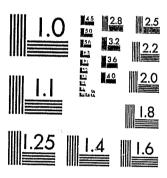National Criminal Justice Reference Service

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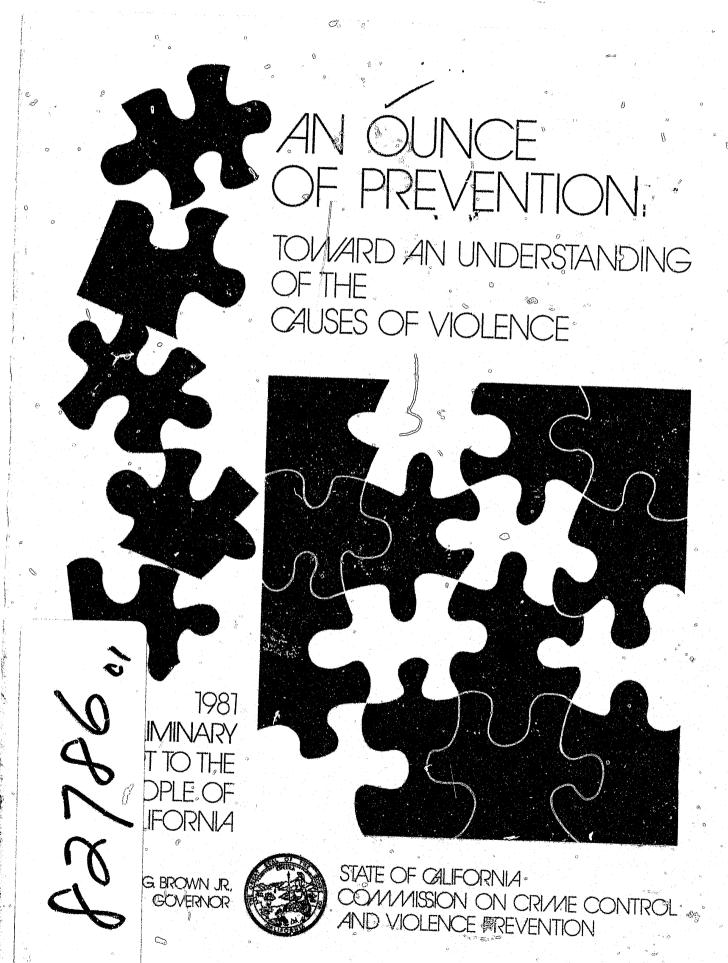
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6/29/83

AN OUNCE OF PREVENTION:

TOWARD AN UNDERSTANDING OF THE CAUSES OF VIOLENCE

1981
PRELIMINARY
REPORT TO THE
PEOPLE OF
CALIFORNIA

G. BROWN JR.,
GOVERNOR

STATE OF CALIFORNIA
COMMISSION ON CRIME CONTROL
AND VIOLENCE PREVENTION

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January 15, 1982

The Honorable David A. Roberti
President pro Tempore of the Senate;

The Honorable Willie L. Brown, Jr.,
Speaker of the Assembly; and

The People of California:

Pursuant to the requirements of Chapter 990 of 1979 Statutes (AB 23, Vasconcellos), the Commission on Crime Control and Violence Prevention is pleased to present this Preliminary Report, covering Commission activities and findings through December 30, 1981. The Commission is charged with the investigation of the root causes of violence, and the identification of *preventative, proactive* measures. That is, we seek ways to encourage human development in environments that prevent the first act of violence, or a violent life-pattern, from occurring.

The California Commission on Crime Control and Violence Prevention supports efforts to bolster and improve the criminal justice system. But, as the U.S. Attorney General's Task Force on Violent Crime concluded in its recent report to the nation, "the wave of serious, violent crime we are now experiencing reflects a breakdown of the social order, not of the legal order." The criminal justice system is not, cannot be, the loving parent to our children, the teacher of humane values, nor the leveler of economic inequities. Only we as a society, as parents, as caring human beings can prevent our children from becoming violent adults.

We can do this by understanding our own individual culpability, and that of our socioeconomic structure and cultural condition. It is not sufficient, of course, to just understand the causes of violence—such knowledge must be applied to eliminate them. An effective and efficient criminal justice system is necessary to "keep the lid on," to buy us the time required to find long-range solutions. But long-range solutions, the establishment of non-violence as an American way of life, must be our ultimate goal. The California Commission on Crime Control and Violence Prevention represents one step toward this long-term goal.

We are not naive about the significant monetary cost of our proposals, nor about the serious fiscal constraints currently being experienced by the people of this state and their institutions. Yet, we believe that the only truly cost-effective means for dealing with crime and violence is the elimination of its causes.

Within these pages are some of the answers to our violence problem. The Legislature and the People of California will decide whether a reallocation of funding priorities is worth the investment. We think it is; we hope you are persuaded to join us.

Sincerely,

Stanley M. Roden
District Attorney, Santa Barbara County
Chairperson, Commission on Crime Control
and Violence Prevention

Norma D. Wright
Coordinator, Santa Clara County
Office of Education
Vice Chairperson, Commission on Crime
Control and Violence Prevention

ACKNOWLEDGMENTS

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More than 24 million households—almost a third of the households in the Nation—were touched by crime in 1980. In California, the rate of violent crime appears to have increased almost 24 percent in the past five years. While the accuracy of crime statistics remains questionable, such debate matters little to the 3,405 Californians murdered last year or to their families. The lives of the 13,661 California women who were raped in 1980 are altered forever, regardless of whether the number of rapes has increased substantially in recent years.

None among us feel safe walking our cities' streets at night. Most have witnessed the tragic results of child neglect, or known a woman abused in her own home. There can be no doubt that crime and violence—both their reality and the fear of it—affects the quality of life for all Californians.

The Commission on Crime Control and Violence Prevention, created in late 1979 by the California Legislature (A.B. 23, Vasconcellos), was born out of the conviction that crime and violence—at least to the degree we currently experience it—is not an acceptable or inevitable part of human existence. Violence is, instead, the result of human-made conditions subject to human intervention and amelioration. If we, as human beings, commit our resources, resolve and creativity to the task, a less violent society is possible.

The Commission is comprised of 22 members from all walks of life, appointed by the State to represent California's diverse population. Our mandate is to study the causes of violence for the purpose of identifying and promoting preventative approaches to crime and violence. Accordingly, the goals of the Commission are two-fold. First, we seek to provide the people of California with realistic hope for a less violent future by illuminating the root causes of violence, information essential to meaningful change. While the causes of violence are, of course, exceedingly complex—the interrelated totality of biological, psychological, social, economic and cultural factors—sufficient knowledge exists with which to begin making rational decisions about long-range solutions.

