victims of hate crime. As the remainder of this article will indicate, many states have initiated and passed hate crime legislation, but few have gone as far as California has by including sexual orientation in their definitions of hate crime.

Dimensions and Causes of Hate Crime

In numbers unprecedented throughout the 20th Century, American communities are witnessing incidents of hate crime. The first federally-funded and sponsored study of such incidents recently concluded, "...there is plenty of documentation to show that the problem is widespread, and considerable evidence that it is increasing." (Finn and McNeil, 1988.) Indeed, the Center for Democratic Renewal

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documented nearly 3,000 *reported* acts of hate violence between 1980-1986.

Several national studies document hate crime perpetrated against certain groups, most notably Ku Klux Klan violence, crimes committed against Jewish citizens and property, and crimes perpetrated against members of the gay and lesbian communities:

- From 1978 to 1980, Ku Klux Klan activity increased 550% and from 1978-1985, over 600 acts of Klan violence, intimidation and harassment were documented by the Community Relations Service of the U.S. Department of Justice. (Center for Democratic Renewal, 1985.)
- In 1987, 594 cases of anti-Semitic reports of vandalism and 312 cases of assaults, harassment and threats against Jewish individuals and institutions were reported to the Anti-Defamation League of B'nai B'rith (ADL), representing a 17 percent increase in such activity over the previous year. (ADL, 1987; ADL, January 1988).
- In 1987, a record high of 7,008 incidents against gays and lesbians ranging from harassment to homicide were reported to the National Gay and Lesbian Task Force (NGLTF) by 64 groups in 32 states and the District of Columbia. This figure represents a 42 percent increase over the previous year. (NGLTF, 1988.)

Ample evidence exists that California is not exempt from this upward trend. In 1982, the Governor's Task Force on Civil Rights concluded that a pattern of hate violence was escalating throughout the state. Later that year, the report of the California Commission on Personal Privacy provided a history of violence against gays and lesbians in California. (California Commission on Personal Privacy, 1982.) In 1986, the Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence found hate crime "poses a serious threat to California communities", concluding that "every region of the state" had experienced hate crime activity. (Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence, 1986.) In 1987, the Los Angeles County Human Relations Commission's annual survey recorded a record high of 184 racially or religiously motivated incidents throughout the County. (Los Angeles County Human Relations Commission, 1988.) And on November 30, 1988, the Los Angeles Police Department's computerized data base of hate crimes indicated 127 incidents occurred during the first 11 months of the year. (Los Angeles Police Department, Detective Support Division, Interview with the author on November 30, 1988.)

To date, no measurement of the national incidence of hate crime perpetrated against *all* types of victims has been conducted. Indeed, hate crime statistical collection and analysis is fraught with special difficulties. First, determining

motive in any crime is problematic, but proving a prejudicial motive is especially difficult. Second, at least three hate crime-related offenses—threats, trespassing and vandalism—are already collected by the FBI and no procedure currently exists to separate those general types of crimes from those committed due to prejudice or bigotry. Third, no uniform agreement exists among data collection proponents about the types of hate crime to be recorded—should statistics primarily reflect racial, ethnic and religiously motivated crime, or should figures also include crimes perpetrated because of a person's beliefs and/or sexual orientation? Fourth, opponents question if we can *really* know the full extent of hate crime since much crime is unreported, and all too often, officials treat such incidents as harmless pranks.

Thus, although the full extent of hate crime is unknown, it is clear that since 1980, such incidents have played a greater role in American communities. But why? Some recent studies point to several causes for this wave of community violence:

- 1) A growing pattern of economic prejudice built upon the stereotype that minorities are making economic gains which threaten the economic and social well-being of whites;
- 2) The unprecedented numbers of Latin American and Asian immigrants have drastically changed many neighborhoods which are unprepared for the social, economic, political and criminal justice system consequences of multicultural living;
- 3) The higher visibility of gay men, often identified as "easy targets" who are unable or unwilling to fight back, combined with the increasing national fear about AIDS; and
- 4) The increasing lack of social preparedness of most young people when plunged into a multicultural school environment.

In short, hate crime appears to be rooted in alienation and fear. When people are aware of or perceive differences in race, religion, ethnicity, beliefs or sexual orientation, then hate just may come to town.

The Perpetrators of Hate Crime

Throughout the 1980s, many organizations have focused their attention on the perpetrators of hate crimes. The first study of "bias crime" sponsored by the federal government found that at least half the people arrested for such crime were juveniles or young adults between 16 and 25 years of age; and such perpetrators most commonly used verbal intimidation, assault and vandalism as their tools for hate violence. (Finn and Taylor, 1988.) Most studies generally indicate that hate crime perpetrators are either members of organized extremist groups or persons who act individually or in loosely-organized groups.

Extremist Groups

Available studies refer to at least three specific types of extremist hate groups: the Ku Klux Klan (KKK), the "Identity" movement and Neo-Nazi organizations. It is important to note that despite their independent treatment herein, these groups are not single entities. Klansmen can be and often are also members of the "Identity" movement, "Identity" members are often involved with Neo-Nazi organizations and activities, and Neo-Nazis can be found in both the other groups.

The Ku Klux Klan. The KKK, America's oldest surviving hate group, continues its visibility through a small number of violent racists who primarily aim their hate toward blacks. Often referred to as the "conservative" branch of the hate movement, most Klan members wish for a return to Jim Crow segregation and use violent actions to that end. Lately, many Klan organizations have targeted new groups for their hate, especially the gay and lesbian communities.

The "Identity Church" Movement. The most recent hate group movement, "Christian Identity" or "Identity", is primarily composed of hard-core, right-wing radicals who want to create an all-white nation by expelling or exterminating nonwhites from the U.S. Identity members contend that white Anglo-Saxons are the Lost Tribes of Israel and therefore are destined to establish God's Kingdom on earth. They believe all people of color are a lower species than white people, problems facing the United States are the result of "race mixing" between Christians and people of color, and a military battle is inevitable between themselves and all the "satanic forces" currently corrupting America. Identity members are involved in many small organizations located across the nation.

Neo-Nazis. Primarily involved in nationwide distribution of anti-Semitic hate propaganda through periodicals, books, posters, computer networks and Cable television, neo-Nazis preach hatred against all Jews, blacks and other minorities. A recent and troublesome phenomenon among such groups is the growth of Skinhead gangs of young people, described as follows by the Anti-Defamation League (ADL):

...shaven-headed youths who sport Nazi insignia and preach violence against Blacks, Hispanics, Jews, Asians and homosexuals. They range in age from about 13 to 25, with males outnumbering females. The typical Skinhead has either a shaved head or closely cropped hair; is tattooed with Nazi and/or Satanic symbols; wears jeans, suspenders and "Doc Martens," a heavy boot of British make, sometimes used to kick or stomp on victims. (Anti-Defamation League, October 1988.)

By late September 1988, an ADL survey estimated 2,000 Skinheads lived in 21 states with the greatest

concentration of members in California. Additionally, as documented by the ADL, the numbers and intensity of violent Skinhead crimes grew from February to September 1988 and included two homicides as well as numerous shootings, beatings and stabbings. (ADL, October 1988.)

Over the past several years, Federal law enforcement officials have diligently worked to find and prosecute perpetrators from all three groups. And, in fact, their efforts have successfully decreased membership in some organizations after leaders were arrested and sentenced to substantial prison terms. However, both Federal officials and several organizations acknowledge the existence of a small, loosely-knit underground movement of right-wing extremists who are heavily armed and committed to violence. These groups, though small in number, commit increasingly large numbers of crime. Over the past several years, at least 67 extremist groups identified by the ADL have openly advocated or engaged in acts of hate violence. (ADL, 1988.)

Individual Extremists

To date, little research has been conducted on the nature and backgrounds of individual extremists who spontaneously act either alone or in loosely-organized groups. (Research on vigilantism is the one exception.) Some studies of extremist hate groups briefly mention the activities of individual extremists, explaining that most often such persons are motivated by the fear that beliefs and/or sexual orientation of certain groups threaten the moral and ethical fabric of American society. For most such extremists, hate crimes are neither illegal nor unethical, but rather are necessary to punish certain groups for their lifestyles and/or beliefs as well as warn those who sympathize with or advocate similar lifestyles. The recent hate crime phenomenon of "gay bashing", or attacking individuals or small groups of gay persons is often the work of individual extremists.

Taken as a whole, studies conducted by private organizations as well as the federal government offer a fairly clear picture of hate crime perpetrators. They are most often juveniles or young adults who profoundly believe the quality of American life is seriously threatened by the existence of people with different racial, ethnic, religious and lifestyle orientations. They either join and participate in the activities of a right-wing, radical organization committed to harassing or perpetuating violence against such people, or they spontaneously act individually or in small groups to punish certain people for their beliefs and/or sexual orientation.

The Victims of Hate Crimes

In a recent federally-sponsored study of hate crime, researchers found that blacks, Hispanics, Southeast Asians, Jews, gays and lesbians have become the particular targets of contemporary American hate crime. (Finn and McNeil,

1988.) The studies cited above and conducted by the ADL, NGLTF and the Center for Democratic Renewal support such conclusions. Perhaps most alarming are the growing numbers of violence perpetrated against homosexual communities throughout the United States. In 1988, a federally-sponsored report on hate crime concluded "homosexuals are probably the most frequent victims" of hate violence. (Finn and McNeil, 1988.) Indeed, increased "gay bashing" has been documented in San Francisco by Community United Against Violence (CUAV) which reported 11 percent more anti-gay violence by mid-1988 and reported a 23 percent increase in the number of clients requiring medical attention. (NGLTF, 1988.)

And what are the effects of such violence upon the victims? In a pilot study conducted by the National Institute Against Prejudice and Violence (NIAPV) researchers examined that question. (Ephross, et. al., 1986.) Based upon a "purposive sample of victims" through contacts with NIAPV staff members and officials of human rights, social service, community relations agencies and several special police department units in nine cities, the authors cited at least two conclusions that are especially pertinent to this article: personal assaults were more common than attacks on property; and victims reported widespread disillusionment with the criminal justice system: only one out of three incidents discussed with the NIAPV research team had been reported to the police; many victims reported "loss of faith in the police or criminal justice system"; and several victims believed police had tried to help but really could not do anything very effective.

Responding to Hate Crime

Throughout the decade, several responses to the rising incidence of hate crime have arisen from national, state and local officials and organizations. Indeed, today a growing number of options exist to assist communities that either anticipate or actually have a hate crime problem, victims of hate crime and those who wish to educate the citizenry about prejudice, hate crime and the affects of both.

National Responses

National policies and initiatives generally fall into two areas: federal actions and national initiatives.

Federal actions can be divided into three categories: legislation, U.S. Department of Justice activities and executive directives.

Federal legislation was proposed in 1987 with the introduction of House Resolution (H.R.) 3914. The Commission on Racially Motivated Violence Act, which passed The House in early October 1988, would have created a commission to document incidents of racial violence; recommend ways to avoid racial incidents; and determine state, local and community organization roles in addressing the problem. In May 1988, H.R. 3193, The House passed the Hate Crime Statistics Act which would have required the U.S. Department of Justice to collect annually and publish hate-crime statistics

based on race, religion, ethnicity and sexual orientation. In mid-October 1988, both bills failed to win Senate support primarily because agreement could not be reached on whether or not gays and lesbians should be included as victims. Thus, the issue of federal legislation dealing with hate crime was temporarily dead.

U. S. Department of Justice actions have primarily originated from the Civil Rights Division or the Community Relations Service Office. Over the past several years, the Civil Rights Division has vigorously sought and prosecuted many leaders and members of the Ku Klux Klan and various other white supremacist groups, leading the Division to claim 1987 as one of its most successful years in prosecuting racial violence. The Community Relations Service Office acts as a neutral third party, going into communities experiencing racial or ethnic trouble and attempting to involve local groups in conciliation and mediation efforts.

Executive directives have been rarely used over the past decade. The most recent executive directive, ordered in June 1986 by the Secretary of Defense, bans active-duty military personnel from "active participation, including public demonstrations, recruiting and training members, and organizing or leading" organizations such as the Ku Klux Klan. While the policy does not expressly prohibit membership, it grants commanders full authority to take disciplinary action — up to an including expulsion from the military — against participation in hate group activity.

At least four types of **national initiatives** are undertaken by several organizations which either issue statements condemning hate crime and/or recommending certain actions; collect data on hate crime activities; provide law enforcement training for responding to hate crime incidents; and/or create and implement model human rights curricula.

Statements condemning hate crime activity and/or recommending certain actions have been passed by several national organizations. The last annual meeting of the American Bar Association condemned "crimes of violence based on bias or prejudice against the victims' race, religion, sexual orientation or minority status" and urged "vigorous enforcement by federal, state and local officials to prosecute" those who commit such crimes. The International Association of Chiefs of Police (IACP) has created a model policy for police executives interested in formulating a written procedure to prevent and resolve potential hate violence incidents. Additionally, many representatives of organizations included in the list of national resources on page 6 testify before Congressional committees and lobby for legislative action.

Data collection efforts have been undertaken by several national organizations. The Anti-Defamation League of B'nai B'rith collects statistics on anti-semitic incidents and incidents perpetrated by white supremacist organizations. The National Gay and Lesbian Task Force gathers statistical information on reported acts of anti-gay and lesbian victimization. The Southern Poverty Law Center and the U.S. Department of Justice's Community Relations Service rec-

ord Ku Klux Klan activities. The National Institute Against Prejudice and Violence keeps data that is voluntarily and irregularly submitted from police departments.

Training efforts have been created by several organizations over the past decade. Since 1986, the National Institute Against Prejudice and Violence has held an annual conference on law enforcement responses to incidents motivated by prejudice. The National Organization of Black Law Enforcement Executives' (NOBLE) not only created a model law enforcement response to racially and religiously motivated crimes, but also published the resulting model, *Racial and Religious Violence: A Law Enforcement Guidebook*. The Human Rights Resource Center (HRRC) has been providing multicultural awareness training for law enforcement agencies, school districts and community groups since 1985. The Community Board Program, Inc. provides cross-cultural conflict resolution training programs and resources for school personnel, youth serving agencies, and community organizations.

Model human rights curricula have become the specialty of several national organizations. All of the following organizations, which have local offices in California to help adapt the national curriculum to the needs of local California schools, produce comprehensive programs that have been successfully used in California: the American Jewish Committee (Hands Across the Campus); the National Conference of Christians and Jews (A Green Circle); and the Anti-Defamation League of B'nai B'rith (A World of Difference).

State Responses

Many states have taken pioneering steps to address the issue of hate crime. In general, statewide efforts fall into five areas: legislation; task forces, commissions and/or study groups; prosecutorial specialization; victim assistance; and model human rights curriculum.

Legislation specifically prohibiting assault or destruction of property motivated by the victim's race, religion or national origin had been passed by many states prior to the recent escalation of hate crime. Legislation *specifically* addressing hate or "bias" crime, however, existed only in 12 states by late 1988. Several other states have attempted to pass a variety of hate crime legislation, but have been stymied by the inability to agree on a definition of hate crime. In general, the problem in the states is the same one faced by the U.S. Congress - whether to include sexual orientation in any legislative definition of hate crime victims. In general, statewide legislation is of three types: mandated statistical collection of hate crime data; increased penalties for hate crimes or provision of some kind of victim assistance; and specialized law enforcement training.

Statistical collection legislation has the strongest legislative track record in the states. As early as 1981, Maryland required all its law enforcement agencies to include racial, religious and ethnic incidents on the Uniform Crime Report. In 1987, Pennsylvania followed suit with its Ethnic Intimida-

tion Statistics Act that also requires the Commissioner of the Pennsylvania State Police to establish procedures regulating the collection, preservation and dissemination of the data. Within a year, Connecticut, New York, New Jersey, Illinois, Maine, Minnesota, Oklahoma and Virginia also passed statistical collection legislation. In 1988, Connecticut became the first state to require the statewide inclusion of data on crimes motivated by anti-gay prejudice. Conversely, recent attempts to pass hate crime legislation *specifically* covering offenses against the gay and lesbian communities were defeated in Illinois, Maine, Minnesota, New Jersey, New York, Oregon and Washington. (In New York, the Superintendent of State Police countered the legislative defeat by issuing an interim order calling for vigorous investigation and collection of reports on actions of "sexual orientation hostility.") One other statewide data collection effort should be noted. Working within the structure of the Northwest Coalition Against Malicious Harassment, the Kootenai County Sheriffs Department in Idaho has developed a model for the statewide reporting of racially and religiously motivated crimes as well as educating and training law enforcement officers and prosecutors to deal with such crimes.

Increased penalties for hate crimes and opportunities for victim assistance legislation has been passed in California, Idaho, Illinois, Massachusetts, New York, Oregon, Pennsylvania, Rhode Island and Washington. Most statutes upgrade the criminal status of a hate crime commission from a misdemeanor to a felony or to a higher level misdemeanor. California has been on the cutting edge of such legislation, not only because the Legislature recently increased penalties for such crimes, but because of the broad definition of hate crime which the Legislature adopted in 1976 with passage of the Ralph Civil Rights Act:

All persons within the jurisdiction of this state have the right to be free from any violence, or intimidation by threat of violence, committed against their persons or property because of their race, color, religion, ancestry, national origin, political affiliation, sex, or position in a labor dispute. (California Civil Code Section 51.7)

Additionally, any person or group of persons who "aids, incites, or conspires in such denial" is liable for "each and every such offense for the actual damages, and ten thousand dollars in addition thereto." Further, "the Attorney General, any district attorney or city attorney, or any person aggrieved by the pattern or practice may bring a civil action in the appropriate court" by filing a complaint. (California Civil Code Section 52 (b)(c)). Since late 1987, California's statutes increased penalties for racial, ethnic and religiously-motivated crimes *and* for crimes based on the victim's sexual orientation (California Penal Code Sections 422.6 and 422.7).