Second, the Commission intends through its statewide educational outreach and local task-force network to promote, support and assist personal and institutional efforts at violence prevention. It is this second goal—providing the People of California with the means by which they can affect changes in their own lives—that makes this Commission unique. Most of our energy over our next, and last, year of operation will be devoted to its realization.

To fulfill these broad goals and address our legislative mandate the Commission intends:

* to complete a comprehensive, multidisciplinary investigation of theoretical trends and research findings on the causes of violence;
* to assess the extent and nature of programs in California which are preventive of violence;
* to encourage public debate concerning the Commission's preliminary findings and recommendations;
* to disseminate Commission findings to the California public through a statewide educational campaign;
* to develop and promote, with public input and support, policy and program recommendations, including enabling legislation where necessary;
* to involve Californians at the personal, community and state levels in an active commitment to reduce violence.

At the close of its second year, the Commission nears completion of its first task—an investigation of the causes of violence. Section I of this report presents our findings in seven major areas—The Birth Experience and Parental-Infant Bonding; Diet, Drugs and Other Biochemical Factors; Biological Factors; Family Violence, Parenting and Early Childhood Development; Economic Factors and Institutional Racism; Schools and Educational Factors; Mass Media Violence—and offers, for public debate, the general recommendations tentatively derived from those findings.

Section II describes the "Assessment of California Violence Prevention Programs" recently initiated by the Commission. This study will be completed by June 1982; its results will further inform our final recommendations and provide an important resource for those throughout the state concerned with violence prevention.

Acting alone, "government" can do little to reduce or prevent violence; the success of such efforts requires private-sector support and personal commitment. Section III details the activities, past and future, developed

by the Commission to encourage public awareness, advocacy and action.

Section IV discusses two additional Commission efforts to implement its findings. The Commission intends to develop legislation in the several areas identified by the public as deserving highest priority. We will also actively support and use our findings to inform legislative efforts initiated by others where consistent with our findings and preventative approach.

Additionally, since the Commission's formal mandate expires in January of 1983, there is a need to set into motion the means for extending its current efforts. Consistent with our emphasis on long-range solutions and fundamental change, we are in the process of creating a non-profit corporation, funded by private contributions, to continue the work we have just begun.

HIGHLIGHTED FINDINGS

FAMILY VIOLENCE, PARENTING AND EARLY CHILDHOOD DEVELOPMENT

* It is within the family context that a person first learns (or fails to) the values, rules, attitudes and skills necessary for functioning in society, acquires a sense of self and of the self's worth, and forms the primary bond which, to a considerable extent, determines the nature and quality of subsequent social relations.

* A lack of self-esteem, negative or criminal self-image, and feelings of distrust and personal powerlessness are prevalent among violent offenders and highly recidivistic criminals. These personality characteristics are often reflective of a family environment in which, as a child, the person experienced rejection, abuse, and an overall lack of love and affection.

* Many criminal offenders (adult and juvenile) evidence a history of childhood physical abuse and neglect by their parents. While no simple cause-and-effect relationship has been proven, numerous studies indicate a strong association between having been abused and neglected as a child and subsequent violent behavior on the part of the abused.

* Research findings consistently show that corporal punishment, even if not obviously abusive, is not the most effective means of disciplining a child and for some can have aggressive consequences.

    * Corporal punishment can produce resentment, anger, insensitivity to punishment, low frustration tolerance and lack of empathy toward others. All of these characteristics, under certain circumstances, are associated with violence.

    * The use of corporal punishment in disciplining children can provide an aggressive model for the child to emulate, and may teach the child that violence is acceptable.

* Approximately 50 percent of all adult women will be battered at some time in their lives; 24 million women are estimated to have been severely beaten at least once by men they live with in intimate relationships. Fifty to sixty percent of all marriages today are estimated to contain

some violen... . If not detected and remedied, domestic violence
tends to escalate in both frequency and severity, sometimes leading
to homicide.

ECONOMIC FACTORS AND INSTITUTIONAL RACISM

* Although most minorities are law-abiding and non-violent, arrest rates
  are highest for minorities of low-socioeconomic status. The accuracy with
  which arrest data reflect actual rates of minority criminal activity has
  long been debated. Federal Uniform Crime Report data, however, are consis-
  tent with locally reported arrest data, thereby suggesting their accuracy.

* Racial minorities receive differential treatment by the criminal justice
  system after arrest. Blacks and Hispanics are more likely to be institu-
  tionalized for their crimes than are Whites.

* It is impossible to separate the effects of race and ethnic status from
  the effects of socioeconomic status because a large number of minority
  people fall within the low socioeconomic status category. While there
  has been improvement in the economic condition of some minorities, the
  fact remains that a large proportion are jobless or under-employed, and
  receiving at- or below-subsistence level income. The interaction of
  institutional racism and economic factors contributes substantially to
  high crime and violence rates within some minority groups.

* High crime rates among some minority groups, particularly Black and
  Hispanic, may be due to the relegation of a substantial number of their
  members to a permanent underclass. Members of the underclass are denied
  participation in mainstream American life—economically and politically.
  This condition fosters alienation, deprivation and powerlessness, which,
  in turn, may lead to a negative form of adaptation whereby members of these
  groups react with violence; additionally, crime may be perceived as the only
  means available for achieving an affluent life style.

DIET, DRUGS AND OTHER BIOCHEMICAL FACTORS

* Drugs, including alcohol, are the chemical substances most clearly associated
  with violent behavior. The nature of this association is less clear. Most
  persons use drugs of one sort or another during their lifetime and are
  never violent; most individuals who at one time react violently while
  under the influence of drugs are non-violent during most drug-related activity.

Differential responses to drugs depend on the interaction of numerous factors: drug type, user personality, drug dosage, user expectations of the drug experience, and the environmental situational context.

* The pharmacological properties of depressant drugs, such as barbituates and alcohol are highly conducive to violence. Alcohol use is associated with up to 2/3 of all violent situations.

* Chemical entities other than drugs—food, food additives, environmental pollutants, toxic metals—and vitamin deficiencies or imbalances can trigger violent behavior or aggrevate a pre-existing tendency toward violence in some persons.

* Poor nutrition or substance abuse by a mother during pregnancy can adversely affect the fetus, resulting in low birth weight and premature birth, and abnormal or retarded brain development. (These conditions are correlated with an increased probability of subsequent violent behavior on the part of both parent and child.)