Law enforcement training legislation, first introduced and passed by the Pennsylvania Legislature in 1986, requires law enforcement officers be trained to identify and respond to ethnic tension situations and complaints of state statutes violations involving ethnic intimidation and institutional van-

dalism. Laws requiring law enforcement be trained to investigate and report hate crimes have also been instituted in Maryland. In early 1988, a similar law failed passage in the California legislature.

Statewide task forces, commissions and/or study groups gained some popularity in the 1980s. In 1981 Maryland and California set a precedent by designating task forces to study racial, ethnic and religiously-motivated violence. Since the release in 1982 of the California Governor's Task Force on Civil Rights report, California continued to study the issue of hate crime. In May 1984, the Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence was appointed to obtain more accurate information on hate crime, develop guidelines for uniform identification and reporting of such incidents, encourage implementation of measures to decrease the amount of hate crime

in California and act as a liaison to adversely affected minority communities. In carrying out their mandate, Commission members found "convincing evidence that Californians can work together to develop practical programs to end the cycle of hate violence." (California Department of Justice, April 1986.) Another Department of Justice effort was prompted by a 1984 statute requiring the creation of a pilot project to collect hate crime data. The project's final report summarized the results of eight local law enforcement agency participants and developed a program model for statewide collection of data and uniform definitions and guidelines for consistent reporting. (California Department of Justice, January 1986.) As of this writing, its recommendations had not been adopted.

Creation of similar task forces or commissions include the states of Massachusetts, Rhode Island and Virginia. In 1987, New York and Minnesota became the first states to establish

National Resources

American Arbitration Association
Community Dispute Services
445 Bush Street
San Francisco, CA 94108 (415/434-2202)

American Bar Association
1800 M Street, N.W.
Washington, D.C. 20036 (202/331-2250)

Anti-Defamation League of B'nai B'rith
923 United Nations Plaza
New York, NY 10017 (212/490-2525)

Center for Democratic Renewal
Post Office Box 10500
Atlanta, GA 30310 (404/221-0025)

Council on Interracial Books for Children
1841 Broadway
New York, NY 10023 (212/757-5339)

Human Rights Resource Center
30 North San Pedro Road, Suite 140
San Rafael, CA 94903 (415/499-7463)

Institute for a Violence-Free Society
P.O. Box 021895
Juneau, Alaska 99802

International Association of Chiefs of Police
13 Firstfield Road
Gaithersburg, MD 20878 (301/948-0922)

Southern Poverty Law Center, Klanwatch
P.O. Box 548
Montgomery, AL 36101 (205/264-0286)

National Association for the
Advancement of Colored People
4805 Mount Hope Drive
Baltimore, MD 21215 (301/358-8900)

National Gay and Lesbian Task Force
1517 U Street, N.W.
Washington, D.C. 20009 (202/332-6484)

National Institute Against Prejudice and Violence
525 West Redwood Street
Baltimore, MD (301/2328-5170)

National Organization of Black Law Enforcement
8401 Corporate Drive, Suite 360
Landover, MD 20785 (301/459-4344)

National Victims Resource Center
Box 6000-AH6
Rockville, MD 20850 (301/251-5525)

Northwest Coalition Against Malicious Harassment
North 5500 Government Way
Coeur d'alene, ID 83814 (208/664-1511)

The Community Board Program, Inc.
149 Ninth Street
San Francisco, CA 94103 (415/552-1250)

U.S. Department of Justice
Community Relations Service
5550 Friendship, Room 370G
Chevy Chase, MD 10815 (202/492-5929)
211 Main Street, Room 1040
San Francisco, CA 94105 (415/974-0101)

U.S. House of Representatives
House Subcommittee on Criminal Justice
Cedric Hendricks, Assistant Council
House Annex 2, Room 362
Washington, D.C. 20515 (202/226-2406)

YWCA Ellen F. Fisher Racial Justice Center
128 West Franklin Street
Baltimore, MD 21202 (301/685-1460)

task forces to specifically study violence perpetrated against the gay and lesbian communities as well as other minorities. Additionally, the Human Relations/Rights Commissions in many states have begun to examine the issue of hate crime.

Statewide prosecutorial specialization has been slow to gather momentum. Specialized prosecutorial units and/or procedures have been organized in very few states. In 1983, Georgia passed a law instructing the Georgia Bureau of Investigation (GBI) to establish a full-time investigative task force to pursue Klansmen prosecutions throughout the state. The resulting GBI Anti-Terrorism Squad responds to calls from victims and various community organizations that monitor Klan activities. In 1987 the Attorney General of New Jersey established Bias Incident Investigation Standards which requires all New Jersey law enforcement personnel handling hate crime incidents to refer victims to the county prosecutor's victim/witness service coordinator; interact with concerned community service organizations, civic groups and religious institutions; conduct a thorough and complete investigation of all suspected or confirmed incidents; and approach victims in a sensitive and supportive manner. In late 1988, California's Fair Employment and Housing Commission and the California District Attorney's Association were working together to create a training package for district attorneys about the specialized needs of hate crime prosecution.

California Legal Resources

Attorney General's Office
Marty Mercado, Chief
Office of Community and Consumer Affairs
1515 K Street
Sacramento, CA 95814 (916/324-7859)

Attorney General's Office
Marion Johnston, Deputy District Attorney
Civil Rights Enforcement Section
1515 K Street
Sacramento, CA 95814 (916/324-7820)

Contra Costa District Attorney's Office
Jack Waddell, Deputy District Attorney
900 Thompson Street
Martinez, CA 94553 (415/646-4906)

Fair Employment and Housing Commission
Ann Noel
1390 Market Street, Room 410
San Francisco 94102 (415/557-2325)

Statewide victim assistance efforts are growing throughout the nation. Particularly instructive are the resources available in California. Victims who wish to file an action under the Ralph Civil Rights Act can contact the Fair Employment and Housing Commission in San Francisco for assistance. Victims may file a complaint about housing or employment with the California Department of Fair Housing and Employment; a complaint about educational issues may be filed with the

California Department of Education's Office of Intergroup Relations. Attorneys seeking information about prosecuting cases of hate crime can contact the Attorney General's Civil Rights Enforcement Unit, the Contra Costa District Attorney's Office and the California District Attorney's Association which is currently working with the Fair Employment and Housing Commission on a training unit to educate district attorneys about hate crime prosecution. Victims wishing general information can contact appropriate organizations listed on page 8.

Statewide human relations curriculum specifically geared to preventing hate crimes on school campuses was pioneered by the Maryland State Board of Education. In 1982, its "Brief Guide of Responses for School Administrators" included a series of preventive school activities, suggestions for immediate responses to incidents of violence and extremism and a series of curriculum additions. A series of curriculum materials was developed by the Metropolitan Washington Council of Governments (COG) for use in elementary and secondary school celebrations of Student Awareness Symposium (SAS) Day. SAS Day, first celebrated in 1982 in Montgomery County, Maryland schools, promotes activities designed to increase public awareness of racial, religious and cultural hatred and bigotry and to motivate communities to work together towards the resolution of such hatred.

Several statewide efforts to create and implement human relations curriculum have occurred in California. Most recently, in 1987 the California State Board of Education adopted a *Model Curriculum for Human Rights and Genocide* for grades 7-12 that may be incorporated into existing history or social study courses. The curriculum discusses historical and current issues related to human rights and genocide, the struggles of individuals and groups to maintain freedom and liberty and the responsibilities of democratic governments toward the preservation of human rights. It was developed in conjunction with the *History-Social Science Framework for California Public Schools, Kindergarten Through Grade Twelve*, also adopted by the Board of Education in 1987. Both the *Curriculum* and the *Framework* were developed either in conjunction or in cooperation with several offices in the California Department of Education: Curriculum and Instructional Leadership Branch; Curriculum, Instruction and Assessment Division; Office of Humanities Curriculum Services; and the History-Social Science and Visual and Performing Arts Unit.

Local Responses

Not surprising, over the past decade an unprecedented level of community organization against hate crimes has occurred. While the responses are many and varied, they generally fall into five broad areas: local law enforcement efforts; municipal and private efforts to document hate crime activity; local crisis services created for victims of hate crimes; local education efforts to prevent hate crime; and local prosecutorial offices that allocate special resources to hate crimes.

Selected Victim Assistance Organizations and Resources in California

American Arab Anti-Discrimination Committee
P.O. Box 27699
Los Angeles 90027 (213/383-8790)

Anti-Defamation League of B'nai B'rith
6505 Wilshire Blvd.
Los Angeles 90048 (213/383-8790)
121 Steurt Street, Suite 401
San Francisco 94105 (415/546-0200)

Asian Pacific American Legal Center
1010 So. Flower Street, Room 302
Los Angeles 90015 (213/748-2022)

Calif. Dept. of Fair Employment and Housing
1201 "I" Street, Suite 211
Sacramento 95814 (916/739-4616)

Chinese for Affirmative Action
17 Walter Lum Place
San Francisco 94108 (415/982-0801)

Community United Against Violence
514 Castro Street
San Francisco 94114 (415/864-3112)

Equal Rights Advocates
1370 Mission Street, 3rd Floor
San Francisco 94103 (415/621-0505)

Fair Housing Congress of Southern California
6565 Sunset Blvd., Suite 519
Los Angeles 90028 (213/462-4673)

Japanese American Citizens League
1765 Sutter Avenue
San Francisco 94115 (415/921-5225)

Los Angeles County Commission on Human Relations
1184 Hall of Records
320 West Temple
Los Angeles 90012 (213/974-7604)

Los Angeles Gay & Lesbian Community Services Center
1213 North Highland
Los Angeles (213/464-7400)

Mexican-American Legal Defense & Education Fund
604 Mission Street, 10th Floor
San Francisco 94105 (415/543-5598)

Philipino American Political Association
P.O. Box 2767
South San Francisco 94083 (415/872-3000)

Orange County Human Relations Commission
1300 S. Grand Avenue, Building B
Santa Ana 92705 (714/567-7470)

Santa Clara Human Relations Comm., Anti-Hate Hotline
70 West Hedding Street
San Jose 95110 (408/299-2206)

San Francisco Human Rights Commission
1095 Market Street, Suite 501
San Francisco 94103 (415/558-4901)

Local Law enforcement efforts are growing and most often fall into three categories: creating written policies or specialized units for dealing with hate crime; collecting hate crime data; and training law enforcers to handle hate crime incidents.

Creating written policies or specialized units for dealing specifically with hate crime has become standard procedure for some departments. Supplying one of the first models was Boston's Community Disorders Unit established in 1978 to investigate hate crime, seek complaints and assist in their prosecution; eight years later, the Unit's two sergeants, eleven other sworn officers and four interpreters followed written policies when pursuing criminal and civil cases, and filing criminal and civil charges under the Massachusetts Civil Rights Act. In December 1980, New York City's Police Commissioner established the Bias Incident Investigating Unit consisting of 3 sergeants, 16 investigators and 4 police administrative aids to handle all reports of suspected hate crime, visit each victim and then follow a set of detailed written procedures for officers to follow in all hate crime cases. The Baltimore County (Maryland) Police Department also has written policies requiring line officers to report immediately crimes apparently motivated by ethnic, religious or racial bias to community relations officers stationed at each of its 11

precinct stations. And in California, the local law enforcement agencies listed in the "California Law Enforcement Resources" box on page 9 all utilize specific policies when dealing with hate crime incidents.

Data collection efforts are growing in many states. Particularly instructive are the examples set by several local California agencies. Since 1986, all officers in the Los Angeles Police Department complete a Primary Investigation Report (PRI) of all incidents (including both crimes with victims and victimless crimes) that appear to be racially and/or hate-motivated. Each report is forwarded to the Criminal Conspiracy Section where information on the numbers and types of hate crimes are entered into a computerized data base. Figures are compiled and released on a monthly and annual basis. Increased "gay bashing" in Silver Lake, California encouraged the Los Angeles Police Department to open a new substation in the community and order strict data collection of all hate crimes. The San Francisco Police Department's Mission Street Station has an unwritten understanding with community residents that it will address violence against the predominantly upper-middle class homosexual community which it serves. The list of California law enforcement resources on page 9 includes selected agencies that utilize specific policies for hate crime investigation.

Law Enforcement Agencies with Specialized Hate Crime Units

Baltimore County Police Department
Detective Elizabeth Care Long
400 Kenilworth Drive
Towson, MD 21204 (301/494-2353)

Boston Police Department
Detective Sergeant William Johnston
154 Berkeley Street
Boston, MA 02116 (617/247-4527)

New York Police Department
Chief Robert Johnston
1 Police Plaza
New York, NY 10036 (212/374-6710)

Law enforcement training is currently being undertaken in several communities. The Montgomery County, Maryland Human Relations Commission has developed a 12-hour Hate Violence Workshop. New York City's Bias Incident Investigating Unit trains all departmental personnel on how to recognize hate crimes. Baltimore County's Police Department utilizes a training film made with corporate donations. In July 1988, the San Francisco Police Department adopted a written policy on "prejudice-based incidents" which defines such crimes, lists criteria for reporting such incidents, summarizes relevant California Penal Code and Civil Code Sections and provides a list of organizational referrals. Additionally, the Department's Police Academy curricula includes a 32-hour instructional unit on cultural awareness. An innovative component of some law enforcement training efforts has been the active recruitment of gays to police forces in Atlanta, Washington, D.C. and San Francisco.

Local crisis services are being tailored in some communities to meet the specialized needs of victims. San Francisco, New York, Boston and Chicago have received government funding to establish gay victim assistance programs. A \$27,068 grant to Chicago's Horizons Community Services from the Illinois Criminal Justice Information Authority provides counseling, advocacy and crisis services for gay and lesbian victims as well as a safety education program. Specially-trained volunteers at California's first 24-hour, 7-days-a-week Anti-Hate Hotline, begun in September 1988 by the Human Relations Commission of Santa Clara County, respond to all calls of racism and bigotry and provide on-line counseling, information and referral services. During its first three months of operation, the Hotline received 160 calls.

Municipal and private efforts to document hate crime activity have been undertaken in several communities. In Los Angeles, the Gay and Lesbian Community Services Center opened a violence hotline to document anti-gay violence; in Chicago, Horizons Community Service provides a 24-hour hotline for reporting criminal incidents; in Washington D.C. and Minneapolis several groups document incidents, promote safety awareness and advocate for improved official responses to anti-gay violence.

Perhaps the most comprehensive local effort in the nation is conducted by the Los Angeles County Commission on Human Relations which annually and systematically collects hate crime data, investigates individual cases, provides victim services and develops preventive programs. Additionally, in 1988 the Los Angeles County Board of Supervisors appointed a Hate Crime Task Force consisting of representatives from law enforcement and related public agencies to issue a suggested policy and procedures statement on hate crime to be disseminated to all police departments in the county. Finally, the Commission operates a Network Against Hate Crime, consisting of racial, ethnic and religious community groups, fair housing councils and other organizations that work together to improve data collection, provide victim assistance and initiate preventive programs.

California Law Enforcement Resources

Concord Police Department
Captain Bob Schusta
Willow Pass and Parkside
Concord 94519 (415/671-3258)

Fresno Sheriffs Department
Deputy Chief Winchester, Community Relations
P.O. Box 1271
Fresno 93715 (209/488-1208)

Glendale Police Department
Chris Loop, Assistant to the Chief
140 No. Isabel Street
Glendale 91206 (818/956-4840)

Los Angeles Police Department
Detective Support Division
150 No. Los Angeles Street
Los Angeles 90012 (213/485-4335)

Pasadena Police Department
Mary Shandar, Administrative Commander
141 No. Arroyo Parkway
Pasadena 91107 (818/405-4501)

Richmond Police Department
Lt. Tye
401 27th Street
Richmond 94804 (415/620-6631)

San Francisco Police Department
Captain Jim Arnold
850 Bryant Street, Room 553
San Francisco 94103 (415/553-1345)

San Jose Police Department
Sgt. Gary Johnson
201 West Mission Street
San Jose 95110 (408/277-5200)

Local education efforts have been adopted in some communities. Again, California communities have been on the cutting edge of this development. In 1982, Richmond, California schools appointed a curriculum committee to study

texts to determine what students were learning about racism; the subsequent committee recommendations resulted in the implementation of a broad multi-cultural curriculum. The San Francisco City School District adopted an anti-slur policy which prohibits racial, religious, ethnic and anti-gay epithets and initiated a training program to educate teachers about the new policy.

Selected Curricula Resources

American Jewish Committee
6505 Wilshire Blvd., Suite 315
Los Angeles 90048 213/655-7071

Anti-Defamation League of B'nai B'rith
Amy Schonblume
121 Steurt St., Suite 401
San Francisco 94105 (415/546-0200)
Marjorie Greene
6505 Wilshire Boulevard, Suite 814
Los Angeles 90048 (213/655-8205)

California Department of Education
P.O. Box 944272
Sacramento 94244-2720
Instruction and Assessment Div. (916/322-5960)
Dept. of Curriculum Development (916/322-5536)
Office of Intergroup Relations (916/445-9100)

Los Angeles County Schools
Jo Bonita Perez, Consultant, Multicultural Education
Division of Curriculum and Instructional Programs
9300 East Imperial Highway, Room 299
Downey 90242-2890 (213/922-6323)

National Conference of Christians and Jews
Jerry Freidman-Haybush
635 South Harvard Blvd.
Los Angeles 90005-2596 (213/385-0491)

Los Angeles Unified School District currently uses at least four types of human relations curriculum: "Hands Across the Campus", originally initiated by the American Jewish Committee, has been used in secondary schools for almost 10 years; "A Green Circle", prepared by the National Conference of Christians and Jews (NCCJ), is used in many of its primary schools; "Student to Student Interaction", a school-sponsored human relations programs that occurs in a camp setting, is a popular multi-cultural program; and in late 1988, "A World of Difference" created by the Anti-Defamation League of B'nai B'rith began its pilot program in Los Angeles schools.