SCHOOLS AND EDUCATIONAL FACTORS

* While accumulating data suggest certain trends, no reliable data-base exists nation- or statewide with which to determine the exact extent and nature of school crime and violence.

* Fear of crime and violence in school is disproportionately greater than the number of reported incidents. This fear may be as disabling to a school and those associated with it as is actual crime and violence. Fear adversely affects teacher and administration performance. Fearful students report disliking school, teachers and other students, and see themselves as helpless to control an untenable situation. This situation can lead to social withdrawal, poor academic performance and/or delinquent behavior.

* Far more than previously suspected, principals influence the general mood and tenor of a school; their established policies and the implementation thereof have considerable impact on levels of school crime.

* Students respond favorably to clearly defined, consistently enforced rules. When rules are needlessly complex, capriciously conceived and arbitrarily enforced, some students will perceive the school structure and the educational system as unjust and without equal opportunities for achievement. Students have been found to rebel against authority when they perceive inequality and injustice in schools' allocation of status and rewards.

* Students labeled "academic failures" and, more or less permanently, placed in remedial and non-college academic tracts become increasingly dissatisfied and alienated from school, develop poor academic self-concepts and may respond by engaging in delinquent behavior.

* Students from the lower socioeconomic ranks, as a group, do less well in school and tend more toward delinquency than do those from the higher socioeconomic status levels. Based on their daily life experience, lower SES students may perceive upward mobility as impossible and aspiration to it pointless; many courses do not appear to have a great deal of functional value for them; and in some cases, inadequate educational support is provided by family and community (in terms of tutoring assistance, direct encouragement, modeling, and educationally-related values and expectations.)

  * School personnel often guide students' future occupational aspirations along the lines of students' current socioeconomic status. In this way, lower class youth may be discouraged from pursuing educational opportunities consistent with upward mobility. Youth who reject their "dead end" job fate may become alienated, do poorly academically and/or engage in delinquent behavior.

MASS MEDIA VIOLENCE

* Children spend more time watching television than in pursuing any other single activity. Even children at the lower end of the TV-use spectrum—2.5 hours of viewing per day—will have spent more time in front of a television set, by the time they are 18 years of age, than in the classroom. Adults spend about 40 percent of their leisure time watching television; television viewing thus ranks third behind sleep and work as occupier of adult's time.

* The content of television programs is replete with depictions of violence. By the age of 18, the average person has witnessed over 18,000 murders on television. Sixty percent of prime-time television story-programs contain violent solutions to conflict situations. Cartoons are among the most violent television programs.

* Most research findings to date are based on small-scale, experimental studies. While there is a need for further validation based on large-scale longitudinal field surveys, accumulating data clearly suggest that a relationship between televised and "real world" violence exists. (The exact extent to which televised violence contributes to other cultural and interpersonal violence will probably remain unknown since such an estimate depends on knowledge of a myriad of individual and situational predispositions.)

* Children who watch violence on television are much less likely, than those who do not, to stop other children from hurting one another. Labeled the DESENSITIZATION EFFECT, this phenomenon may have considerable long-range anti-social consequences. Extending, perhaps, even to a tolerance for war and other types of cultural violence.

* Although once a widely accepted theory, the notion that television violence has a CATHARTIC EFFECT on the viewer, whereby his or her violent energy is drained off via empathetic experience with the screen actor, is not supported by research findings.

* The theory most accepted by the scientific community as an explanation for the apparent link between televised violence and "real world" violence, and one with considerable empirical support, is SOCIAL LEARNING THEORY. According to this theory, depictions of violence on television teach people that violence is an acceptable means to an end or an appropriate response to frustration. Televised violence can also teach the "how-to's" of specific violent behaviors.

THE BIRTH EXPERIENCE; PARENTAL-INFANT BONDING

* Although no direct link is known to exist between the birth experience and violent behavior, the events surrounding birth influence subsequent relations between parent(s) and child, and thus affect the child's emotional,

cognitive and behavioral development. Accordingly, the Commission believes that a positive birth experience--one that is gentle, loving and non-traumatic--increases the likelihood of healthy child development.

* A human being develops a number of affectional bonds throughout his or her lifetime. As unique attachments between two people that are specific and endure over time, these relationships bind together various individuals in a society and greatly influence a person's sense of self and ability to respond appropriately to others. The maternal-infant attachment is but one of these relationships. However, the fact that it is crucial to the infant's survival and development suggests it may be the strongest of human bonds. Ideally, the bonding process between mothering person(s) and child commences at birth and evolves over time into an ever deeper emotional attachment

* Early parent-infant bonding is facilitated by a healthy birth experience. An optimally healthy birth experience: is family-centered, loving, natural, gentle and non-traumatic; actively involves parents in their child's birth, its planning and facilitation; and includes the presence of a supportive person for the woman in labor--be it father, friend, or trained assistant.

* The brain of the fetus is rapidly developing during the period of time that surrounds birth and is thus extremely vulnerable to damage from drugs and surgical procedures administered to the mother. Obstetric intervention procedures (including drugs and surgery) may increase the risk of neurological injury to the infant.

  * There is evidence that minimal brain damage, perhaps sustained at birth, is associated with learning disabilities and attention deficit disorders which, in turn, may be associated with juvenile delinquency and adult criminality.

BIOLOGICAL FACTORS

* Some biological factors--genetic conditions, hormonal imbalance, brain disease and dysfunction--may predispose some individuals toward violence under certain circumstances. (A predisposition toward violence does not imply that violent behavior is likely to occur, only that the potential

exists. Even the most adamant proponents of the biological perspective contend that social factors are by far the most significant determinants of violent behavior.)

* Significant numbers of schoolage children (5-20 percent, depending on the study) are estimated to have Attention Deficit Disorder (ADD), also called minimal brain dysfunction or hyperkinesis. ADD is a disorder believed to have biological, perhaps genetic, roots.

* According to several longitudinal studies, the ADD child is 4 to 5 times more likely than non-ADD youth to be arrested during adolescence, and 9 times more likely to be arrested for serious and violent offenses. (This is not meant to infer that all or most ADD children will become juvenile delinquents. But, rather that ADD children are more likely than the general population to become delinquent.)

* Many of the anti-social problems of ADD children result from the negative reaction of others to their hyperactive behavior, and a resultant negative self-image and lack of esteem.

* Attention Deficit Disorder is identifiable early in a child's life and is treatable. Programs which combine treatment approaches (e.g., those that incorporate drug, nutrition, behavioral and family therapy, and educational remediation) show considerable promise for improving the multiple problems of the ADD child.

I. THE CAUSES AND PREVENTION OF VIOLENCE

The first step toward changing any condition is understanding it. Our decisions about what to do about our violence problem, if they are to be useful, must derive rationally from knowledge about its causes. Otherwise not only will we fail to solve our problem, we may compound it. As you will see from this section, we have at our disposal a considerable body of knowledge with which to make rational decisions for the prevention of violence.

It is not sufficient, of course, to just understand the causes of violence—such knowledge must be applied toward their elimination. Complex and interrelated though they may be, the causes of violence are comprehendable and reducible to practical application. (The Commission's efforts to translate theory into practice, to facilitate the implementation of its findings are the subject of Sections III and IV.)

The Commission concerns itself mainly with interpersonal violence, with the individual who behaves violently. There is a danger inherent in this individual focus. Studying the violent perpetrator as separate from the social, historical and cultural context within which he or she lives, and of which he or she is largely a product, does not tell us much about the causes of violence and can lead to the unproductive, personally destructive process of "blaming the victim."

There is another danger. In addressing the environmental influences on behavior, we may inadvertantly discourage personal responsibility, appear to hold the individual unaccountable for his or her actions. It is not our intention to function as apologists for the perpetrators of violence or for society, nor to blame either. Rather, we seek to illuminate the causes of violence by focusing on the interaction between individual and environmental factors.

A. Literature Review

Consistent with its Legislative mandate, the Commission has not engaged in or funded original research. We have, however, spent the past year completing a thorough review of the scientific literature that addresses the causes and prevention of violence. Our review has produced summaries of extant research findings and theoretical trends in eleven broad areas:

The Birth Experience and Parental-Infant Bonding;

Diet, Drugs and Other Biochemical Factors;

Biological Factors;

Family Violence, Parenting and Early Childhood Development;

Economic Factors and Institutional Racism;

Schools and Educational Factors;

Mass Media Violence;

Cultural Factors;

Legal Violence (guns, war, capital punishment);

Gang Violence, Racial Protest; and

Sexual Violence.

An outline of preliminary findings and recommendations for the first seven areas (through Mass Media) are included in this report, the remaining four will be made public in early 1982.

Eight consultants, chosen by open-bid process for their substantive expertise, assisted the Commission in completing the literature reviews. Predictably, reviewing even extant material proved a massive undertaking. Information collection was facilitated by bibliographic computer searches, and supplemented by personal communications with researchers from across the state and nation, and public hearing testimony. Additional insight came from discussions between Commissioners and a group of noted social and behavioral scientists at a mid-year conference co-sponsored by the Robert M. Hutchins Center for the Study of Democratic Institutions. (See Appendix B.) Ultimately, the voluminous material gathered was summarized into comprehensive reviews of current research findings. (The Commission will publish these Review Summaries, along with their comprehensive bibliographies by the end of 1982.)

The findings presented in this section are a further synthesis as derive from the Review Summaries; and are supported, unless otherwise indicated, by empirical data resulting from the rigorous application of scientific method. Of course, every research study has its flaws. None can be considered a proof-positive test of theory; theories are never proven beyond doubt. Some, however, are more useful than others for predicting behavior and are supported by research studies considered methodologically valid and reliable. Scientific informed knowledge is never the result of one or two isolated studies, but is built upon data accumulated from and tested by numerous studies over time. The following

findings are based on the most valid, reliable studies available which cumulatively provide substantial supportive data.

In a few instances, where little "solid" research exists either pro or con (e.g., in the area of the birth experience and subsequent violent behavior), the Commission has submitted findings and recommendations because they appear benign and are well-supported by clinical evidence and common sense. Where this is the case, we have so noted.

The information gathered by the Commission has been reduced in this Preliminary Report to relatively brief outline form. Our intent is to make a massive literature optimally accessible and useful; we think we have retained the integrity of the original material. If we have slighted a body of knowledge or done insult to a particular study's findings, we welcome your critique.

B. Findings and Recommendations Process

The findings and recommendations which follow are the result of extensive review and discussion by Commission members. For the most part, they reflect the unanimous views of the Commission members. Due to the complexity of the subject matter, however, unanimity could not always be achieved. In such cases, findings and recommendations represent the views of a substantial majority of Commissioners.

The findings in this report are necessarily preliminary and incomplete. As mentioned previously, four other areas remain to be released; and the areas covered in this report are subject to revision should more valid data be made available. These findings and recommendations are being released now for public review, debate, and constructive input. The new information and insights gleaned over the next year of public discussion will inform the Commission's final report, due January 1983.

The recommendations contained in this report are also preliminary and purposefully general. Specific recommendations will derive from further study (see Section II); and will be developed over the next year in conjunction with those who, living closely with the violence problem as parents, teachers, social service and medical personnel, and community residents, know best its solutions.

PRELIMINARY FINDINGS AND RECOMMENDATIONS

Parenting*
Early Childhood Development
Family Violence

A. **Family, Parenting, and Early Childhood Development**

Findings:

1. No social institution is more fundamental to an individual's development, and thus to an understanding of the roots of violent behavior, than the family.

   a. While a focus on parenting and the family is essential for understanding and "helping" the individual, it is less useful in terms of changing conditions for groups or classes of persons. It is important to remember that the family functions within a larger sociocultural milieu; it is to considerable extent a reflection of that environment.

2. It is within the family context that a person first learns (or fails to) the values, rules, attitudes and skills necessary for functioning in society, acquires a sense of self and of the self's worth, and forms the primary human bonds which, to considerable extent, determine the nature and quality of subsequent social relations.

3. A lack of self-esteem, a negative or criminal self-image, and feelings of distrust and personal powerlessness are prevalent among violent offenders and highly recidivistic criminals (1, 2, 3). These personality characteristics are often reflective of a family environment in which, as a child, the person experienced rejection, abuse, and an overall lack of love and affection (4,1).

*"Parents" is used generically to mean those persons with primary responsibility for and influence on the child's development, whether or not they are biologically related to the child.

4. Many aggressive, delinquent boys come from homes in which little affection existed between father and son, where rejection and inconsistent treatment were routinely experienced, and where abusive behavior was modeled. These factors appear to be more significantly related to aggressiveness than any other measured variable (5,6).

Recommendations:

1. Require that education about interpersonal communication, parenting, marriage and the family be integrated into the public school curricula; and recommend such education be included in private school curricula.