One of the most innovative and far reaching community education efforts occurred in May 1988, when the Los Angeles City Council issued \$16 million in certificates of participation to help the Simon Wiesenthal Center build a human rights Museum of Tolerance.

Local prosecutorial allocation of special resources to hate crime currently is a relatively rare occurrence. In 1987, the Queens County, New York district attorney established an Anti-Bias Bureau which uses written protocols to deter-

mine if an incident is hate related, relies upon written procedures to handle all cases and works closely with the City Police Department's Bias Incident Investigating Unit. The Norfolk County, Massachusetts district attorney's office has a civil rights unit whose specially-trained staff investigates and prosecutes violations of criminal provisions of the Massachusetts Civil Rights Act. The San Francisco District Attorney's Office trains assistant district attorneys to counter the "homosexual panic defense", the claim of self-defense in response to a gay sexual advance, when selecting juries for gay-related cases.

Conclusions

Despite the disturbing upward trend of American hate crimes, citizens and the criminal justice community do have some reasons to be optimistic. Several state governments have adopted laws that require tracking and investigating of hate crime and others have raised the penalties for committing hate crimes. Many national, state and local organizations follow and publicize hate crime activities, hoping such vigilance will lead to more stringent federal and state laws. Local law enforcers and prosecutors are devoting increased attention to locating, arresting and successfully prosecuting hate crime offenders. Local victim assistance programs are gradually being established. Task forces have been created in some states to study the extent and causes of hate crime as well as recommend statewide and local prevention and intervention strategies. Many educators are incorporating special units into existing courses and others are teaching anti-hate mini-courses. And some communities are uniting to educate neighbors about multicultural differences and ways to prevent incidents of hate crime. As summarized above, California has been at the forefront of many positive efforts.

Such optimism, however, must be tempered with a healthy dose of scepticism about just how much has been accomplished at both the federal and state levels. First, to date, federal legislation has not materialized because federal lawmakers cannot agree about what constitutes hate crime or the types of data to be collected — should it include only racial, ethnic and religious hate crimes, or should definitions include crimes committed because of a person's beliefs and/or sexual orientation? Many states are currently stymied by the same debate.

Second, victim assistance for all persons effected by hate crime is still a rare commodity. Far too many victims of hate crime do not report hate-related incidents; they either mistrust the police or believe the police can do nothing, have a language barrier, fear retaliation by the offender or fear public exposure.

Third, California in particular, currently faces a rising threat from the Neo-Nazi Skinhead youth group. As the state with the largest and most active Skinhead membership, California policymakers and criminal justice practitioners should heed an alarming conclusion of the ADL's survey that Skinheads are forming close ties with established hate groups such as the KKK and the White Aryan Resistance. (ADL, October 1988.)

Case Study of Community Action: Contra Costa County, California

When widespread racial violence raged throughout parts of Contra Costa County in 1980, no public or private prevention or response mechanism existed. A group of concerned citizens formed an ad hoc group to fill the gap: the Coalition Against Racist Violence (CARV). Led by several social workers, CARV's first meeting was attended by over 500 citizens who set two goals: protect the victims of violence and transform the community's moral climate so that racial violence would no longer be tolerated. To achieve the first goal, 500 volunteers from the East Bay Organization Committee and the National Alliance Against Racist and Political Repression established unarmed teams to conduct a 24-hour watch over the victims' homes. Three months of vigilance occurred before the attacks subsided. The second goal, changing the community's moral climate, was more difficult to achieve. An initial step involved bring CARV social workers into the county schools to counsel student victims of racial harassment. Next, various committees were formed to provide educational outreach and devise a rumor control device. Additionally, CARV successfully convinced the California Department of Fair Employment and Housing (FEH) to hold hearing on racist violence and institutional racism in Contra Costa County which resulted in a series of recommendations for local government and law enforcement as well as the school system.

Within two years after the initial outbreak of violence, CARV had been involved in a series of projects which helped citizens achieve its initial goals. Since the group had been an ad hoc reaction to particular instances of hate crime, as incidents decreased, so did interest in CARV. Today, the group no longer exists, but its work has been assumed and expanded by the Contra Costa County Human Relations Commission. In late 1988, the Commission was working to complete a model integrated system for preventing and responding to hate crime in Contra Costa County. The model includes a series of integrated policies and procedures recommended for adoption by three segments of the county: education, law enforcement and community organizations.

- Education. The model will recommend changes in curriculum and school district policies —curriculum recommendations include a unit on appreciating diversity which would be added to existing social studies courses; school district policy changes recommend certain procedures for responding to incidents of hate crimes on campus.
- Law Enforcement. The model will recommend certain policies for responding to hate crimes as well as specific training policies and procedures.
- Community Organizations. The model will recommend policies to help community organizations deal with hate incidents not considered crimes by law enforcement and will develop a conflict resolution program.

The model is projected to be completed and introduced to the community in March 1989. For further information, contact Fred Persily, Contra Costa County Administration Building, Room 107, Martinez, CA 94553 (415/545-2013).

Finally, while most law enforcement agencies and prosecutors vigorously pursue hate crime investigations, too few have allocated specific resources or specialized units to such tasks nor have they provided specialized training for dealing with hate crime. Further, as one recent study noted, many police administrators do not want to target hate crime for some very compelling reasons: concern that collecting such data could be used against the department and public officials to damage the community's image; reluctance to add increased paperwork to officers' responsibilities; disinclination to divert resources from other law enforcement responsibilities; and a perception that hate crime is either not a significant problem in the community or that community members do not see it as a significant problem. (Finn and McNeil, 1987.) Thus, many members of the criminal justice system as well as many American citizens still do not recognize that hate crime are not simply "harmless pranks" but rather are potentially dangerous, destabilizing and destructive elements within our communities.

Despite these difficulties, it is clear that workable prevention and response models have been established and several pilot projects have been successfully implemented. Thus, the mechanisms to combat community hate crime are in motion. Equally as clear is the need for concerned citizens and criminal justice practitioners to be aware of such mecha-

nisms so the momentum can be carried forward.

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Zeskind, Leonard. "The 'Christian Identity' Movement: The Theological Justification for Racist and Anti-Semitic Violence". Atlanta, GA: Center for Democratic Renewal, 1986.

Children of Female Prisoners: Resource Update

****American Correctional Association (ACA) Study Finds Link Between Juvenile Offenders and Incarcerated Mothers.** A recent nationwide survey sponsored by the ACA found juvenile offenders were four times more likely than adult offenders to have mothers who have been incarcerated. For more information, contact the ACA, 4321 Hartwick Road, Suite L208, College Park, MD 20740 (301/699-7627).

****Family and Corrections Network Provides Support to Families of American and Canadian Prisoners.** Since 1983, the Family and Corrections Network (FCN) has provided programs and services for families of offenders. Contact Executive Director Jim Mustin, FCN, Post Office Box 2103, Waynesboro, VA 22980 (703-943-3141).

****Number of Women in California Prisons Increases Dramatically.** In September 1988, the California Department of Justice's Bureau of Criminal Statistics reported the number of women sent to California prisons more than doubled from 1978 to 1987. During the same period, the number of women sentenced to a jail term and probation increased by almost 50 percent; the number sentenced to probation alone decreased by 50 percent.

AIDS and the Criminal Justice System: Resource Update

Informational Update

****1,964 Confirmed Cases of AIDS in Correctional Institutions as of October 1, 1987.** In the third report issued by the National Institute of Justice (NIJ), a 59 percent increase in AIDS cases was noted over the comparable figure in October 1986. The 350-page report notes "an encouraging sign" - AIDS is not spreading in correctional institutions any faster than in the general population. The fourth report, which will provide statistical information for 1988, will be available from NIJ in early 1989. A free copy of the third report, *Aids in Correctional Facilities: Issues and Options, Third Edition* by Theodore M. Hammett is available from AIDS Clearinghouse, Dept. AIB, Box 6000, Rockville, MD 20850 (301/251-5500).

****New York State Office of Court Administration Issues AIDS Guidelines.** New York has become one of the first states to develop a statewide policy for courtroom handling of defendants who have AIDS or who have been exposed to the virus that causes AIDS. For more information, contact Mary DeBourbon, Public Information Officer, 270 Broadway, New York, NY 10007 (212/587-5900).

****U.S. Senate Votes to Require HIV Testing of Convicted Sex and Drug Offenders in the Federal Prison System.** Under the new law, all incoming inmates to the federal prisons system convicted of sex offenses and drug offenses related to intravenous use of controlled substances as well as those inmates serving time for such offenses committed since 1978, will be subject to mandatory testing. Contact the author of the amendment, Senator Don Nickles (R-Okla.), U.S. Senate, Washington, D.C. 20510 (202/224-5754).

****Johns Hopkins University School of Public Health Receives Centers for Disease Control Grant to Conduct HIV Tests on Inmates.** About 10,000 new entrants into ten prison and jail systems across the nation received HIV tests in late-1988. The study's goal is to check the rate of AIDS infection coming into the nation's correctional systems, thereby providing correctional officials with a projection of the numbers of AIDS cases they will encounter in the future. The anonymous testing involved collecting the age, sex, entrance date and offense of each offender. For more information on the study, contact Joann Ulrich, School of Hygiene and Public Health, Johns Hopkins University, 615 N. Wolfe Street, Baltimore, MD 21205 (301/955-5000).

****States Enact New AIDS-Related Legislation.** By mid-1988, eight states (Georgia, Idaho, Indiana, Kentucky, Missouri, Oklahoma, South Carolina and Washington) had made it a crime for a person who knows he or she is infected with AIDS to keep that fact a secret from a sexual partner. Thirteen states (Colorado, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Nevada, Oregon, South Carolina, Texas and Washington) statutorily allowed testing of persons convicted of crimes that could by their nature result in transmitting the HIV virus. Additionally, more than 50

criminal prosecutions of AIDS-carriers had taken place throughout the nation; virtually all had failed because prosecutors could not prove an intent to commit a crime or were unable to prove the defendant's conduct was capable of transmitting the AIDS virus.

Resource Update

****Acquired Immune Deficiency Syndrome: A Demographic Profile of New York State Inmate Mortalities 1981-1986, Update** by Rosemary L. Gido and William Gaunay is available free of charge from the New York State Commission of Correction, 60 South Pearl Street, Albany, NY 12207 (518/474-1416).

**** "Precautionary Measures and Protective Equipment: Developing a Reasonable Response" and "AIDS and Intravenous Drug Use",** new NIJ AIDS Bulletins, can be ordered from the AIDS Clearinghouse, Dept. AIB, Box 6000, Rockville, MD 20850 (301/251-5500).

****State AIDS Reports and Synopsis of State AIDS-Related Legislation,** two newsletters available from the Inter-governmental Health Policy Project (IHPP) can be ordered from IHPP, 2011 "I" Street, N.W., Suite 200, Washington, D.C. 20006 (202/872-1445).

****AIDS in Probation and Parole Services: Issues and Options,** a free NIJ report, provides reliable information for probation and parole staffs who are involved in making or implementing decisions about releasees with AIDS or who are HIV infected. Contact the AIDS Clearinghouse, Dept. AIB, Box 6000, Rockville, MD 20850 (301/251-5500).

**** "AIDS & Prisons: The Facts for Inmates and Officers",** a 14-page booklet is available free of charge to prisoners and criminal justice practitioners from the National Prison Project (NPP), 1616 P Street, N.W., Suite 340, Washington, D.C. 20036 (202/331-0500).

****AIDS: The Legal Issues,** a 252-page analysis of legal issues raised by the AIDS epidemic, is available from the American Bar Association, AIDS Coordination Project, 1800 M Street, N.W., Washington, D.C. 20036 (202/331-2292).

****American Correctional Association (ACA) and the Office of Juvenile Justice and Delinquency Prevention** are implementing an AIDS educational and training project for juvenile corrections and detention professionals. Contact Andrea Black-Wade, ACA, 8025 Laurel Lakes Court, Laurel, MD (301/206-5100).

****The National Sheriffs' Association (NSA)** is developing a national training and technical assistance program for criminal justice practitioners needing AIDS-related information. For more information on the Criminal Justice Management of High-Risk Populations project, contact Anna Lazlo, 1450 Duke Street, Alexandria, VA 22314 (800/424-STAR).

CRIME PREVENTION

New Information from the Research Community

****Committee for Economic Development (CED) Urges American Businesses to "Invest" in Children.** A recent study conducted by CED, a research and education organization comprised of business executives and educators, reports that because the American business community needs an ample supply of able, qualified workers, it clearly benefits by investing in children. Recognizing that tomorrow's most capable employees are those who can write and compute, the report decries the fact that a growing proportion of today's children are both economically and educationally disadvantaged. Several specific proposals are offered. First, the nation should begin by providing complete health care to poor, pregnant mothers and continue providing health care for infants, parenting education and "meaningful" child care arrangements. Second, all children should attend schools that enrich and stimulate them, include opportunities to have fun *and* learn, provide appropriate health care and counseling services and are staffed by teachers trained specifically to deal with disadvantaged children. Third, "Business leaders, governors, state legislators, school officials, and teachers need to show disaffected young people that they care about them as individuals and want them to succeed." The report concludes that we "do know what works" and cites several public and private programs that have helped poor children succeed both in school and in life. (Source: *Children in Need: Investment Strategies for the Educationally Disadvantaged* by the Committee for Economic Development, New York: CED, September 1987. Contact: CED, 477 Madison Avenue, New York, NY 10022 {212/688-2063}.)

****National Study of Neighborhood Watch Programs Provides Insight Into Successful Community Crime Prevention.** The National Institute of Justice's (NIJ) study of Neighborhood Watch programs operating in 1985 assessed both the strengths and weaknesses of such programs. Based upon a 26 percent response rate of questionnaires sent to 2,300 Neighborhood Watch leaders across the nation as well as on-site visits to ten communities, the study addressed three specific aspects of community crime prevention programs: the role of law enforcement, maintaining ongoing involvement and successful operating techniques. In terms of law enforcement involvement, the study found citizen/police partnerships were most often successful. Additionally, the study identified four problems law enforcers face when involved in community crime prevention: providing leadership while also fostering self sufficiency; integrating crime prevention with more traditional police functions; generating citizen interest without using scare tactics or promising more than can be delivered; and selecting and rewarding officers with interest and aptitude for working with citizens. Questionnaire respondents noted that maintaining ongoing involvement most often occurred when Neighborhood Watch was linked with more general community problem-solving efforts that address local concerns such as youth employment, deteriorating housing, drug dealing, gangs and trash

control. Among the most successful operating techniques noted were those using internal communications such as telephone chains, computer-assisted telephone, periodic meetings and newsletters; displaying Neighborhood Watch signs; enhancing surveillance through improved street lighting and removal of visual impediments; employing more active neighborhood surveillance by demonstrating the collective presence of neighbors; and allowing law enforcement officers to become key resources to the neighborhoods. (Source: *Improving the Use and Effectiveness of Neighborhood Watch Programs* by James Garofalo and Maureen McLeod, Washington, D.C.: NIJ, 1988. Contact: National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 {800/851-3420}.)

****Study Finds School/Business Partnerships Can Contribute to Education Reform.** Public/Private Ventures (P/PV), a nonprofit social policy research organization, conducted a three-year study of nine model school/business partnerships to determine the role that business can play in school improvement. The nine programs — two adopt-a-school programs, four business-sponsored programs providing special classes and part-time jobs outside the school curriculum, and three programs that involve whole education systems (including the Regional Occupational Programs/Centers of California) — were selected from a national sample. The study's primary conclusion was that such collaborations were most beneficial when they "highlight the needs of the schools and serve as a catalyst for change." While the partnerships did not bring about basic changes on their own, they were able to "focus attention on what's needed and generate momentum for better education." Thus, the partnerships helped schools to better serve at-risk students by providing greater access to jobs and work experience, increasing personal attention and providing better job-finding and retention skills. What the partnerships were unable to affect were curricula, the overall education process, basic study skills and dropout rates. (Source: *Allies in Education: Schools and Businesses Working Together for At-Risk Youth* by Public/Private Ventures. Philadelphia, PA: P/PV, 1988. Contact: David W. Brown, P/PV, 399 Market Street, Philadelphia, PA 19106 {215/592-9099}.)

****States Respond to the Teen Pregnancy Crisis.** In a new study from the National Institute for Adolescent Pregnancy and Family Services, the authors examined initiatives related to teen pregnancy introduced in 34 states between 1984-1987. During the three-year period, 121 bills were introduced, with Connecticut and Tennessee being the two states most active in passing legislation into law. The Tennessee bills promote sex education teaching by creating an advisory board on sex education resources and amend an old law making sex education a misdemeanor, while the Connecticut bill expands job training programs to welfare dependent children under 20 years of age. Among the recommendations were a plea to coordinate school, church and health groups services to fight the teenage pregnancy problem and a suggestion that state legislators must seek and gain grass-

root support if teen pregnancy legislation is to become law. (Source: *State Responses to the Teenage Pregnancy Crisis* by the National Institute for Adolescent Pregnancy and Family Services. Philadelphia, PA: Temple University, 1988. Contact: Sheila Wets, National Institute for Adolescent Pregnancy and Family Services, Center for Research in Human Development and Education, Room 409-410, Seltzer Hall, Temple University, 1700 N. Broad Street, Philadelphia, PA 19121 {202/787-6208}.)

Program and Statistical Highlights

*****"Lock Out Car Theft" Program Utilizes a Successful Public-Private Crime Prevention Strategy In Washington, D.C.** The Metropolitan Police Department's car theft prevention program owes its success to two primary factors: careful definition of the target audience - drivers and teenage joy riders; and a public/private partnership whereby the public sector identified the audience, developed the messages and designed the materials and the private sector produced and helped distribute the materials. The program utilizes a massive direct mail campaign to registered drivers; distributes litter bags, milk cartons and food bags with the "Lock Out Car Theft" message; uses creative bus advertisements and media coverage; presents a film designed for high school students; and provides community presentations. Contact Kay C. McGrath, Special Assistant to the Chief of Police, 300 Indiana Avenue, N.W., Room 5080, Washington, D.C. 20001 (202/727-4243).

****Radio Shack Promotes "Cellular Watch".** Radio Shack's new nationwide program, Cellular Watch, encourages cellular telephone owners to report crime and emergencies to local law enforcement agencies. Participating cellular service providers and local law enforcement agencies have received Cellular Watch brochures, bumper stickers and posters that tell cellular users to report and handle an unexpected situation, accident or crime in progress. For more information, contact your local Radio Shack store.

****MasterCard International Launches Anti-Fraud Program.** MasterCard's new anti-fraud campaign includes distributing brochures, posters and videotapes intended to increase cardholder's knowledge of credit card fraud and how to prevent it. Additionally, MasterCard provides special training and technical assistance to selected states as well as a 25-minute training video available to local law enforcement agencies for review and duplication. The video, "One Step Further," can be ordered from Wall Street Business Products, 245 7th Avenue, 9th Floor, New York, NY 10001. For more information, contact the National Crime Prevention Council, 733 15th Street, N.W., Washington, D.C. 20005 (202/393-7141).

New Resources

The Computerized Information Center (CIC), created, maintained and continually updated by the National Crime Prevention Council (NCPC), is seeking information about prevention programs for persons with disabilities. To include

a program or find out more about CIC, contact NCPC-Computerized Information Center, 733 15th Street, N.W., Suite 540, Washington, D.C. 20005 (202/393-7141).

The Adolescent Pregnancy Prevention Clearinghouse, recently organized by the Children's Defense Fund (CDF), provides subscribers with updated data on teen pregnancy, profiles of successful prevention programs, types of services available to teen parents as well as a bimonthly newsletter. Contact CDF Publications Dept., 122 C Street, N.W., Washington, D.C. 20001 (202/628-8787).

The Stepfamily Foundation was recently created to help train mental health professionals and counselors to deal with the unique problems of the estimated 70 million men, women and children who live in some form of stepfamily relationship. For more information, contact Jeanette Lofus, Executive Director, The Stepfamily Foundation, Inc., 333 West End Avenue, New York, NY 10023 (212/877-3244).

A new panel on Child Care Policy has been created at the National Academy of Sciences to clarify issues related to child care provision and financing, identify relevant policy and program options and assess the way costs and benefits will realistically influence responsive child care policies. Contact the National Academy of Sciences, 2102 Constitution Avenue, N.W., Washington, D.C. 20418 (202/334-3033).

New Neighborhood Watch and Business Watch brochures, decals, metal road signs and a videotape are available from the National Sheriffs' Association (NSA). Contact NSA-NNW, 1450 Duke Street, Alexandria, VA 22314 (800/424-STAR).

Youth Crime Watch of America Reference Manual, a guide for students and law enforcement personnel, explains how to establish a Youth Crime Watch program in elementary and secondary schools. Contact Youth Crime Watch of America, 5200 Biscayne Blvd., Suite 200, Miami, FL 33137 (305/758-5066).

The American Association of Retired Persons (AARP) new cartoon series, "Crime Prevention: It's No Laughing Matter", contains 39 single-frame cartoons that are camera-ready for printing. For a free copy of the set, contact AARP Prevention Cartoons, Criminal Justice Services, 1909 K Street, N.W., Washington, D.C. 20049 (202/728-4363).

The State Child Care Fact Book 1987, a report that chronicles state-level efforts to face the nation's child care problems, is currently available from the Children's Defense Fund (CDF). Contact CDF Publications Dept., 122 C Street, N.W., Washington, D.C. 20001 (202/628-8787).

An "Epidemic" of Adolescent Pregnancy by Maris A. Vinovskis is a recently-published book that examines the history of adolescent pregnancy in American society and provides a series of realistic policy recommendations. Contact the Oxford University Press, 200 Madison Avenue, New York, NY 10016 (212/679-7300).

Bike safety is highlighted in a new curriculum for 4th-6th graders sponsored by the National Bicycle Education Consortium. The Complete Bicycling Education Program (CBEP) teaches kids how to be predictable and visible riders, search and scan for other traffic and hazards, handle intersections and avoid accidents. Contact the Bicycle Federation, 1818 R Street, N.W., Washington, D.C. 20009 (202/332-6986).

Marine security, the subject of a new brochure, includes suggested crime prevention and dock security measures, tips for boat buyers and a sample inventory form. Contact the California Department of Boating and Waterways, 1629 S Street, Sacramento, CA 95814 (916/445-2615).

"Time Out!", a new 38-minute video developed by the Oregon Social Learning Center, teaches parents how to use nonviolent punishment through time out procedures. Contact Castalia Publishing Co., P.O. Box 1587, Eugene, OR 97440 (503/343-4433).

A Series of computer diskettes with data on American youth and their families containing information about births, abortions, non-marital childbearing, infant mortality and low-birth rates for teenagers is available from Child Trends, Inc., 2100 M Street, N.W., Suite 411, Washington, D.C. 20037 (202/223-6288).

Book Review

***Child Care: Facing the Hard Choices* by Alfred J. Kahn and Shella B. Kamerman.** Dover, MA: Auburn House Publishing Company, 1987. Child care, a much-debated topic of the 1980s, is carefully analyzed from every angle in this comprehensive new book. Its eight compact chapters explore what is currently known about child care and raise a number of thought-provoking questions for those faced with difficult choices on the topic. "Child Care: Numbers, Trends, and Issues" discusses the supply and demand side of child care for infants, toddlers and school-aged children; summarizes recent child care research; and examines the federal government's decentralizing, deregulating and privatizing trends during the Eighties. "Local Child Care Initiatives" explores several successful local and state Information and Referral and Vendor/Voucher programs in Massachusetts, New York, Florida, Minnesota and California; provides helpful "lessons" on how to organize family day care; and includes useful information on advocacy and planning. "State Child Care Actions" draws upon the statewide child care experiences of Texas, Massachusetts and California to provide valuable case studies for state policymakers. "Child Care and Privatization" analyzes recent privatization trends and discusses both the pros and cons of such actions. "The Schools and Child Care" traces the historical and contemporary roles schools have played in child care as well as the active participation of school systems in South Carolina, North Carolina, Minnesota, Texas and New York. "Employers and Child Care" addresses the all-important question of the role employers are taking and should be taking in child care. "Family Day Care and the Future Child Care Program

Mix" provides an overview of the numbers, associated costs and benefits of family day care endeavors; summarizes the roles of all actors involved in family day care; and gives examples of successful family day care systems. "Learning While Doing" explains how to build a delivery system, to utilize available support and to mobilize federal and state leadership.

While the book is packed with useful information and helpful case studies, the authors have also made their biases clear throughout: "The time has come for the society - and thus state and federal governments - to acknowledge child care as a major need and participation in child care as normative. Child care services should evolve and become as much a part of the social infrastructure as schools, libraries, parks, highways, and transportation...Child care needs to be seen as an entitlement, like schools." To achieve this end, the authors conclude their study with five "priority recommendations": expanding public preschools for 3-and 4-year olds through state initiatives and/or federal support; taking state action on school-age child care; providing adequate federal and state financial support for child care for low-income families and the poor; passing statewide definitions of and standards for family day care and child care centers; and passing federal or state legislation to ensure paid, job-protected disability and parenting leaves.

Thus, *Child Care Facing the Hard Choices* is a useful book for many audiences — policy makers exploring the options of private versus public support; school staff currently involved in or considering involvement with child care; employers interested in a wide range of child care opportunities for their employees; persons wishing to begin family day care services; parents concerned with increasing the availability, quality and diversity of child care services; and taxpayers who want to get the most for their public child care dollars. While not written specifically for a criminal justice audience, all practitioners and academics who understand the "bottom line" issues of *primary* crime prevention will find this book helpful. Available from Auburn House publishing Company, 14 Dedham Street, Dover, MA 02030 (508/785-2280).

Free Search of Federal Research Data Base Offered by NCJRS

The National Criminal Justice Reference Service (NCJRS) offers criminal justice policymakers and practitioners the opportunity to use the Federal Criminal Justice Research Data Base free of charge. Included in the data base is information on current Government-funded research in the crime prevention, corrections, law enforcement, juvenile justice, victimization and forensics fields. Users receive a data base printout which includes the organization name and address, project director, beginning and ending dates, dollar amounts and expected products for each project related to the search request. For more information, write or call NCJRS, Box 6000, Rockville, MD 20850 (800/851-3420).

SUBSTANCE ABUSE PREVENTION AND ENFORCEMENT

New Information from the Research Community

****Controversial Book Challenges the "Alcoholism as Disease" Theory.** In a book widely criticized by medical and counseling professionals, Philosophy Professor Herbert Fingarette contends alcoholism is not a disease and chronic heavy drinkers can often return safely to moderate drinking. Through analysis and interpretation of existing scientific studies rather than experimental or clinical research, Fingarette concludes that the classic disease concept has been "scientifically discredited." By debunking several myths, Fingarette claims heavy drinkers can choose to be dry for certain periods of time if they have important reasons to do so; telling an alcoholic he or she is a helpless victim of disease absolves the person of any social responsibility; alcoholics do not have an irresistible physical craving for liquor; and any treatment beyond "more than an hour or two of common-sense advice from any authoritative person may be a waste of time, money and resources." The most effective treatment, according to Fingarette, is a new lifestyle that does not make drinking alcohol a person's central activity. (Source: *Heavy Drinking: The Myth of Alcoholism as a Disease* by Herbert Fingarette. Berkeley, CA: University of California Press, 1988. Contact: UC Press, 2120 Berkeley Way, Berkeley, CA 94720 {415/642-4247}.)

****State Prison Inmate Survey Finds Widespread Drug Use.** In 1986, a BJS-sponsored study surveyed the drug use patterns of 13,711 inmates in 275 correctional facilities. The authors found 43 percent of the inmates reported daily use of an illegal drug during the month before committing the crime for which they were incarcerated. Of those, 19 percent were using a *major* drug — heroin, methadone, cocaine, PCP or LSD — on a daily or near daily basis. Among other significant findings were that many inmates began using drugs only after beginning their criminal careers; 35 percent reported they were under the influence of drugs — most often marijuana or hashish — when committing their current offense; almost 80 percent had used drugs at some time in their lives; about half the inmates began usage by age 15; about 13 percent of inmates appeared to fit the pattern of drug addicts who commit crimes for gain; the greater an offender's use of major drugs, the more prior convictions the inmate reported; 30 percent of inmates reported participating in a drug treatment program at some time and 12 percent had participated more than once; and users of major drugs were least likely to have been employed and most likely to have been both unemployed and not seeking work. (Source: *Drug Use and Crime: State Prison Inmate Survey, 1986* by Christopher A. Innes. Washington, D.C.: Bureau of Justice Statistics, July 1988. Contact: National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 {800/732-3277}.)

****Drunk Driving Survey of Jail Inmates Reports Grim Statistics.** A survey of jail inmates convicted of drunk driving conducted by BJS found some disturbing statistics: half of such offenders had consumed the alcoholic equivalent of at

least 12 bottles of beer or 8 mixed drinks prior to arrest; almost half the people in jail held on drunk driving charges or serving a sentence for drunk driving had been sentenced at least one other time for the same offense; almost half of those in jail for drunk driving had previously been enrolled in an alcohol abuse treatment program; and about 1 in 11 of the inmates was in treatment at the time of the most recent drunk driving arrest. National statistics cited in the study found that between 1970 and 1986, the number of arrests for driving under the influence of alcohol or drugs increased by almost 223 percent. In the peak year, 1983, an estimated 1.9 million people 16 years of age or older were arrested for drunk driving, or 1 for every 80 drivers — and among 21-year-olds, 1 arrest for every 39 drivers was recorded. Three years later, the figures had not changed significantly; an estimated 1.8 million people 16 years old and older were arrested for drunk driving. The study also found that on June 30, 1983, about 7 percent of all people held in local jails were charged with drunk driving or convicted of that crime and almost 13 percent of the inmates had a current drunk driving charge or conviction or an earlier such conviction. (Source: *Drunk Driving* by the Bureau of Justice Statistics. Washington, D.C.: BJS, 1988. Contact: National Criminal Justice Reference Service, Box 6000, Rockland, MD 20850 {800/732-3277}.)

****Study Finds Adolescent Binge Eaters and Purgers Report Higher Rates of Drunkenness, Marijuana Use and Cigarette Use.** In late 1987, 646 tenth grade females in four Northern California high schools completed a self-report survey designed to detect the presence of binge eating and purging behaviors in a normal population and answered questions about how often they got drunk on alcohol and smoked cigarettes and marijuana. Of the 565 (87 percent) respondents, 58 (10.4 percent) were classified as bulimic and 59 (10.4 percent) as purgers. As the following statistics indicate, both bingers and purgers reported higher rates of drunkenness, marijuana use and cigarette use than the "normals": 32 percent of the purgers and 28.1 percent of the bulimics as compared with 18.4 percent of the normals reported smoking cigarettes "weekly or more"; 14 percent of the bulimics and 12.5 percent of the purgers as compared with 6.3 percent of the normals reported smoking marijuana "weekly or more"; and 23 percent of the purgers and 10.7 percent of the bingers compared with 7.7 percent of the normals reported getting drunk several times each month or more. (Source: "Depressive Symptoms and Substance Use Among Adolescent Binge Eaters and Purgers: A Defined Population Study" by Joel D. Killen, et. al., *American Journal of Public Health*, Volume 77, Number 12 (December 1987):1539-41.)

****National Council on Juvenile and Family Court Judges (NCJFCJ) Recommends Juvenile Courts Screen Youths for Drug Abuse.** Among the conclusions of a recent NCJFCJ-sponsored study were that courts should develop a process to screen, assess and monitor the presence of substance abuse by juveniles and their families; order drug abusers to receive treatment; have the authority to place

juvenile offenders in secure treatment facilities when the problem significantly threatens the safety of the youth or others; be granted jurisdiction over juveniles who drive while under the influence; use the court's contempt powers to force compliance; and assert judicial leadership "to assure that effective programs are developed and sustained." (Source: *Drugs-The American Family in Crisis: A Judicial Response* by the NCJFCJ. Reno, NV: NCJFCJ, 1988. Contact: NCJFCJ, Box 8970, Reno, NV 89507 {702/784-6012}.)

****Drug Use Forecasting (DUF) Program Finds Linkage Between Drug Use and Criminal Activity.** The DUF Program, cosponsored by the National Institute of Justice (NIJ) and the Bureau of Justice Assistance (BJA), was implemented in 12 cities during 1987—including San Diego and Los Angeles. While the program's primary purpose is to track and forecast national drug use trends among urban defendants suspected of dangerous crimes, it provides each city with information for detecting potential drug epidemics, planning and allocating law enforcement resources, determining treatment and prevention needs and measuring the impact of drug abuse and crime reduction efforts. In April 1988, the results of first quarterly DUF testing among San Diego County male, female and juvenile inmates were released by the Criminal Justice Research Unit of the San Diego Association of Governments (SANDAG). The report summarized separate test results for each population. Among the 618 *male felony arrestees* booked into jail between 2:00 pm and midnight during a 10-12 day period (representing 43 percent of all inmates booked during that period), it was noted that in June 1987, almost two-thirds were positive for drug use and by January 1988 after the third quarterly testing, the proportion had risen to 79 percent. When compared with other DUF cities, San Diego ranked first in the proportion positive for amphetamine use, second after New York City for heroin use, third after Washington D.C. and New York for drug use other than marijuana, and eighth for the proportion of cocaine use. The following comparisons were made between the 53 *female felony offenders* booked into jail during an 8-day period in December 1987 (representing 15 percent of all inmates booked during that period) and the male felony arrestee samples: women were proportionately more likely to show positive drug use (87 percent versus 75 percent); women were proportionately twice as likely than males to be positive for heroin use (42 percent versus 20 percent); and women were more likely to inject illegal drugs (51 percent versus 36 percent). Among 76 *male juveniles* brought to juvenile hall from noon to midnight during a 12-day period in late February/early March (representing 86 percent of all juveniles brought in), 57 percent tested positive for some drug. (Source: *Drug Use Among San Diego Arrestees: Drug Use Forecasting (DUF) Results, April 1988* by SANDAG. San Diego, CA: 1988. Contact SANDAG, Security Pacific Plaza, Suite 524, 1200 Third Avenue, San Diego, CA 92101 {619/236-5300}.)

Program and Statistical Highlights

****National Association of State Alcohol and Drug Abuse Directors (NASADAD) Launches the Drug Testing Tech-**

nology/Focused Offender Disposition Program. In mid-1988, NASADAD began a demonstration program to assess the utility of using an Offender Profile Index (OPI) in conjunction with reliable drug testing technology to determine the most appropriate intervention strategy for selected drug-involved offenders. Contact Beth Weinman, Director of Criminal Justice Programs, NASADAD, 444 North Capitol Street, N.W., Suite 520, Washington, D.C. 20001 (202/783-6868).

****Increases Noted in Number of People Charged with Federal Drug Law Violations.** A BJS report entitled *Drug Law Violators, 1980-86 (1988)* found a 134 percent increase in the number of people convicted of federal drug law violations in 1980 and 1986 (5,244 versus 12,285). Over three-fifths of the drug law offenders convicted in 1986 were charged with heroin or cocaine violations, representing a 190 percent increase from 1980. Contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 (800/732-3277).

****University of Michigan's Institute for Social Research (IRS) Finds Decreased Youthful Cocaine Use But No Decline in Cigarette Smoking.** The most recent IRS study of high school seniors, college students and young adults noted the first substantial decline in cocaine use. Equally important was the finding that 87 percent of the surveyed seniors disapproved of trying drugs even once and 97 percent disapproved of regular use. However, cigarette smoking was found to be a persistent and serious problem with no drop in usage among high school seniors between 1984 and 1987. IRS researchers found that almost a fifth (18.7 percent) of surveyed high school seniors are already daily smokers when they leave school and more convert from occasional to regular smoking in the years following high school. Contact Lloyd D. Johnston, University of Michigan, Institute for Social Research, Ann Arbor, MI 48109 (313/763-5043).