2. Make available, at the neighborhood level (e.g., community extension programs), education for parents and prospective parents concerning interpersonal communication, parenting, marriage and the family.

3. Make available, as a resource for juvenile court referrals, courses in interpersonal communication, parenting, marriage and the family.

4. Require the completion of a course on parenting and the family prior to receipt of a marriage license.

5. Encourage community/neighborhood networks of families to provide support to each other.

6. Identify, encourage and promote existing programs and agencies which offer education, counseling and support to parents—in crisis and non-crisis situations.

7. Develop and promote early intervention strategies and assistance for troubled families.

8. Undertake research:

   a. to further develop methods for early identification, on the part of school and juvenile justice personnel, of children and families at-risk for violent behavior.

   b. to identify those factors in early childhood associated with self-esteem and various types of violence.

B. Corporal Punishment

Findings:

1. American parents approve of corporal punishment, and between 84 percent and 97 percent use some form of physical force on their children (7,8).

2. Research findings consistently show that corporal punishment, even if not obviously abusive, is not the most effective means of disciplining a child, and for some can have aggressive consequences (9,10,11). (This is not meant to imply that the Commission advocates permissiveness, as opposed to discipline, in child-rearing. Rather, the Commission believes that, whenever possible, non-physical disciplinary modes should be used.)

   a. The use of corporal punishment in disciplining children can provide an aggressive model for the child to emulate, and may teach the child that violence is acceptable (11,6).

      1) Even children who experience only "culturally permissable" physical punishment (e.g., spanking, slapping) are more likely to assault a sibling than those whose parents use no physical punishment (12).

   b. Corporal punishment can produce resentment, anger, insensitivity to punishment, low frustration tolerance and lack of empathy

toward others (1). All of these characteristics, under certain circumstances, are associated with violence.

   c. Non-physical methods of discipline and of teaching appropriate behavior—e.g., stopping the undesired behavior, failing to respond to it, removing privileges, withholding approval, providing rewards for desired behavior—are more likely to bring desired results without risk of encouraging violent or aggressive consequences (10).

3. It is not necessary to blatantly model aggressive behavior to teach a child to behave aggressively. By espousing combative values and attitudes, and verbally encouraging a child to aggress against others, parents can train their children to be aggressors (13).

Recommendations:

1. Promote education concerning the risks to children and society inherent in all forms of corporal punishment, combined with re-education as to potentially more effective, less detrimental, means of discipline.

2. Promote education concerning the risk that aggressive, combative attitudes and values espoused by parents may encourage aggressive behavior on the part of their children.

3. Promote education concerning disciplinary alternatives, toward the ultimate purpose of eliminating emotional and physical punishment and other forms of humiliation and abuse as child-rearing methods.

   a. At an appropriate time in the future, consider a legislative mandate prohibiting corporal punishment in the family. This mandate would be without punitive measures since abuse cases are punishable under existing criminal law. Its primary purpose

would be to bolster efforts to promote alternative child-

rearing and disciplinary techniques, and to encourage a change

in the social and cultural acceptability of corporal punishment.

4. Amend State law to prohibit corporal punishment in schools.

C. Child Abuse and Neglect

Findings:

1. According to the California Department of Justice, Attorney General's

   Office, child abuse or neglect is "any act of ommission or commission

   that endangers a child's physical or emotional health or development."

2. Every year between 500,000 and 1.5 million children are violently

   abused (e.g., kicked, beaten with fist, bitten) by their parents.

   Up to 700 children die each year from parental abuse (8).

3. Many researchers maintain that less severe forms of physical abuse,

   such as slapping or spanking, also constitute violence against

   children (8,12). (As indicated previously, most American parents

   have slapped or spanked their children.)

4. California law (C.P.C. 11165) mandates that "child care custodians,"

   "medical practioners," "non-medical practioners," and "child protective

   agencies" report all suspected cases of child physical abuse and

   encourages reporting where emotional abuse is suspected. Nevertheless,

   much abuse goes unreported (8).

5. Research findings concerning the causes and prevention of child neglect

   and emotional abuse are scant compared with those available for

   physical abuse. Although estimated to be considerable (about 70

   percent of reported child abuse cases fall into these categories—(15).

   the extent of neglect and emotional abuse of children is unknown.

6. Much existing research approaches physical abuse, neglect, and

   emotional abuse as if they were the same phenomenon. While sharing

   some characteristics, they may be more distinct than similar (16).

   a. Abused children are not necessarily neglected. Paradoxically,

      physically abused children receive love and positive attention

      from their parents to the degree that more of an affectional

      bond exists between them than is evident in neglect cases (17).

   b. Emotional trauma has implications different from those resulting

      from physical injury and its scars may last longer (18).

      1) Although less apparent in their effects, neglect and

         emotional abuse are as harmful as physical abuse

         because the lack of love and attention they imply

         causes considerable damage to a child's self-image

         and self-esteem (18).

      2) Physical abuse, of course, is emotionally abusive as well.

7. Physical abuse and neglect of children by their parents has a serious

   detrimental affect on the way in which those children interact with

   others, including their own children later.

   a. Although no conclusive data exist on the exact proportion, many

      abused children will become abusing parents. And most abusing

      parents were abused as children (19).

   b. Children who are repeatedly and severely abused by their parents

      are more likely than non-abused children to repeatedly and

      severely assault a sibling (12).

   c. Parents who were not themselves abused as children may,

      because of other problems, become abusing parents.

1) Abusers have been found to come from multi-problem

families, to have suffered poor socialization and

emotional instability (20).

2) Persons who are not financially secure and self-

sufficient are more likely to abuse (20).

8. Many criminal offenders (adult and juvenile) evidence a history of

childhood physical abuse and neglect by their parents. While no

simple cause-and-effect relationship has been proven, numerous

clinical studies and at least one large scale survey indicate a

strong association between being abused and neglected as a child

and subsequent criminal and violent behavior.

a. In one New York study of 4,465 families, over 50 percent of

those reported to child protective agencies or Children's

Court for child abuse subsequently had at least one child

taken to court as delinquent or ungovernable. In one county,

this represented a juvenile delinquency or ungovernability rate

of five times greater than that of the general county

population (21).

b. A retrospective study of 1,963 delinquents, found a large

proportion to have been previously reported to court as abused

or neglected—35 percent of the boys, 44 percent of the girls.

This study also indicated that abused or neglected children

were over-represented in the violent crime categories (e.g.,

arson, assault, homicide) (21).