****Increasing Juvenile Deaths from Drunk Driving Noted in National Commission Against Drunk Driving (NCADD) Annual Report.** According to NCADD's annual report, *1987 Progress Report on Recommendations Proposed by the Presidential Commission on Drunk Driving (1988)*, juvenile deaths related to drunk driving increased 13 percent between 1985-86. To balance such grim statistics, NCADD's report also noted the following more optimistic findings: all but one state (Wyoming) has raised its minimum drinking age to 21; the overall proportion of intoxicated drivers between 16-19 years old involved in fatal crashes decreased 5 percent between 1982 and 1986; overall alcohol-related fatalities decreased, largely because over 500 new drunk driving laws have been enacted or strengthened and public attitudes have hardened about drinking and driving. Among the report's conclusions are warnings that flagging public interest is currently the major impediment to further reductions in alcohol-related fatalities and that corporate involvement, which currently focuses on substance abuse prevention, must also be focused upon drunk driving. Contact John Grant, NCADD, 1140 Connecticut Avenue, N.W., Suite 804, Washington, D.C. 20036 (202/452-0130).

New Resources

McGruff's Anti-Drug Campaign, in February 1988, the National Crime Prevention Council (NCPC) launched a new "rock video" public service announcement, "Users Are Losers, So Don't Use Drugs" and made available a new multimedia kit that includes a 23-minute video cassette, an 11-minute audio cassette with anti-drug songs, crossword puzzles and a mini-floppy computer disk with an interactive computer game. Contact NCPC, 733 15th Street, N.W., Room 540, Washington, D.C. 20005 (202/393-7141).

The National Association for Perinatal Addiction Research and Education (NAPARE) was established in late 1987 to provide a national network for prevention and intervention approaches, continuing education, coordinated research, and ways to affect public health policy regarding perinatal addiction. Contact Judith Burnison, Executive Director, NAPARE, 11 E. Hubbard Street, Suite 200, Chicago, IL 60611 (312/329-2512).

California Partners In Prevention (C-PIP), founded in December 1987 and composed of representatives from California agencies involved in substance abuse prevention, serves as a liaison between the Western Center Partners in Prevention and the various California constituencies. Also sponsored by the Western Center is the new **Western Center Resource Library** which contains drug and alcohol prevention curricula, model program descriptions, substance abuse journal titles and general materials which clients may borrow for three weeks. For more information, contact the Far West Laboratory for Educational Research and Development, 1855 Folsom Street, San Francisco, CA 94103 (415/565-3000) or the Southwest Regional Laboratory for Educational Research and Development, 4665 Lampson Avenue, Los Alamitos, CA 90720 (213/598-7661).

A Guide to State Controlled Substances Acts, published in April 1988 by the National Criminal Justice Association (NCJA), describes the legislative history of and emerging trends in substance control statutes, explains the major provisions of federal and states controlled substances acts and provides a way to compare states' various approaches to drug control. Contact NCJA, 444 N. Capitol Street, N.W., Suite 608, Washington, D.C. 20001 (202/347-4900).

Controlling Drug Abuse: A Status Report, produced by the General Accounting Office (GAO), focuses on the nationwide prevalence of drug abuse as well as relates specific information on problems in six American cities, including Los Angeles and San Francisco. For a free copy of the report, contact the GAO, Box 6015, Gaithersburg, MD 20877 (202/275-6241).

"Hope for Adult Children of Alcoholics", a series of four videocassettes, introduces speakers who share their own professional or personal experiences as adults who grew up in alcoholic or other dysfunctional families. Contact Hazelton Educational Materials, Pleasant Valley Road, Box 176, Center City, MN 55012 (800/257-0070).

Data Center and Clearinghouse for Drugs and Crime

Established in October 1987 by the Bureau of Justice Assistance and directed by the Bureau of Justice Statistics, the Data Center and Clearinghouse for Drugs and Crime provides a vast array of services for criminal justice practitioners, policymakers, researchers and the public. Upon request, the Center provides information about specific drug and crime data; the enforcement of drug laws; drug surveillance activities and programs; drug-related and drug-induced crime; and the impact of drugs on the criminal justice system

The Center will also publish special reports on drug and crime-related subjects, conduct bibliographic searches and make referrals to the National Alcohol and Drug Clearinghouse for specific drug abuse prevention and epidemiological data. Contact the Data Center and Clearinghouse for Drugs and Crime, 1600 Research Blvd., Rockville, MD 20850 (800/666-3332).

New substance abuse films and videos are available through Coronet/MTI. "Benny and the 'Roids: A Story about Steroid Abuse" (25 minutes) and "Body Building, Body Breaking" (14 minutes) both discuss the potentially serious health risks young athletes face when they take steroids. "Alcohol and Violence" (30-minutes) investigates the links between alcohol abuse and many violent crimes. "Trust in Yourself" Adult Children of Alcoholics" (25 minutes) and "When Your Parent Drinks Too Much" (27 minutes) explore therapeutic opportunities for children of alcoholics. Contact Coronet/MTI Film & Video, 108 Wilmot Road, Deerfield, IL 60015 (800-621-2131).

"Parents with Alcoholism: Kids with Hope", a 30-minute video discusses the common problems of children living in three different families with alcoholic parents. Contact Sunburst Communication, Inc., 39 Washington Avenue, Pleasantville, N.Y. 10570 (800/628-8897).

"About Multiple Substance Abuse", a brief booklet about the problem of multiple drug addiction, urges people with a combined drug problem to seek professional help. Contact Channing L. Bete Co., Inc., Dept. PR, 200 State Road, South Deerfield, MA 01373.

Book Review

Adolescent Peer Pressure: Theory, Correlates, and Program Implications for Drug Abuse Prevention by The U.S. Department of Health and Human Services, Office for Substance Abuse Prevention. Rockville, MD: DHHS, 1988. In this updated version of the popular 1978 publication,

four experts discuss pressures associated with adolescence, explain factors associated with drug abuse and problem behavior and examine constructive ways peer pressure can combat drug use and abuse.

In Chapter I, "The Adolescent Society", Barbara Varenhorst sets the sociological and philosophical basis for programs aimed to meet the special needs of adolescents. After debunking several myths about the period of adolescence, Varenhorst examines six "tasks of adolescence":

- experiencing physical and sexual material
- developing one's individuality
- forming commitments
- moving toward separation and autonomy
- outgrowing types of egocentrism
- re-evaluating values.

The author then explains seven successful peer group approaches:

- increased respect from adults
- more time and involvement from adults
- more constructive opportunities to experiment with life
- more help in developing social competence
- more qualified adult leaders
- more opportunities for moral development
- help to find the meaning of life.

In Chapter II, "Influences on Adolescent Problem Behavior: Causes, Connections, and Contexts", Ardyth Norem-Hebeisen and Diane P. Hedin cite evidence that peer influence can be an effective means of preventing drug abuse. By reviewing the vast amount of literature discussing the factors leading to substance use and abuse, the authors present five correlates, three of which are particularly relevant to peer pressure programs: *cognitive/emotional correlates* such as low self-esteem, impulsiveness, negative attitudes toward school, low cognitive development and low academic aspirations; *behavioral correlates* such as school discipline problems, delinquent behavior, antisocial behavior and frequent use of cigarettes, alcohol and other drugs; and *social network correlates* such as family disorganization, inadequate parenting, poor parent-child relationships and peer models.

Chapter III, "Types of Peer Program Approaches" explains four types of programs that address the problems presented by such correlates:

- positive peer influence
- peer teaching
- peer counseling/facilitating/helping
- peer participation.

Authors Henry Resnik and Jeanne Gibbs, referring to their assessment of 60 peer programs, provide an in-depth analysis of the four programs and useful information about how drug abuse prevention can successfully be utilized as a program goal; describe settings for successful peer programs; and explain appropriate behavior, attitudes and styles of adult leaders.

Chapter IV, "Program Planning and Implementation", offers guidelines and a process for effectively planning peer programs. Mark Amy identifies five "critical steps" for planning and implementation:

- 1) Identifying problems and needs
- 2) Assessing and identifying resources available to deal with the problems and needs
- 3) Developing an action plan by clarifying goals and objectives, agreeing on program methods, conducting a "force-field analysis", specifying action steps and timelines that will be required to make the plan a reality, and preparing for program documentation and assessment
- 4) Implementing the program
- 5) Conducting an assessment/evaluation.

Taken as a whole, *Adolescent Peer Pressure* provides a wealth of information about the need for well-planned and managed peer pressure programs that focus on preventing drug use and abuse; the links between problematic adolescent behavior and drug use and ways peer programs can address the linkage; elements of successful peer pressure programs; and ways to plan and implement such programs. As such, *anyone* who works or lives with adolescents will find this book both informative and useful. Available from the Superintendent of Documents, U.S. Printing Office, Washington, D.C. 20402 (202/783-3238).

New Journal about Adolescent Chemical Addiction

In early 1988, the first issue of Adolescent Counselor was released. The quarterly journal is designed for professionals who work with young people in schools, churches, youth agencies, court systems and in the healthcare network. In addition to several regular columns that deal with diverse topics ranging from eating disorders to specific treatment philosophies and programs, Adolescent Counselor issues also include feature articles on prevention and intervention strategies. For more information, contact Adolescent Counselor, 12729 N.E. 20th, Suite 12, Bellevue, WA 98005 (206/451-9006).

VICTIM ASSISTANCE

New Information from the Research Community

****Factors Associated with Reporting Child Sexual Abuse Examined.** In a recent Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsored study, the authors examined data related to reporting incidents of child sexual abuse. Specifically, data involving 156 sexually abused children treated at Tuft's New England Medical Center Family Crisis Program between July 1980 and January 1982 was reviewed to determine both the factors associated with reporting child sexual abuse to the police and the criminal justice outcome for offenders arrested for the sexual abuse. In general, the findings were discouraging for the law enforcement community. First, 62 percent of the cases examined were not reported to the police primarily because most families felt such involvement would be too traumatic and disruptive and perceived there was not enough conclusive evidence of the sexual abuse. As the type of sexual act progressed from attempted touching to actual intercourse, however, an increasing percentage of families reported the event: 30 percent of cases involving fondling or mutual masturbation were reported, while almost 50 percent of the cases involving intercourse were reported to the police. Social class and race also appeared to play some role in reporting: 45 percent of the white victims reported the abuse while 10 percent of the nonwhite families reported abuse; and "bluecollar" families reported a greater proportion of incidents while "business/professional" families reported the lowest proportion. Second, in the study's 60 cases of sexual abuse reported to law enforcement, two-thirds of the offenders were taken into custody and of those, only 21 were convicted. The majority of both the victims and their families were more concerned about the outcome of criminal justice proceedings than about initiating the procedures; they criticized the long delays, continuations between arraignment and trial and the minor sentences offenders usually received. Foremost among the author's recommendations were the needs to establish incidence projections based on the variations of sexual abuse by which children are victimized; to create new and improved procedures for reporting abuses to the police; and to adopt measures to reduce the emotional trauma suffered by the victim during the offender's prosecution. (Source: *Child Sexual Abuse: Factors in Family Reporting* by Albert P. Cardarelli. Washington, D.C.: OJJDP, June 1988. Contact: Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 {800/638-8736}.)

****Special Therapeutic Attention Recommended for Children Who Witness the Sexual Assault of Their Mothers.** An intensive study of ten Los Angeles County children between 5 and 17 years of age who witnessed an assault upon their mothers measured the children's subsequent reactions to the violence as well as need for therapy. The authors' initial assessment of the 10 involved youth found 9 children exhibited a severe post-traumatic stress disorder (PTSD) and one displayed a moderate PTSD. Various behaviors recorded among the majority of youth were regular thoughts about the incident and subsequent fear when think-

ing of it; intrusive thoughts, images and sounds; decreased normal activities and repetitive traumatic dreams with the rapist nearly always returning. Adolescent and school-aged children exhibited inhibited emotions and parents described them as less animated and spontaneous, more withdrawn and chronically fatigued. Boys reported feeling guilty for not successfully intervening during the assault, while the girls anticipated another attack could unexpectedly occur at any time. Boys and girls alike became more protective of their mothers. The authors conclude that although their sample was small, the results indicate such children share "prominent post-traumatic stress symptoms, disturbances in impulse control and sexuality, alternations to their sense of security and vulnerability, challenge to self-esteem, stress in intrafamilial and peer relationships, and changes in future orientation." To insure the recovery of the "total family", the authors suggest cooperative efforts between child trauma programs and adult rape response programs for special therapeutic treatment. (Source: "Children Who Witness The Sexual Assaults of Their Mothers" by R.S. Pynoos, M.D. and K. Nader, M.S.W. Los Angeles, CA: Neuropsychiatric Institute, 1988. Contact: Dr. Pynos, UCLA School of Medicine, Neuropsychiatric Institute, 760 Westwood Plaza, Box 18, Los Angeles, CA 90024 {213/206-1023}.)

****Successful Methods to Establish and Expand Victim-Witness Assistance Programs Noted.** The organization and operation of 25 victim and witnesses programs was carefully examined in a recent NIJ-sponsored study. After explaining several successful approaches, the authors provide at least four practical suggestions for communities wishing to establish or expand similar programs. First, program staff must select or reevaluate the services to be offered to meet the most urgent needs of victims and witnesses; provide the maximum possible benefit to the criminal justice system, the victims and the witnesses; and work within the limitations of their program budget. Second, program planners must carefully select or expand their staff by hiring a "first-rate director" with appropriate managerial and public relations skills and volunteer staff who have positive feelings about the criminal justice system, can relate to victims in stressful situations without making judgments, and have the flexibility to work overtime and deal with a variety of problems on short notice. Third, staff must develop public and private networks that enable them to contact victims and witnesses in a systematic manner. Fourth, staff must estimate program implementation or expansion costs by utilizing the expertise of other programs. Fifth, staff should explore the wide range of possible funding sources in both the public and private sectors. The study also includes an indepth analysis of six programs, including the Alameda County District Attorney Victim/Witness Assistance Program in Oakland which operates with a \$331,000 annual budget and 10 full-time staff members. (Source: *Serving Crime Victims and Witnesses* by Peter Finn and Beverly N.W. Lee. Washington, D.C.: National Institute of Justice, 1988. Contact: National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 {800/851-3420}.)

Program and Statistical Highlights

****Statewide California Survey Finds Increases In Gun-Ownning Households.** When a representative cross-section of 1,009 adults were interviewed by telephone between October 28 and November 13, 1987, the following statistics were reported: 38 percent had at least one rifle, shotgun, pistol or revolver in their household as compared with 35 percent of respondents in 1975; and 25 percent owned a handgun as compared with 17 percent in 1975. Such statistics reflect an increase in the absolute number of gun-owning households from 2.6 million in 1975 to 3.9 million in 1987 and an increase in the number of households possessing one or more handguns from 1.3 million to 2.5 million. Contact The California Poll, 234 Front Street, San Francisco, CA 9411 (415/392-5763).

****International Association of Chiefs of Police (IACP) Collects Information on Toy Gun Incidents.** To fill a critical information gap, the IACP recently announced it will begin serving as a clearinghouse for information on toy gun incidents in which law enforcement officers have been involved. Additionally, the IACP is keeping track of state and federal legislation that affects the sale and distribution of toy guns, makes it unlawful to exhibit a toy gun threateningly and brandish or use a toy gun when committing a crime, or requires manufactures to "distinctively mark" imitation firearms. To include an incident in the new clearinghouse, contact Cheryl Anthony Epps, IACP, P.O. Box 6010, 13 Firstfield Road, Gaithersburg, MD 20878 (301/948-0922).

****Northwest Victim Services Founded To Support Neighborhood Crime Victims.** A group of Philadelphia block watch volunteers provide victims with reassurance and expressions of concern; practical help such as babysitting, security repairs, transportation and financial assistance; advice on how to interact with the criminal justice system; escorts to "line ups" and court proceedings; and suggestions about how to prepare for case status updates. All volunteers attend a four-hour training session and monthly follow-up sessions which include information on law enforcement procedures, criminal justice issues and victims' rights and crisis intervention techniques. Contact Catherine Bachrach, Northwest Victim Services, 6008 Wayne Avenue, Philadelphia, PA 19144 (215/438-4410).

New Resources

"National Library Resource Project on Crime Victimization", a new resource package for librarians that promotes victims' rights issues, includes a series of public service posters; ideas for display and programming activities; a "Librarian's Guide to Subjects and Classifications Dealing with Crime Victimization"; a reference reading list; a list of community and state organizations and resources that help promote victims' rights; and information to help update vertical file collections pertaining to violent crime and victimization. The three participating California libraries are Oakland Public Library (Marilyn Rowan, 415/273-3138), Los Angeles Public Library (Penny Markey, 213/940-8522) and San Diego

City Library (Jean Kockinos, 619/236-5839). For more information on the project, contact Cindy Lea Arbelbide, Center Librarian, National Victim Center, 307 West 7th Street, Suite 1001, Fort Worth, TX 76102 (817/877-3355).

Coalition on Victims Equal Rights (COVER), a new California coalition on victims rights, was created to provide information and referrals, legislation summaries, public awareness and community education and victim support and education to victim organizations and coalitions, therapists, concerned citizens, attorneys, law enforcement personnel, business persons and ad hoc committee members. Contact Doris Tate, President, COVER, 1251 West Sepulveda Blvd., Suite 119, Torrance, CA 90502 (213/534-1090, ext. 47).

A national speakers' bureau on victims' rights issues has been established by the National Victim Center. Names of potential speakers are currently being added to a computerized topical list that includes all contact information and references. To join the Bureau or to obtain a list of potential speakers, contact the National Victim Center, 307 West 7th Street, Suite 1001, Fort Worth, TX 76102 (817/877-3355).

The Attorneys' Victim Assistance Manual: A Guide to the Legal Issues Confronting Victims of Crime and Victim Service Providers, produced by the American Bar Association's Criminal Justice Section for the National Victims Advocacy Center, is designed to help attorneys and victim service providers/advocates understand law-related victim issues such as civil suits against offenders or third parties, civil litigation, institutional remuneration, crime victims as clients, and victim service providers as advocates. Contact the National Victims Advocacy Center, 307 West 7th Street, Suite 1001, Fort Worth, TX 76102 (817/877-3355).

This Could Never Happen To Me, a handbook for families of murder victims and people who assist them, is available for free to victim advocates who work with homicide family survivors. Contact Office of the Governor, Criminal Justice Division, P.O. Box 12428, Austin, TX 78711 (512/463-1919).

Intervening with New Parents: An Effective Way to Prevent Child Abuse by Deborah Daro discusses types of support and educational services available to parents before they develop abusive or neglectful behavior as well as research and statistical findings on such intervention approaches. Contact Laura Schofield, National Committee for Prevention of Child Abuse (NCPCA), P.O. Box 94283, Chicago, IL 60690 (312/663-3520).

Survivor's Guide contains statistics about and descriptions of adult survivors of child abuse; explores dynamics of specific types of survivors including ethnic minorities, children of alcoholics, lesbians and gays and satanic or ritualistic abuse survivors; and provides a list of resources and related books. Contact Childhelp USA, P.O. Box 630, Hollywood, CA 90028 (213/456-4016).

"The Amazing Spider-Man", a new comic book sponsored by NCPCA and produced in cooperation with Marvel Comics

and The Southland Corporation, features Spider-Man helping his readers learn about emotional abuse — what to do if it happens, where to get help and how to report a case. Contact Michele Oaks, NCPA, 332 So. Michigan Avenue, Suite 950, Chicago, IL 60604 (312/663-3520).

"A Touchy Subject", a new 26-minute video, helps parents learn how to talk with their children about preventing sexual abuse. Contact O.D.N. Productions, 74 Varick Street, #304, New York, NY 10013 (800/526-4773).

"Five Out of Five", a rap rock video, features New York Women Against Rape's Acting Out Teen Theater dealing with real sexual assault experiences, sex role stereotypes and abuse of power. Contact Women Make Movies, 225 Lafayette St., Ste 211, New York, NY 10012 (212/925-0606).

The Police Foundation has produced a 38-minute videotape and companion implementation guide describing one community's approach to developing a multidisciplinary team for managing child sexual abuse cases. Contact The Police Foundation, Communications Department, 1001 22nd Street, N.W., Washington, D.C. 20037 (202/833-1460).

Book Review

***Protecting Abused and Neglected Children* by Michael S. Wald, J. M. Carlsmith and P. H. Lelderman. Stanford, CA: Stanford University Press, 1988.** In the first longitudinal study of its kind, a thorny question has been tackled: Do abused and neglected children fare better in foster care placement or when kept in the home? The two-year study conducted by three Stanford University professors compared a study sample of 19 children between 5-10 years of age from San Mateo County who were left at home with a foster care sample of 13 children from Alameda and Santa Clara Counties. These 32 children were further compared with a group of children from non-abusing, non-neglecting parents in each of the three counties. After regularly interviewing the sample children, their parents and foster parents, social workers, teachers and other significant adults in their lives, the researchers faced a disappointing fact: in *both* home and foster situations, almost half of the sample children were still at substantial risk. Among the home children, half were re-abused or neglected, nearly all were subjected to intense parent-child conflict, many continued to fear for their physical safety and bear the burdens of family conflict and most experienced very poor social behavior at school with both teachers and peers. In short, "the families changed relatively little, especially the neglecting families. We found no relationship between receipt of services and reabuse or continued neglect. Services clearly helped in some cases and had negligible impact in others." Of the foster care children, half evidenced significant emotional problems and almost all indicated difficulty dealing with the loss of their parents.

Ultimately, rather than clarify the issue for policymakers, the conclusions based upon the small sample of children involved in this study further muddle the policymaking dilemma. The research team's primary conclusion illustrates

this ambiguity — while few differences were indicated between home and foster care, the little change that did occur favored foster care. The authors carefully qualified this conclusion with two additions: "...foster care was more beneficial to the children most at risk, at least with regard to improving physical health, school attendance, and academic performance and preventing deterioration in social behavior at school"; and although children at home and in foster care placement suffered emotional stress, the stress caused by conflict and chaos in the home "may have had a more negative impact on the home children than the stress that separation, movement and adjustment to new 'parents' had on the foster children."

Does this finding which slightly *favors* foster care translate into a recommendation for legislators to direct child welfare agencies and courts to prefer foster care for the types of cases analyzed in this study? The answer is an unambiguous "no" for two primary reasons: most benefits of foster care are lost if a child is returned home; and termination of parental rights without efforts to reunify when the child is not in physical danger is inappropriate. So what do the authors offer the beleaguered legislator searching for answers? The "bottom line" recommendation of *Protecting Abused and Neglected Children* is that several changes in the intervention process should be tried before adopting a legal standard that favors foster care. Such changes include making a full developmental assessment of the child in all cases serious enough to require supervision of the family or placement in foster care; focusing counseling and support services or both on the child as well as on the parents; providing family rather than individual therapy; developing special services for children placed in foster care; matching placement policies with the ultimate goal of reunification or other placement; and basing intervention policies on evidence of neglect, physical and/or sexual abuse *and* emotional abuse. One final recommendation is offered: legislators must focus upon the standard for removal *and* upon providing appropriate funds to develop services to help children at home and in foster care.

Because this study focuses upon policy considerations to be addressed when developing interventions to help abused and neglected children, it is most useful to those wishing to change and/or influence policy and those who actually make and alter policy. However, for those interested in clear case studies and statistical findings of a "cutting edge" longitudinal study in a difficult policymaking arena, this study is most appropriate. Available from the Stanford University Press, Stanford, CA 94305 (415/723-9434).

National Victims Resource Center Established

The U.S. Department of Justice's Office of Victims of Crime recently established the National Victims Resource Center (NVRC) as the national clearinghouse for victims information. For further information about services offered by the new Center, contact NVRC at Office for Victims of Crime, Box 6000-AHG, Rockville, MD 20850 (301/251-5525).

CRIME SUPPRESSION

New Information from the Research Community

****Police-Citizen Violence Reduction Study Cites Success.** A two-year study conducted by The Police Foundation examined a training program designed to reduce violence between police and citizens. A group of 44 officers in the Metro-Dade Police Department (MDPD) participated in a three-day training program at the Department's "Survival City", a mock city street. Officers were instructed in small groups and then individually participated in scenarios in which professional actors played traffic violators, criminals, disputants and hard-to-manage citizens. Afterwards, the trainers and officers critiqued each performance, discussing which factors did and did not work with the public. Civilian records of encounters with the 44 specially-trained officers were then compared with civilian records of encounters with 44 other officers. The study found the 44 specially-trained officers handled potentially violent encounters with citizens significantly better than those who had not participated in the training. Additionally, the comparisons found that program training most effectively encouraged officers to use caution and cover when approaching potential violence and when seeking information and assistance prior to actual confrontations with potentially violent people; that training effectively reduced the extent to which officers relied upon the use of force or arrest to resolve potentially violent situations; and that training had the most visible results when it was strongly supported by the commander and supervisors. (Source: *The Metro-Dade Police-Citizen Violence Reduction Project* by The Police Foundation, Washington, D.C., Police Foundation, 1988. Contact: The Police Foundation, 1001 22nd Street, N.W., Suite 200, Washington, D.C., 20037 {202/833-1460}.)

****President's Commission Concludes Prison Privatization Is "Effective and Appropriate".** A six-month study completed by the President's Commission on Privatization has endorsed the practice of contracting for private operation of entire prisons. Drawing on the experience of currently operating lower-security contract facilities, the Commission found three-fourths reported some cost savings and private contractors more efficiently built, financed and managed new prisons. While the report supports contracting, it also warns such prisons should "remain subject to the supervision and regulation of the government and...subject to the rule of law." The Commission discussed several unresolved questions about government contracting for prison operation such as liability and emergency contingency plans. On the question of liability for violations of inmates' Constitutional rights, the Commission concluded such liability should be shared between the government and the contracting company. Contingency plans for dealing with riots, strikes and bankruptcy of the company could be handled through contracts between the private corrections companies and the government. The Commission recommended the Federal Bureau of Prisons (BOP) prepare a study of total government costs of an existing correctional institution, contract for the private op-

eration of a federal prison or penitentiary, and then assist outside researchers with a comparison of cost figures between the two institutions. (Source: *Report of the Presidents Commission on Privatization* by the White House Office of Privatization, Washington, D.C.: The White House, March 1988. Contact: Superintendent of Documents, U.S. Printing Office, Washington, D.C. 20402 {(202/783-3238)}.)

****Contemporary Picture of American Crime Drawn.** The Bureau of Justice Assistance's (BJS) most recent volume on crime and justice in the United States includes the latest available research and statistics about the extent of crime, its victims and perpetrators, geographical locations and criminal justice responses and expenditures. Included among its myriad of facts are homicide is the second most frequent cause of death among men and women between 15 and 34 years old; about 1 in 10 murders begin as a robbery; most calls for police services are not to enforce the law; 28 percent of all arrests are related to drinking and an additional 7 percent of all arrests are for drug abuse violations; more than 1.5 percent of the U.S. adult population is under some form of correctional sanction, three-fourths of whom are in a community setting; and 75 percent of jail inmates and 78 percent of prison inmates report using illegal drugs at some time in their lives, compared with 37 percent of the general population. (Source: *Report to the Nation on Crime and Justice, Second Edition* by BJS. Washington, D.C.: BJS, 1988. Contact: National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 {800/851-3420}.)

Program and Statistical Highlights

****Survey Indicates Public Support for Prison Alternatives.** According to a recent opinion research study conducted by the Public Agenda Foundation with funds from the Edna McConnell Clark Foundation, the general public is aware of prison crowding and supports alternatives to incarceration. The study also found the public believes sentence uniformity is needed for similar crimes committed under similar circumstances, the primary goal of prisons should be rehabilitating offenders and that prisons currently are not meeting rehabilitation goals. Further, respondents indicated a lack of understanding about the causes of crowding as well as how crowding inhibits rehabilitation. For a free copy of the report, send a self-addressed label to the Edna McConnell Clark Foundation, Communications Office, 250 Park Avenue, New York, NY 10017. For more information, call John Doble of the Public Agenda Foundation (212/686-6610).

****Survey Documents Jail and Lockup Suicides in 1986.** In a follow-up to its 1981 survey, the National Center on Institutions and Alternatives (NCIA) found at least 401 inmates and detainees committed suicide in 1986. In Lindsay Hayes' *National Study of Jail Suicides: Seven Years Later* (1988), the author states suicide can be averted through simple screening at intake and by utilizing a range of preventive measures for at-risk inmates and detainees. Unfortunately,

Hayes found 89 percent of the suicides occurred at facilities with no screening procedures for suicidal tendencies conducted during booking; and in 16 percent of the cases, officials admitted they knew the inmate had a record of one or more prior suicide attempts but were unable to prevent the suicide. Contact NCIA, 635 Slaters Land, Suite G-100, Alexandria, VA 22314 (703/684-0373).

****One In Four American Households Affected by a Crime of Violence or Theft in 1987.** The BJS report, *Households Touched by Crime, 1987*, (May 1988) found that one in four American households were victimized by a crime of violence or theft, the same proportion as in the previous two years. Similar to the 1986 figures, in 1987 almost 5 percent of the households had a member who was the victim of a violent crime; 5 percent were burglarized at least once; 17 percent had a completed or attempted theft; 3 percent were victims of both personal and household crime; and about 1 percent were victims of both personal theft and violence. As in earlier years, households with high incomes, those located in urban areas and black households were more vulnerable to crime than others. Households in the Northeast were the least vulnerable to crime (19 percent) and those in the West were the most vulnerable (29 percent). Contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 (800/732-3277).

****Number of Inmates in Federal and State Correctional Facilities at Yearend 1987 Climbs to an All-Time High.** According to the BJS report, *Prisoners in 1987* (1988), by the end of 1987, the number of prisoners had reached a record high of 581,609. While the total number is high, the 1987 growth rate of 6.7 percent was less than the 8.5 percent growth rate for the previous year. Overall growth, however, is climbing as indicated by the fact that from 1980 to 1987, the total prison population grew by 76 percent. California's 1987 increase of almost 7,500 new prisoners was the largest single gain among the reporting jurisdictions, accounting for almost 21 percent of the increase throughout the nation. Contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 (800/732-3277).

****Highest Number of Death Row Prisoners Executed in 1987 Since Reinstatement of the Death Penalty.** Last year, 25 people were executed in 8 states, representing the highest number of executions since the death penalty was reinstated in 1976. The BJS report, *Capital Punishment in 1987* (July 1988) further found that the 34 states with death row prisoners held a record 1,984 men and women by the year's end; and throughout the year, state courts sentenced 299 offenders to death with 79 persons being relieved of their sentences. Contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 (800/732-3277).

****Jail and Parole Figures Reach Alarming Highs.** The U.S. Department of Justice recently announced that in 1987, about 3.4 million people (almost 2 percent of the nation's adult population) were in federal, state and local correctional facilities, representing a 6.8 percent increase over 1986. Additionally, between 1986 and 1987, the number of adults

on parole rose 11 percent and the number of adults on probation rose 6 percent. For more information, contact the Justice Statistics Clearinghouse, Box 6000, Rockville, MD 20850 (800/732-3277).

New Resources

The National Criminal Justice Computer Laboratory and Training Center/Washington, D.C., a newly-created joint project of the Criminal Justice Statistics Association (CSJA) and SEARCH Group, Inc., provides specialized training for criminal justice professionals wishing to keep abreast of advances in computer technology. Based upon the model already established by SEARCH Group in Sacramento, the new Washington, D.C. Center will offer training courses on prison population projection software, prosecutorial case management software, data processing for law enforcement managers and computer graphics for data presentations. Contact Jim Zepp, Computer Center Manager, 555 New Jersey Avenue, N.W., Suite 860, Washington, D.C. 20001 (202/638-4155) or Fred Cotton, Manager of Training Services, SEARCH Group, Inc., 925 Secret River Drive, Sacramento, CA 95831 (916/392-2550).

Forensic Science Information Resource System (FSIRS), created in 1985 to provide forensic science information support to state and local crime laboratories, has developed many useful support capacities. To find out more about its extensive reference collection of scientific and technical reference books and journals as well as its literature search capacities, contact Coleen Wade, Librarian, Federal Bureau of Investigation, Room 3589, Tenth and Pennsylvania Avenue, N.W., Washington, D.C. 20535 (202/324-3000).

Two new National Institute of Justice publications focusing on law enforcement issues are available. *Investigators Who Perform Well* by Bernard Cohen and Jan Chaiken presents the results of a study that explored the best methods used by law enforcement agencies in selecting investigators and evaluating their performance. *Police Drug Testing* by Barbara A. Manili, et. al. provides information and guidance to law enforcement agencies considering drug testing programs. Contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850 (800/851-3420).

White Collar/Institutional Crime: Its Measurement and Analysis, the report of the September 1987 Symposium sponsored by the California Office of the Attorney General, was released in March 1988. The report includes summaries and transcripts from the three panels: The History and Status of White-Collar/Institutional Crime; Status of Prosecution of White-Collar/Institutional Crime; and Problems and Means of Measuring Incidence, Prevalence and Costs of White-Collar/Institutional Crime. Contact the Office of Attorney General, Bureau of Criminal Statistics and Special Services, 4949 Broadway, P.O. Box 903427, Sacramento, CA 94203 (916/739-3198).

Representing the Child Client (1988) by Mark Soler, et. al., is a comprehensive discussion of several subject areas

including children in institutions, dependency and juvenile justice proceedings, health and education issues, the child witness, emancipation and guardianship procedures and neglected and abused children. Contact John Flagler, Matthew Bender and Company, Inc., 52 Orlando Avenue, Albany, NY 12203 (800/424-4200, ext. 549).

"Officer Safety", a new videotape program, helps law enforcement officers test themselves to see if they have developed bad habits or carelessness in their daily interactions with the public. Contact AIMS Media, 6901 Woodley Avenue, Van Nuys, CA 91406 (818/785-4111).

Book Review

House Arrest and Correctional Policy: Doing Time at Home by Richard A. Ball, C. Ronald Huff and J. Robert Lilly. Beverly Hills, CA; Sage Publications, 1988. The particular value of this concise and well-organized book is its objective treatment of a particularly controversial topic — house arrest. By reaching back into history and meticulously tracing the ways offenders have been punished, the authors examine both the positive and negative impacts of house arrest as one of the most recent types of correctional policy. In the book's initial pages, the authors assure objectivity by making their position clear, "We regard house arrest as a promising possibility that should be closely examined and vigorously debated. But we continue to have some serious reservations."

In Chapter One, the authors launch into a brief but succinct analysis of four distinct periods in the punishment of offenders. First, during the Middle Ages, offenders were almost exclusively punished by "undergoing voluntary penance through physical suffering or payment of fines." Second, by the late Middle Ages, attention shifted to forceable physical punishment and torture through public whipping, branding, mutilation and execution. Third, by the 16th Century, offenders were incarcerated in "houses of correction", penal institutions designed to give offenders discipline, routine and work. Fourth, beginning in the 1960s, alternatives to incarceration through community-based corrections characterized the newest correctional policy. Home arrest, included within this fourth phase of punitive policy, has engendered a series of important legal and social issues which the authors examine in some detail throughout the remaining chapters.

Chapters Two and Three discuss the impact of house arrest on the juvenile justice system, provide a model program for juveniles and suggest ways advocates of house arrest can develop and maintain support of juvenile courts and communities.