9. Removing an abused child from his/her home, especially to foster care

or institutional custody, can be detrimental to the child's emotional

well-being, with effects possibly worse than those likely to result

from the abusive home environment (22). (There are, of course, instances

in which the abuse is so severe and its continuation so inevitable

that a child must be removed from the home for his/her well-being.)

a. Foster home or institutional care is usually not a short-term

·or temporary measure. · In one study, 90 percent of the child

placements surveyed were still under court jurisdiction and

still living outside the home one year after their placement;

40 percent had lived away from home for over three years (23).

b. Children in foster homes or institutions can also suffer abuse (24).

c. Foster parents often find it difficult to provide adequate care

for a foster child with special needs because public support

payments are minimal.

d. Foster and institutional care are far more expensive monetarily

to the state or county than the cost of maintaining a child in

his/her natural home with adequate support services (25).

e. Removing a child from his/her natural home may discriminate

against the poor who lack middle class access to education,

counseling and other support services (25).

10. Since intervention to remove an abused child from the home or to

deter further parental abuse is difficult for constitutional as well

as socio-cultural reasons, many researchers and clinicians emphasize

early identification of at-risk families (26).

11. Self-help programs, designed and operated by parents who were abusers,

have proven highly successful in helping parent(s) refrain from

further abuse (27).

Recommendations: (All recommendations listed under "Corporal Punishment",
Page 43, also apply here.)

1. Promote education concerning childhood abuse, its forms, prevalence and

resulting damage, especially its relationship to subsequent violent

behavior on the part of the abused.

2. Promote the idea that children have the right to live without being abused, neglected, or otherwise treated violently.

3. Encourage increased reporting of suspected child abuse and neglect cases (both physical and emotional) by all those who come into routine contact with children, including medical professionals, school personnel, day care center personnel, clergy, and neighbors.

   a. Develop and promote training programs for the identification and reporting of suspected child abuse and neglect cases.

4. Encourage sufficient legal protection for children, and financial and legal support for protective agencies.

5. Promote, support and publicize successful self-help programs.

6. Encourage agencies that accept unwanted children to do so with a minimum of red-tape and without laying blame on the abdicating parent(s). People unable or unwilling to cope with parenthood should be able to abdicate those responsibilities with dignity.

7. Provide training, sufficient compensation, support services and public recognition to foster parents to encourage high quality foster care.

8. Improve the quality of institutions serving and housing abused children.

D. Wife Abuse*

   Findings:

   1. Approximately 50 percent of all adult women will be battered at some time in their lives; 24 million women are estimated to have been

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*Wife" or "husband" refers to a man or woman living with another person in an intimate relationship, formally legalized or not.

severely beaten at least once by men they live with in intimate relationships (28). Fifty to sixty percent of all marriages today are estimated to contain some violence (29).

2. If not detected and remedied, domestic violence tends to escalate in both frequency and severity, sometimes leading to homicide.

   a. Twenty-five percent of all murders nationwide involve close family members. In over half of these, one spouse killed the other, with wives being the victim in 52 percent and the perpetrator in 49 percent of the cases (30).

   b. Almost one-third of all female homicide victims in California in 1971 were killed by their husbands (31).

   c. A study by the Kansas City Police Department (1971) provides some of the best data available on spousal homicide. According to these data, spousal killings accounted for 40 percent of the city's homicides in one year. In almost 50 percent of the spousal homicide cases, Kansas City police reported having been summoned fives or more times within the two-year period prior to the murder (31).

3. While wives sometimes do violence to their husbands, wives are victimized to a much greater extent (in both number and severity) than are husbands. Additionally, wives often become violent in reaction to and in defense against their husbands' abuse (32,14,33).

   a. For example, women are seven times more likely than men to have murdered a spouse in self-defense (34).

4. Its pervasiveness indicates that wife abuse is not the personal trouble of a few maladjusted individuals, but a significant social and cultural problem. Most research, however, has focused on the personality characteristics and personal histories of abusers and abused.

a. Contrary to popular opinion, most abused women do not come from families wherein they witnessed wife abuse. Although abusing men are more likely than their victims to have come from an abusing home, exposure to family violence as a child is only one variable, among many, associated with wife abuse (35,36).

b. Battering husbands have intense, dependent relationships with their partners and appear excessively possessive and jealous of them; they fear losing the relationship and take extreme measures (including violence) to control it; have difficulty expressing their personal needs or feelings and emotions, except of anger; and believe in male supremacy and traditonal notions of male dominance in the family (31,36).

c. While alcohol consumption is commonly associated with wife abuse, it is not considered a primary cause. Rather, it reduces inhibitions against and is used as an excuse for abusive behavior.

d. The principle factor that contributes to a wife's hesitance to leave an abusing situation is learned helplessness (28). The fewer the personal and material resources and the more negative the institutional response the more likely a woman is to remain in an abusive environment.

5. Understanding the causes of wife abuse requires a look beyond individual and situationally-specific factors to the influence of accepted cultural norms and values.

a. Historically, the socially-sanctioned role for a woman was that of wife. With marriage, a woman became the property of her husband, legally and morally bound to obey his wishes and subject to his control, even by physical chastisement. For centuries

wife beating was socially accepted and institutionalized by legal and religious mores (37).

b. Rigidly defined sex roles and gender stereotyping whereby men are encouraged to be aggressive and dominant, and women to be passive and dependent; and a family structure consistent with these traditional roles, wherein the man is regarded as head of household with the power to dominate, control and assert authority over his mate, creates a climate conducive to wife abuse (38).

c. In the long-run, sexual equality should result in a decrease in the frequency of wife abuse. The short-run result may be the opposite, however, because many men will resist the challenge to their dominant status (39).

6. Clearly, numerous factors including individual personality characteristics, cultural values and social environmental conditions (see Section F, page 54), combine to cause wife abuse (40).

7. Traditionally, the criminal justice system has viewed wife abuse as a domestic problem rather than an unlawful act of violence and has pursued a non-arrest, non-prosecution policy. Recently, some jurisdictions have begun to treat wife abuse as a criminal offense. While it is too soon to accurately assess the impact of such policy changes, there is some indication that they may be effective in discourage abuse in specific cases.

Recommendations:

1. Promote non-sexist education and texts at all grade levels to encourage sexual equality and liberation, remove violence and aggression from the concept of "masculinity," and encourage females to be self-reliant.

2. Encourage non-sexist mass media content.

3. Promote education regarding the fact that domestic violence is a criminal act.

4. Encourage law enforcement, prosecution and the courts to treat wife abuse as a criminal offense.

   a. Encourage statewide standardization of these criminal justice system responses.