Chapter Four analyzes two programs: a house arrest with an electronic monitoring component in Kenton County, Kentucky and Florida's statewide house arrest program. In Kenton County, those incarcerated at home were required to wear electronic monitors 24-hours a day. The program was designed to protect the County's citizens, provide a sentenc-

ing option for district court judges and to serve as an alternative to jail. Various study's of the program indicate the first two objectives have been met but judges had not utilized home arrest as a jail alternative. Florida's statewide program, operated by the Department of Corrections, emphasizes the work ethic by requiring community "controlees" to work, provide free labor for public service projects and pay a monthly fee to the State to offset the cost of the program. Its goal, to reduce prison overcrowding, has been met: since the program's inception, the number of prison commitments dropped an average of 180 per month.

Chapter Five discusses the many legal and social issues associated with house arrest. In the legal arena, the most pressing issues revolve around questions of how home confinement may or may not violate the rights of the offenders as well as others who live in the home when it is transformed into the offender's jail. Among the most important social issues is the debate about whether house arrest is a progressive and genuine alternative to the harsh conditions of jail and prison or whether the inherent technological power used in house arrest represents a decline of privacy and a shift to greater surveillance in return for promised security.

The concluding chapter summarizes both the advantages of and reservations about home confinement. Advantages of home arrest as a correctional policy include its flexibility that allows it to be tailored to a particular offender and/or particular program; its application to almost any stage in the process of dealing with offenders; its ability to be initiated by a petition from the offender as well as directly by the authorities; its easily understood concept that can be communicated to the public; its reasonable cost; and its reversibility that allows those who dishonor the conditions of the program to be incarcerated with a minimum of expense or administrative disruption. Reservations about the use of home arrest include its general adoption through administrative or judicial fiat rather than through the legislative process which allows policy alteration with each new administrator or judge; the legal and social issues discussed in Chapter Five; "the use of the home as a jail, prison, or detention facility may contribute to the further blurring of the old distinction between what is public and what is private"; and the possibility of several unfortunate "unanticipated consequences" that may move us "one more step toward the total control of the citizenry."

In essence, the authors of *House Arrest and Correctional Policy* neither fully embrace house arrest, nor denounce its use. Instead, they implore the criminal justice community to subject the issue to rigorous debate and research. Because of the painstaking manner in which they investigate their topic, they have made a valuable first step in this quest for further knowledge about house arrest. Those interested in learning about general correctional policies and specific applications of house arrest in both the historical and contemporary arenas, about model house arrest programs and about legal and social issues surrounding the house arrest debate will be pleased with this tightly-knit treatise on a complex topic. Available from Sage Publications, 2111 West Hillcrest Drive, Newbury Park, CA 91320 (805/499-0721).

JUVENILE JUSTICE AND DELINQUENCY PREVENTION

New Information from the Research Community

****Findings of OJJDP's Police and Missing Children Project, Phase 1 Released.** The Research Triangle Institute and the URSA Institute recently completed the first phase of a three-part Police and Missing Children project. During early 1987, questionnaires were mailed to 1,060 State and local law enforcement agencies with 75 percent (791) of the agencies responding. The resulting data provided a better understanding of the types and numbers of missing youth reports, the ways police make decisions about handling such reports and the obstacles faced during investigation. First, in 1986, about half the respondents had 1 to 10 *runaway* reports, about one-third had 11 to 100 such reports and 7 percent reported no runaway reports; 58 percent of the agencies had no *parental abduction* reports and less than 5 percent had more than 10 cases of any type of abduction; about half the largest police departments rated their *homeless youth* problem as serious or very serious, but only 14 percent of departments nationwide called the homeless a serious or very serious problem. Second, law enforcement agencies noted different response activities for different missing populations. For *runaway and abducted youth*, 85 percent made a written report upon receiving a call; 72 percent classified 90 percent or more of such youth cases within 24 hours and most departments sent a unit to the scene. However, only 27 percent of respondents had a written policy about how to deal with such youth; generally, larger departments had a policy and, when utilized, a direct association existed between its use and more vigorous investigation of missing cases. For *homeless youth*, police generally responded by attempting to locate and notify parents, referring cases to juvenile specialists, notifying the youth's home jurisdiction and checking State and national crime information systems. Only one-fifth of the departments had a written policy for dealing with homeless youth. Third, obstacles to investigation were cited for all three populations: *runaway* cases were hampered by "age/independence/mobility" factors; *abduction* cases were hindered by difficulty in verifying who actually had custody of the child, the custody laws and the lack of family cooperation; and *homeless youth* cases were difficult because running away was not a criminal offense and the youth's family often refused to cooperate. (Source: *The Police and Missing Children: Findings from a National Survey* by James J. Collins, Mary Ellen McCalla, Linda L. Powers and Ellen S. Stutts. Washington D.C.: OJJDP, 1988. Contact: Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 {800/638-8736}.)

****Police Handling of Youth Gangs In Columbus, Ohio Provides a Promising Model.** Through a project funded by the Ohio Governor's Office of Criminal Justice Services, police handling of youth gangs in Columbus, Cleveland, Cincinnati, Dayton, Toledo, Akron and Youngstown was examined over a two-year period. Consequently, the author identified at least three "key variables" that shape law enforcement responses to youth gangs: the organizational

structure of each police department; the willingness of political leaders and police to recognize the existence of a gang problem; and the types of offenses committed by gangs and public visibility of gang members. In terms of departmental organization, the author found most cities utilized a "traditional organizational structure" which hindered the "gang control" function — intelligence and information processing, prevention, enforcement and follow-up investigation. Such activities are usually dispersed across multiple organizational units, but the author advocates consolidating all functions into one specialized unit as the only way to effectively combat the gang problem. Such an organizational structure was found in Columbus where in 1986 a Youth Violence Task Force was formed. Comprised of an investigative unit (5 officers and 1 sergeant) that analyzes police reports and attempts to identify patterns and suspects and an enforcement unit (10 officers and 2 sergeants) that concentrates on street patrol duty, the Task Force was instrumental in helping citizens in "overcoming the denial stage" and recognizing the existence of a gang problem. (Source: "Youth Gangs and Police Organizations: Re-Thinking Structure and Functions" by C. Ronald Huff, Columbus, OH: Ohio State University, 1988. Contact: Dr. C. Ronald Huff, School of Public Policy and Management, Ohio State University, 1775 College Road, Columbus, OH 43210 {614/292-7468}.)

****Low Self Esteem and Low Academic Achievement Cited As Main Factors Shared by Female Teenage Dropouts.** The National Association of State Boards of Education's (NASBE) study of teenage girls who dropped out of school found 60 percent most often cited "poor grades" or "school was not for me" rather than pregnancy as the main reason for leaving. Those who did leave because of pregnancy found lack of affordable child care made it almost impossible to return to school. Significant among the research team's conclusions were two main characteristics shared by most female and male teenage dropouts: low self esteem and low academic achievement. Because some teachers still "show biases as they interact with students, organize their classroom, structure learning groups, discipline and evaluate students, and in general, give more attention to boys than girls," the NASBE researchers suggest that among girls, some aspects of formal education could actually harm self esteem and a sense of independence. To counteract such influences, the authors cite several factors that can lead to school retention gains for females: academic encouragement, self-esteem enhancement activities, coordinated services for academic and non-academic needs, bias-free instruction and interactions, and encouragement of female students to enter non-traditional courses and careers. The study concludes with ten specific recommendations about how to provide such services. (Source: *Approaches to Dropout Prevention for Girls* by the National Association of State Boards of Education. Alexandria, VA: NASBE, 1988. Contact: Janice Earle, Coordinator, Youth Services Programs, NASBE, 1012 Cameron Street, Alexandria, VA 22314 {703/684-4000}.)

Program and Statistical Highlights

****Kansas City Students Given a Unique Opportunity Through "Project Choice".** Owner and founder of Marion Laboratories, Ewing Marion Kaufmann, surprised 240 eighth grade graduates and their parents by announcing he will provide an all-expense paid college education if students honor specific contracts. Each of the 240 students entering the ethnically diverse inner-city Westport High School in Fall 1988 signed a contract promising to complete high school in four years with passing grades, regularly attend school, remain uninvolved in serious disciplinary actions, stay drug and alcohol free, submit to random drug and alcohol tests and avoid parenthood. Parents also signed the contract promising to meet regularly with teachers and counselors and participate in school activities. In return, students will be tutored daily by remedial teachers employed by the Marion Foundation and each student will receive between \$30,000 and \$60,000 to pay for tuition, books, fees, room and board at the college, university, trade or vocation school of his or her choice. Contact Thomas J. Rhone, Director, Project Choice, Marion Laboratories, P.O. Box 8480, Kansas City, MO 64114 (816/966-400, ext. 4283).

****Positive Assets of Rock and Roll Explored in New Program.** An innovative approach to communication between parents and teens focuses upon positive images projected in rock and roll. The program, designed for teen and parent involvement, begins with a history of rock and roll

and its various influences on young people. This segment is followed by a role-playing situation in which actors show bad communication between a mother and son and then explain how music can help families actually discuss difficult issues. Finally, parents and teens break up into small groups to discuss the messages heard in a series of musical collages and video clips. Contact Jay Friedman, Planned Parenthood of Tompkins County, 314 West State Street, Ithaca, NY 14850 (607/273-1526).

****The Promise Program Provides Innovative Dropout Prevention Approach.** In early 1988, Oakland, California became the nation's first city to guarantee college stipends to needy students who graduate from high school. Terms of the program require eighth grade students and their parents sign pledges promising to make all necessary efforts for successful completion of the school district's college-prep program. In return, the students will receive a stipend to be used toward tuition at a California college. Local public and private sources as well as area colleges and universities have committed their collective funds and energies to the success of this new endeavor. Contact Public School Superintendent Joe Coto, Oakland Unified School District, 1025 2nd Avenue, Room 301, Oakland, CA 94606 (415/836-8200).

****Newest Study on Controversial Vision Quest Program Cites Lower Recidivism Rates in San Diego County.** The recent study conducted by RAND Corporation of the controversial Vision Quest program found 55 percent of the

ONE DAY IN THE LIVES OF AMERICAN CHILDREN*

16,200	Women get pregnant	9	children die from guns
2,753	of them are teenagers	5	teens commit suicide
1,099	teenagers have abortions	7,742	teens become sexually active
367	teenagers miscarry	609	teenagers get syphilis or gonorrhea
1,287	teenagers give birth		
666	babies are born to women who have had inadequate prenatal care	1,868	teenagers drop out of high school
695	babies are born at low birthweight	988	children are abused
72	babies die before one month of life	3,288	children run away from home
110	babies die before their 1st birthday	1,736	children are in adult jails
27	children die because of poverty	2,269	children are born out of wedlock

AND CALIFORNIA...

Leads the nation with the highest percentage of births to women under 20 10.74 % annually

Leads the nation with the highest number of births to women 15-19 years 50,400 annually

Has the second highest number of births to women under 15 years 890 annually

* From: *CDF Reports*, May 1988. Copyright 1988, Children's Defense Fund, 122 C Street, N.W., Washington, D.C. 20001 (202/628-8787)

program's graduates in San Diego County were rearrested within a year compared to 10 percent of those sent to conventional treatment facilities. The study is particularly noteworthy in light of the San Diego County Probation Department's opposition to Vision Quest, primarily based on the potential liability for injuries youths might suffer while in the program. After examining the stormy relationship between the program and the probation department, *The Vision Quest Program: An Evaluation* by Peter Greenwood and Sue Turner (1988), concluded that while the latter's opposition was "not unreasonable", such "animosity" could be expected to continue "as long as Probation attempts to apply conventional standards to unconventional programs." Contact RAND Corporation, 1700 Main Street, Santa Monica, CA 90406 (213/393-0411).

****U.S. Department of Health and Human Services (DHHS) Presents Statistical Profile on Runaway and Homeless Youth for Fiscal Year 1987.** During a recent hearing in the House Human Resources Subcommittee DHHS provided the following FY 1987 statistical profile for 307 runaway centers funded with \$19.4 million. Some 85,000 youth received crisis intervention and shelter services from the centers while another 255,000 youth received one-time counseling or referral services. About 53 percent of youth receiving shelter services were reunited with their families, 37 percent were placed in foster care or homes of friends and relatives, 5 percent returned to the streets, and the whereabouts of the other 5 percent were unknown. Youth served ranged from 11 to 18 years of age with females representing 57 percent of all clients; 69 percent of youth served were white, 17 percent black, 8 percent Hispanic and 6 percent Asian or Native American. About half the youth were running away for the first time and 16 percent had run away more than 5 times; 52 percent ran less than 10 miles from home and 12 percent ran more than 50 miles. For more information, contact DHHS, Family and Youth Services, Runaway and Homeless Youth Program, 400 6th Street, S.W., Room 3030, Washington, D.C. 20201 (202/472-4426).

****Survey Finds Overcrowding of Secure Institutions Leads to More Community-Based Programs in Some States.** The National Conference of State Legislatures' (NCSL) recent survey of all states found that of the 39 respondents, 23 states identified the need to develop alternative programs and treatment strategies for juvenile offenders as a major issue to be confronted by their legislatures in the next three years. The study, *Current Juvenile Justice Issues Facing State Legislatures* (1988), also reported that 26 states indicated overcrowded detention facilities was currently a problem and another 6 states indicated it was expected to become a "major problem" over the next few years. Contact NCSL, 1050 17th Street, Suite 2100, Denver, CO 80265 (303/623-7800).

New Resources

The National Dropout Prevention Network, created in late 1987, serves as a liaison between researchers and practitioners to provide the most current information about what

works in dropout prevention. In addition to publishing a regular newsletter and sponsoring workshops and conferences, the Network provides a computerized data base, access to technical assistance and a consultant/speakers bureau. Contact the National Dropout Prevention Center, P.O. Box 1864, Clemson, South Carolina 29631 (803/656-2599).

The new Serious Habitual Offender Information Clearinghouse, a service of the Serious Habitual Offender Comprehensive Action Program (SHOCAP), currently provides a wide array of information about programs dealing with serious habitual offenders. Contact the Serious Habitual Offender Information Clearinghouse, National Crime Prevention Institute, University of Louisville, Louisville, KY 40292 (800/345-6578).

Helping Your Child Choose Life is an 11-page booklet designed to help parents examine reasons why young people consider suicide and understand how to deal with a child's depression. Contact B'nai B'rith Youth Organization, 1640 Rhode Island Avenue, N.W., Washington, D.C. 20036 (202/857-6633).

Pathways to Adulthood provides guidance, support and practical advice to groups working with youth making the transition from foster care to adulthood. Contact the University of Oklahoma, National Resource Center for Youth Services, 131 North Greenwood Avenue, Tulsa, OK 74120 (918/585-2986).

The North American Directory of Programs for Runaways, Homeless Youth and Missing Children (6th Edition) by Virginia Hines lists and explains the goals and activities of 500 programs. Contact the American Youth Work Center, 1751 N Street, N.W., Suite 302, Washington, D.C. 20036 (202/785-0764).

Identifying Maltreatment Among Runaway and Homeless Youth by Jane Levine Powers, et. al., identifies several indicators of maltreatment observed among 223 runaway and homeless youth in nine New York State runaway shelters. Contact Family Life Development Center, E-200 MVR Hall, Cornell University, Ithaca, NY 14853 (607/255-7794).

"Teen Stress!" and "Teen Success!", new pamphlets from ETR Associates, encourage teenagers and their parents to define and recognize both stress and success and suggest ways to deal with both stressful and successful experiences. For a free copy of each, contact Network Publications, ETR Associates, P.O. Box 1830, Santa Cruz, CA 95061-1830 (408/438-4060).

Two national youth-written news centers are currently operating in the United States. **Youth Communications**, begun in Chicago in 1977 as a citywide newspaper, now has nine locally-run and locally-funded news centers in the U.S. and Canada as well as a national center in Washington, D.C. Activities include a national on-line news service, a weekly radio program in Oakland, and a weekly cable television

program in Chicago. Contact Youth News Service, 2025 Pennsylvania Avenue, N.W., Suite 501, Washington, D.C. 20006 (202/429-5292). **Children's Express**, founded in 1975 as an international news service whose reporters and editors are children and teens, has trained over 2,000 young reporters and editors who manage and plan news columns for nationwide distribution. Contact Bob Clappitt, Children's Express, 20 Charles Street, New York, NY 10014 (212/620-0098).

"Rising to the Challenge", a 33-minute video designed to explain to parents the affect of rock music as well as rock concerts upon young people, is currently available. Contact Parents' Music Resource Center, 1500 Arlington Blvd., Arlington, VA 22209 (703/527-9466).

"Self-Esteem, Building a Strong Foundation for Your Child", a 41-minute videotape, addresses the problems associated with child development and focuses on specific skills that parents can use to build self-esteem in their children. Contact the Thomas Jefferson Research Center, 1143 N. Lake Avenue, Pasadena, CA 91104 (818/798-0791).

Book Review

High Risk: Children Without a Conscience by Dr. Ken Magid and Carole A. McKelvey. New York: Bantam Books, 1988. From the first pages of *High Risk*, the authors (a physician and journalist) dramatically claim child and adult criminality is "tied to poor childhood attachment" and such "unattachment" is resulting in a growing number of psychopathic children who are threatening the very nature of American society to an unprecedented degree. The roots of such "unattachment" are explored in the first three sections of the book. Section I examines the background of child and adult "trust bandits" who suffer from Antisocial Personality Disorder (APD), delves into the behavior of both the "kids who kill" and their families, and describes the victims who fall prey to those suffering from APD. Part II, after defining attachment as an "affectional bond" between child and care giver, discusses how the bonding cycle works, describes warning symptoms of unattachment and explains how breaking the bonding cycle hurts society as a whole. Part III describes six possibilities of why bonds are broken:

- inadequate, poor quality day care;
- lack of parental leave from the work force;
- too-late adoption and foster care;
- teenage pregnancy;
- physical and emotional child abuse; and
- divorce.