5. Provide sufficient financial support for battered woman's shelters to enable women to leave the battering situation.

6. Encourage the development and implementation of counseling programs for battering men.

7. Eliminate all State laws and policies which discriminate against women, and thereby deny them equal access to economic advancement and independence.

8. Initiate efforts which promote sexual equality in all social institutions, including the family..

9. Encourage affirmative action programs which assist women in acquiring employment with career advancement potential, financial security, and independence.

10. Promote legislation that provides equal pay for work of equal value/ comparable worth.

11. Undertake research to further explicate the causes and strategies for the prevention of wife abuse.

E. Abuse of Elderly Parents*

   Findings:

   1. The extent of violence committed against elderly persons by their children is unknown. Only recently has it been identified as a significant social problem, and little research has been completed. Most of the information available comes from a handful of studies (4); all of which were exploratory in nature, limited by non-representative sampling and inconsistent definitions of type of abuse.

      a. One such study estimates that 4 percent of the elder population, or approximately one million elderly, are abused by their children (42).

      b. Abuse of elderly parents is predicted to increase as the number of elderly grows (42).

   2. Types of abuse include physical assault and injury, verbal harassment, malnutrition, theft or financial mismanagement, unreasonable confine-ment, over-sedation, sexual abuse, threats, withholding of medication or aids required (false teeth, glasses, hearing aid), neglect, humiliation, and violation of rights.

   3. The "typical" abused elder is described as being very old (the majority are over 75), with significant physical or mental impairment (41,43,44,45).

   4. The following theories on causes of elder abuse are based upon clinical observation, rely heavily on knowledge derived from the study of child and wife abuse, and have received insufficient testing. Nevertheless, they offer important insight and suggest directions for further study (41,43,44,45).

*Abuse of nonparent elderly is a phenomenon of growing concern. Here, however, we address only violence within the family.

a. Elders most likely to be abused are those with severe physical and/or mental impairments. Perceived lack of control and helplessness on the part of the elder may accelerate dependency. Financial, emotional and physical dependency increase vulnerability to abuse.

b. A learning disorder, combined with family structural factors, may encourage abusive behavior.

c. Where parents have cared for a mentally ill, retarded or alcoholic child and where the aged parents weaken and require care themselves, the adult child may become an abusing and/or neglecting caretaker because of an inability to make appropriate judgements. Where the caretaker is also elderly and has experienced organic brain deterioration he/she is unlikely to be aware of his/her own behavior or of its effects.

d. Violence as a normative behavior response to stress may have been established within the elder's family. Elder abuse may thus result from the generational cycle of violence in which each generation learns violent adaptive behavior from the preceding generation and passes it on to succeeding generations.

e. Failure to resolve the filial crisis (emancipation of adult child from parent) is another family dynamic concept applicable to elder abuse.

f. Internal family stress fostered by the burden of caring for an older relative is a potential instigator of abuse. A number of studies indicate high levels of anxiety, headaches, insomnia, and depression among family caregivers (46). When a parent moves in with adult children, he or she can disrupt the family

routine. Power conflicts can develop between the elder and other members of the family over freedom of activity, household procedures and discipline. All these stressful factors can increase the likelihood of violent reaction on the part of someone ill-equipped to cope appropriately.

g. External stress factors such as substance abuse (usually of alcohol), long-term medical problems on the part of the elderly, financial difficulties, negative attitudes and rigid stereotypes, about older people increase the likelihood of elder abuse.

Recommendations:

1. Educate the public, including medical professionals and social service workers, concerning the existence of elderly abuse as a social problem.

2. Develop intervention programs and counseling services for abused elderly and their families.

3. Promote programs for the elderly, such as respite care services and community recreational facilities, to reduce intra-family stress.

4. Develop a uniform data collection system based on a common system of abuse and neglect classifications and definitions.

5. Undertake research:

   a. to ascertain the extent of abuse of elderly parents;

   b. to illuminate the causes of such abuse and strategies for its prevention.

F. <u>External Influences on the Family</u>.

Findings:

1. Troubled families are often a product of troubled social
conditions. Violence within the family can stem from or be
aggravated by external stress factors such as poverty, job
insecurity, under-and unemployment, racism, lack of a social
support network and inadequate access to the rewards of mainstream
institutions. (It should be noted, of course, that most families
even under extremely stressful environmental conditions do not
react in violence.)

Recommendations:

1. To help reduce stressful environmental conditions, expand and support:

   a. education and job-training programs to reduce unemployment
      and under-employment;

   b. better than subsistence-level state welfare payments combined
      with the incentive and opportunity to work;

   c. accessible, affordable, quality child-care facilities;

   d. "family helper" programs to provide temporary relief and
      assistance within the home;

   e. family counseling services that are accessible and affordable,
      and relevant to the cultural background of the families in need;

   f. affirmative action programs which provide equal opportunity
      for ethnic minorities and women to acquire employment with
      career advancement potential and financial security;

   g. racial equality and equal opportunity in all social institutions.

2. Promote and expand education and training for all family service
personnel regarding the causes, prevention and treatment of child,
wife and elder abuse.

3. Undertake research to further explicate the relation between intra-
family violence and external social conditions.

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Economic Factors

Institutional Racism

A. General

Findings:

1. While knowledge of the social factors associated with violence does not allow us to predict which individuals will commit violent acts, it does facilitate prediction of violence rates for classes or groups of persons.

2. The social factors most clearly associated with high rates of violence are low economic status and institutional racism.* In combination, these factors operate to deny racial and ethnic minorities equal access to our mainstream education, political and economic institutions, and to the opportunities they provide.

B. Economic Considerations

Findings:

1. While violence cuts across class lines, violence rates are highest within the low socioeconomic ranks (1,2).

   a. High income and employment are correlated with low crime rates. The effects appear to be both direct and indirect, operating through other variables, primarily family environment (3,4,5).

2. As family income increases, the rate of victimization decreases (6).

3. High violent crime rates within low socioeconomic groups result from numerous, interrelated factors. Among these are:

*Institutional racism is the process whereby persons are systematically, albeit often unintentionally, denied the opportunity for full participation in and benefit from society's formal and informal institutions.

a. Limited or blocked legitimate access to desired, culturally-
prescribed goals and status. (Members of American society are
socialized to aspire to affluent lifestyles. Under-privileged
members—because of poor education, job discrimination and other
inequities—are often denied the legitimate means of achieving
affluence. Thus, crime and violence, in some cases, may be the
most functional means available or perceived as the only available
means for reaching a desired goal.) (7)

b. Emotional reaction to stress, frustration, and experiences of
social alienation and repeated injustice;

c. Inadequate access to needed support services, such as legal
assistance and family counseling.