Dealing with the child "trust bandit" is the focus of the last two sections of the book. Section IV's discussion of treatment modes emphasizes that all efforts should begin before a child is seven years of age. Foremost among the treatment methods discussed is the controversial Rage Reduction

Therapy or Holding Technique during which the disturbed child is physically held by a team of trained helpers and then confronted face-to-face. The therapist controls the child's resistant responses to a series of questions and provokes rage by stimulating the child's rib cage with his fingers. In successful sessions, the child eventually surrenders to the therapist's control and adopts reasonable behavior. Section V's examination of prevention measures includes a series of useful charts on how to recognize low and high-risk signs for possible APD personalities; infant, toddler and teen attachment; parental behavior; teachers of parenting classes; home and day care caregivers; home and day care facilities; and foster families, adoptive parents and adoption/foster parenting agencies. Especially important to this final section is a chapter that emphasizes the need for more training and facilities for the experts who work with child "trust bandits" and who, surprisingly, are all too often deceived by the charming manners and fake sincerity of such children.

While layperson and practitioner alike can learn a great deal from this book about the terrifying problems psychopathic children bring to their families and to society as a whole, both its style and format suffer from several flaws. Most annoying is a disorganized and awkward writing style. For instance, at some points, the authors make bold statements that suggest adoption in and of itself contributes to the possibility of an APD personality. However, several paragraphs and in some instances, pages later, the real point is made clear—children who are adopted *after* unattachment has already occurred are especially prone to APD personalities. Additionally, the format, which is most likely intended to be innovative, is highly disruptive for careful as well as casual reading. Case studies, quotes and charts are often thrown into the middle of the text, causing the reader to pause and sometimes go back to the storyline prior to and after such insertions to understand the points being made. Thus, if the criminal justice practitioner wishes to learn about the behavior of as well as prevention and treatment modes for the child suffering from APD *and* is willing to plow through a rather disorganized text in the learning process, this will be a useful book. *Available from Bantam Books, 666 5th Avenue, New York, NY (212/765-6500).*

Serious Crimes Committed by Young Adults Has Risen Dramatically

According to a recent U.S. Department of Education study, in 1985, about 62 percent of serious crimes were committed by persons 24-years-old or younger. Between 1965 and 1985, the number of arrests per 1,000 young adults 18-to-24-years old more than doubled. Particularly high increases were recorded for drunk driving, drug abuse and larceny/theft arrests. For further information on the study, *Youth Indicators 1988*, contact the U.S. Department of Education, Office of Educational Research and Improvement, 555 New Jersey Avenue, N.W., Washington, D.C. 20208 (202/357-6315).

FUNDING IN THE CRIMINAL JUSTICE SYSTEM

FOCUS ON FUNDING: CREATING A BASIC GRANTSMANSHIP AND FUNDING LIBRARY

For agencies that can afford to create their own grantsmanship and funding library, and for those agencies that rely upon the network of grantsmanship and funding resources currently available, the following checklist of library essentials should be helpful.

Foundation and Corporate Giving Resources

Foundations — The following resources are available to answer questions and provide information about foundation giving patterns.

The Foundation Directory, published biennially, lists contact names and information for about 5,148 foundations with assets of at least \$1 million. The 11th Edition and 1988 Supplement are available for \$82 from The Foundation Center, 79 Fifth Avenue, New York, NY 10003 (800/424-9836).

Foundation Annual Reports, published annually by many foundations, are usually free of charge to the interested public. For names and addresses of foundations publishing annual reports, see *The Foundation Directory*.

Foundation Grants Index, an annual publication describing grants of \$5,000 or more made by over 450 foundations, includes detailed indexes to the fields of interest covered by the grants. Available for \$46 from The Foundation Center.

"Comsearch Printouts", sub-indexes of the *Foundation Grants Index*, annually compile giving information under 27 topics (such as "Children and Youth") in 66 subject areas (such as "Homeless"). For a list of all topics, subject areas and prices, contact The Foundation Center.

Source Book Profiles, a publication produced quarterly in cumulative form and updated every two years, provides in-depth information on 1,000 largest foundations. A two-year subscription providing the complete 1,000 profiles is available for \$520 from The Foundation Center.

National Data Book, published annually, features a comprehensive list of and basic information about state and local foundations as well as directories of state and local grantmakers. Available for \$65 from The Foundation Center.

Foundation News, a bi-monthly magazine, provides the latest information on foundations and giving strategies. One year subscription available for

\$29.50 from the Council on Foundations, 1828 L Street, N.W., Washington, D.C. 20036 (202/466-6512).

Grant Seekers Guide, published in 1985, includes general information about 200 national, regional and local grantmakers specifically interested in community-based programs and social and economic justice projects as well as provides several chapters of useful information about organizing and managing resources for such programs. Available for \$14.95 from Moyer Bell Limited, Colonial Hill/RFD 1, Mt. Kisco, NY 10549 (914/666-0084).

Taft Foundation Reporter, published annually, profiles more than 500 of the largest foundations. Available from the Taft Corporation, 5125 MacArthur Blvd., N.W., Washington, D.C. 20016 (800/424-3761).

Foundation Updates and *Foundation Giving Watch*, monthly newsletters, provide updated information about foundation giving. Available for \$127 each or \$197 for both from the Taft Corporation.

Corporations - The following documents comprise a comprehensive collection of information on corporate giving patterns.

Taft Corporate Giving Directory, published annually, profiles more than 550 of the largest corporate giving programs, many of which are foundations. Available from the Taft Corporation.

Corporate Giving Watch and *Corporate Giving Profiles*, monthly publications, provide updates of the *Taft Corporate Giving Directory*. Available from the Taft Corporation.

Corporate Foundation Profiles provides 3-6 page descriptions of the 240 largest company-sponsored foundations as well as summary data on 535 additional corporate foundations. Available for \$75 from The Foundation Center.

Guide to Corporate Giving in the Arts, Volume 4 provides essential information on over 500 corporate giving programs in four different areas: arts and culture, health and welfare, civic issues and education. It also includes indexes by state and a case study on how to best utilize the *Guide*. Available for \$60 from the American Council for the Arts, 1285 Avenue of the Americas, New York, NY 10019 (212/245-4510).

Federal Grant Resources

1988 Federal Funding Guide explains federal funding opportunities and qualification issues for a wide variety of areas: community development, health, homeless, law enforcement, victim assistance, social services and senior citizens. The *Guide* and monthly *Updates* are available for \$139.95 from Government Information Services, Education Funding Research Council, 1611 N. Kent Street, Suite 508, Arlington, VA 22209 (703/528-1082).

Federal Register, published every weekday except holidays, includes listing of all federal grants as well as all proposed and final regulations and legal notices related to the grants. Annual subscription available for \$340 from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (202/783-3238).

Catalog of Federal Domestic Assistance, published annually, contains detailed information on federal domestic assistance programs. Available for \$38 from the Superintendent of Documents.

"Federal Assistance Program Retrieval System (FAPRS)", a computerized guide to federal grants containing all information about federal programs from the *Catalog of Federal Domestic Assistance*, can be used through a state-designated computer access point or with a personal computer and a phone modem. For more information, contact the Federal Domestic Assistance Catalog Staff, General Services Administration, Ground Floor, Reporter's Building, 300 7th Street, S.W., Washington, D.C. 20407 (202/453-4126).

Program Planning and Proposal Writing Resources

Program Planning & Proposal Writing is available in two formats. The 8-page version (\$3) discusses the essentials of how to develop credibility in proposal introductions, assess needs, conceptualize and state objectives, establish a budget, plan for future funding and design an evaluation. The 48-page version (\$4) provides an indepth explanation of each stage and analyzes several proposals. Available from The Grantsmanship Center, 650 S. Spring Street, Suite 507, Box 6210 Los Angeles, CA 90014 (213/689-9222).

The Grantsmanship Book, a comprehensive collection of information and instruction for the nonprofit agency manager, covers proposal writing and program planning, foundation funding and corporate giving information, federal funding information, marketing and fundraising strategies and program management evaluation information. Available for \$59.95 plus \$2 for shipping from The Grantsmanship Center.

If you can't afford your own library, almost all the resources described on these pages are available for public reference at the following California-based cooperating collections of The Foundation Center:

California Community Foundation
3580 Wilshire Blvd. Suite 1660
Los Angeles 90010 (213/413-4042)

Community Foundation for Monterey Co.
420 Pacific Street
Monterey 93940 (408/375-9712)

California Community Foundation
4050 Metropolitan Drive, #300
Orange 92668 (714/937-9077)

Riverside Public Library
3581 7th Street
Riverside 92501 (714/787-7201)

California State Library
Reference Services, Room 309
914 Capital Mall
Sacramento 95815 (916/322-4570)

San Diego Community Foundation
625 Broadway, Suite 1015
San Diego 92101 (619/239-8815)

The Foundation Center
312 Sutter Street
San Francisco 94108 (415/397-0902)

Grantsmanship Resource Center
Community Foundation of Santa Clara County
960 West Hedding, Suite 220
San Jose 95126 (408/244-5280)

Orange Co. Community Development Council
1440 East First Street, 4th Floor
Santa Ana 92701 (714/547-6801)

Peninsula Community Foundation
1204 Burlingame Avenue
Burlingame 94011 (415/342-2505)

Santa Barbara Public Library
40 East Anapamu
Santa Barbara 93102 (805/962-7653)

Santa Monica Public Library
1343 Sixth Street
Santa Monica 90401 (213/458-8603)

Tuolumne County Library
465 S. Washington Street
Sonoma 95370 (209/533-5707)

Getting Funded: A Complete Guide to Proposal Writing, revised and reissued in mid-1988, provides examples of successful and unsuccessful foundation and corporate proposals; information about local and state funding sources and application procedures; and results from a survey of funding sources about what comprises successful applications. Available for \$19.95 from Continuing Education Publications, P.O. Box 1394, Portland, OR 97207 (800/547-8887, ext. 4891).

Fundraising Resources

The Grass Roots Fundraising Book, Second Edition by Joan Flanagan, a fundraising trainer, includes detailed information about fundraising sources for nonprofit organizations as well as a useful annotated bibliography. Available for \$11.95 from Contemporary Books, Inc., 180 N. Michigan Avenue, Chicago, IL 60601 (312/782-9181).

Fund Raising Management provides useful fundraising techniques as well as information about computerized and direct mailing lists, utilizing volunteers and donor recognition. Available for \$43 from Hoke Communications, Inc., 224 Seventh Street, Garden City, Long Island, NY 11530 (516/746-6700).

"Standards for Charitable Solicitations", a free booklet, includes information on nonprofit fundraising methods, advertising and public disclosure of financial operations. Include a self-addressed stamped envelop when ordering from Philanthropic Advisory Service, Council of Better Business Bureaus, Inc., 1515 Wilson Blvd., Suite 300, Arlington, VA 22209.

Fund Raiser's Guide to Human Service Funding, a new publication, emphasizes how organizations can replace lost government funding with private sector funding by explaining ways to improve fund raising techniques. Available for \$97 from The Taft Group, 5130 MacArthur Boulevard, N.W., Washington, D.C. 20016 (800/424-3761).

Funding Briefs

****Packard Foundation Receives \$2 Million Donation.** The David and Lucille Packard Foundation's recent receipt of \$2 million will allow expansion of its giving capacities in several areas, including education and family and youth issues. For more information, contact The David and Lucille Packard Foundation, 300 Second Street, Suite 200, Los Altos, CA 94022 (415/948-7658).

****Carnegie Corporation's New Program Aimed at Healthy Child Development.** "Toward Healthy Child Development: The Prevention of Damage to Children", the Carne-

gie Corporation's new program, supports projects dealing with school failure, school-age pregnancy, childhood injury and substance abuse. In the first two areas, unsolicited proposals are funded while specific projects are initiated in the last two areas. For more information, contact the Carnegie Corporation of New York, 427 Madison Avenue, NY 10022 (212/371-3200).

****School/Parent Partnership Campaign Announced.** The Reader's Digest Foundation, the General Foods Fund and the Hispanic Policy Development Project have created a program of small awards to encourage the involvement of Hispanic parents in the elementary, middle or junior high schools their children attend. For more information, contact Carmen Lydia Ramos, Hispanic Policy Development Project, 250 Park Avenue South, Suite 5000A, New York, NY 10003 (212/529-9323).

****U.S. Department of Education Provides \$5 Million for 30 Drug Use Prevention Videos.** Eight contractors have received awards to produce 30 videos that will teach students to say no to drugs, resist peer pressure, build self-esteem and identify healthy alternatives to drug use. One recipient, Public Broadcasting Station KCET in Los Angeles, has subsequently produced "Straight Up" targeted for a late 1988 premiere. For more information, contact Kevin Childers, U.S. Dept. of Education, 400 Maryland Avenue, S.W., Washington, D.C. 20202 (202/732-4576).

Study Finds Poorer Households Lead in the Rate of Charitable Giving

The results of a survey conducted by the Gallup Organization with 2,775 Americans found that in 1987, households with incomes below \$10,000 that contributed to charity gave away an average of 2.8 percent of their incomes while households with incomes between \$50,000 and \$100,000 donated about 1.5 percent of their incomes. The study, commissioned by Independent Sector, also found:

- Almost half the total contributions to charity came from households with incomes less than \$30,000.
- 71 percent of the 91 million American households contributed to charity.
- About 80 million people donated a total of 19.5 billion hours, averaging 4.7 hours a week.
- Religion, education and health were the three largest giving categories.

For more information on the study, *Giving and Volunteering in the United States*, contact Independent Sector, 1828 L Street, N.W., Suite 1200B, Washington, D.C. 20036 (202/223-8100).

****Annie E. Casey Foundation Awards \$45 Million to 5 Cities for "New Futures" Partnership.** Pittsburgh, Dayton, Little Rock, Savannah and Lawrence (Massachusetts) will share this first-of-a-kind grant aimed to reduce school drop-outs, teen pregnancy, youth unemployment and school failure rates of disadvantaged youth. The five-year program requires commitment of teachers, school superintendents, business leaders, local government and community organizations. The New Futures Institute provides training and technical assistance to the participating cities and the Center for the Study of Social Policy in Washington is conducting a four-part evaluation of this pioneering effort. For more information, contact The Annie E. Casey Foundation, 51 Weaver Street, Greenwich Office Park 5, Greenwich, CT 06830 (203/661-2773).

****National Association of State Boards of Education (NASBE) Provides Parent-Teen Communication Grants-** Ten cities have been selected by NASBE to receive \$3,000 grants to help initiate or expand programs to stimulate active partnerships among community members on behalf of fami-

lies, promote exemplary business-education collaboration and develop innovative approaches to improving dialog between parents and their children. For more information, contact Tim Callahan, NASBE, 1012 Cameron Street, Alexandria, VA 22314 (703/684-4000).

****Multicultural Prevention Resource Center of San Francisco Receives Grant.** The Kaiser Family Foundation recently awarded the Center a \$40,000 grant to plan a community alcohol prevention campaign focused on black women and teens. For more information, contact the Kaiser Foundation, 525 Middlefield Road, Suite 200, Menlo Park, CA 94023 (415/854-9400).

****Boys Clubs of America Awarded Grant To Teach Job-Finding Skills.** The Prudential Foundation awarded \$120,000 to Boys and Girls Clubs in four cities to teach job-finding skills and arrange employment for disadvantaged youth. The Roosevelt Memorial Boys Club of San Pedro, California is one of the four recipients. For more information, contact the Roosevelt Memorial Boys Club at 213/833-1322.

New Resources

A free six-page folder providing tips for soliciting a prospective donor in person is currently available from the Fund-Raising Institute, P.O. Box 365, Ambler, PA 19002 (215/628-8729).

The Grant System by John W. Kalas (1987) analyzes the history, scope, social and economic impact, importance and future of the grant system. Contact State University of New York Press, P.O. Box 6525, Ithaca, NY 14850 (800/666-2211).

California Grant News, a new monthly publication, includes grant announcements, foundation fact files and other items of interest to California grant seekers. Contact Peter Lau Consulting, P.O. Box 7533, LaVerne, CA 91750.

The 1988 Edition of *Giving USA* published by the American Association of Fund-Raising Counsel (AAFRC) Trust for Philanthropy, noted that \$93.68 billion were donated to charitable organizations in 1987. The 6.45% increase over the previous year represents a new gift-giving record. Of the donors, 82% were American citizens, 7% were foundations, 6% were corporations and 5% were estates. Contact the AAFRC, 25 West 43rd Street, New York, NY 10036 (212/354-5799).

The Directory of Financial Aids for Women, 1987-88 by Gail Ann Schlachter identifies and describes the sponsoring organizations that offer fellowships, grants, awards, loans and internships designed primarily or exclusively for women. Contact TGC/Reference Service Press, 10 Twin Dolphin Drive, Suite B-308, Redwood City, CA 94065.

W.T. Grant Foundation Funds Study on "The Forgotten Half"

The Forgotten Half: Non-College Youth in America, a study funded by the W. T. Grant Foundation (1988), examined the plight of 20 million youths aged 16-24 who dropped out of or completed school and were unable to find stable, well-paying jobs that did not require advanced training. Calling such youth "the forgotten half" of their age group, the 19-member study commission concluded they were actually just as *entitled* to job training assistance as those enrolled in subsidized college programs: "We as a nation must be as willing to create opportunities for noncollege-bound youth as we are for those who go on to higher education as a matter of basic fairness." They further found that a wide range of successful strategies for helping the "forgotten half" already exist but must be "made more widely available than at present" and must be "focused in a more coordinated and comprehensive fashion." Their primary recommendation, "that the federal government increase its present investment in children and youth by at least \$5 billion in each of the next ten years," is followed by a series of proposals for how such funds could be spent. For a free copy of the report, contact the W.T. Grant Foundation Commission on Work, Family and Citizenship, 1001 Connecticut Avenue., Suite 301, Washington, D.C. 20036 (202/775-9731).