4. Real and perceived powerlessness is related to violence. However,
relative economic deprivation and frustrated, rising expectations
appear to have more to do with violence than absolute deprivation or
total powerlessness. In other words, persons with no hope for improving
their lot are less likely to react violently to their disadvantaged
status than those who have reason to believe they can improve their
condition (7,8).

a. Cross-cultural studies indicate a correlation between wide
income discrepancies between classes and high homicide rates (9,10).

b. High homicide rates within the United States have been correlated
with unemployment rates, wide discrepanices between White and
Black family income spreads, and family break-ups (11).

C. Racial Factors

Findings:

1. Although most minorities are law-abiding and non-violent, arrest rates
are highest for low-socioeconomic minority groups (12,13).

a. The California Bureau of Criminal Statistics reports the following
ethnic breakdown for 1980 arrests (adult and juvenile) in all
crime categories: 46 percent White, 24 percent Hispanic, 28 percent
Black, 2 percent other. For the "crimes against persons" category
alone, the breakdown is as follows: 34 percent White, 29 percent
Hispanic, 34 percent Black, 3 percent other.

b. The accuracy with which arrest data reflect actual rates of minority
criminal activity has long been debated. Federal Uniform Crime
Report data, however, are consistent with locally reported arrest
data, thereby suggesting the accuracy of arrest data. (Uniform
Crime Report data are collected by the U.S. Department of Justice
via random national survey of victims.)

c. Racial minorities do appear to receive differential treatment by
the criminal justice system after arrest. National data available
for juveniles indicate that of those arrested, minority juveniles
are more likely than white juveniles to be institutionalized for
all crime categories. After their arrest, minority youth are more
likely than whites to be charged, and 2-1/2 times more likely to
be institutionalized for crimes against persons (14). State adult
felony arrest data also indicate differential criminal justice treat-
ment of minorities. In California, a greater proportion of Blacks and
Hispanics than Whites were sentenced to state institutions, primarily
prison, after arrest (7.6 and 7.2 versus 5.8 percent).
A greater proportion of Whites than either Hispanics or Blacks
received probation sentences (20.5 versus 14.9 and 11.5 percent)(15).

1) Unless differential treatment is controlled for statistically,
it is misleading to infer crime rates from prison population
figures.

2. Minorities are most often victimized by violent crime.

    a. For example, while Blacks represent approximately 12 percent of the U.S. population, they were the victims in 43 percent of the total homicides nationwide in 1979 (6).

D. Institutional Racism and Economic Factors

Findings:

1. It is impossible to separate the effects of race and ethnic status from the effects of socioeconomic status because a large number of minority people fall within the low socioeconomic status category. The interaction of institutional racism and economic factors contributes substantially to high crime and violence rates within some minority groups (16).

    a. According to a California Youth Authority report (17), 85 percent of the total variation by location in reported felonies was accounted for by four demographic variables: non-white population, low income, density, and total population. Unemployment rate separately accounted for 32 percent of the difference by location in number of felonies committed.

    b. A study of Ventura County found racial and economic variables—proportion of people below the poverty level, the extent of unemployment, and the extent of Mexican-American population (many of whom have low income, live in substandard and over-crowded housing, and have fewer years of schooling)—to be the most important factors in explaining crime rate variations (5).

2. While there has been improvement in the economic condition of some minorities, the fact remains that a large proportion are jobless or under-employed, and receiving at- or below-subsistence level income (18).

    a. Young Black men (up to 25 years of age) consistently have the highest rate of unemployment; between 30 and 40 percent throughout the 1970's. In some cities, rates were consistently over 50 percent. Blacks as a group are twice as likely as Whites to be unemployed, and more than three times as likely to be living below the "poverty level" (18).

    b. While approximately 90 percent of White male teenagers entering the labor force find jobs, only about 20 percent of Black male teenagers are successful in doing so.

    c. Rates of violent behavior are highest among young, Black, poverty-stricken males who live in urban ghettos, who are unemployed, untrained, subjected to institutional racism, and are thus hindered from achieving success (18,19).

3. High crime rates among some minority groups, particularly Black and Hispanic, may be due to the relegation of a substantial number of their members to a permanent underclass (16,20)*. Members of the underclass are denied participation in mainstream American life—economically and politically. This condition fosters alienation, deprivation and powerlessness, which, in turn, may lead to a negative form of adaptation whereby members of these groups react with violence. The underclass develops and is perpetuated by:

    a. intermittant, unstable employment, under-employment (sub-standard wages and under-utilization of potential and actual skills), and chronic unemployment;

* It should be noted that an underclass, composed of one or more ethnic and racial groups, has always been a part of the American economic picture. Previously, however, the ethnic groups constituting the underclass changed over the generations. It is the apparent permanence of such status with regard to Hispanics and Blacks, as groups, that is of special concern here.

b. a lack of access to, connection with, and/or failure in the social institutions which act as feeder systems to the labor market—the most important being the educational system;

c. dilution of the influence of community institutions, such as the church and family, which historically provided group cohesiveness, support, guidance and a sense of cultural identity (16).

4. The welfare programs of the past twenty years have contributed substantially to an improved material standard of living for America's poor. While it provides essential, life-sustaining assistance, welfare may have inadvertently contributed to the perpetuation of underclass status for some minority groups by institutionalizing across the generations an acceptance of and dependency on subsistence-level existence (16).

Recommendations:

1. Eliminate racism and discrimination from all institutions—educational, political, economic, and criminal justice.

2. Encourage the development of community-based, self-help programs for socioeconomically disadvantaged groups—conceived and operated by persons who will use them—to foster independence and strengthen community institutions.

3. Ensure that all students receive an equal and adequate education, one which provides competency in basic skills and offers educational motivation and intellectual advancement for all of those with the desire and ability.

4. Make school programs more responsive to the occupational and professional needs of youth: promote skills training and remediation in basic education; and help youth match their education and/or skills training to their own desires and abilities, and to those required

by current and prospective job market.

5. For those able to work, replace welfare programs with job training and meaningful employment—that which provides above subsistence-level wages in a job with advancement potential and security. (Welfare monies should be reduced only as they are replaced with other means of support.)

a. Provide the support systems necessary to allow full employment. Primary among these is affordable, accessible, quality child care service.

6. Promote programs that enable low-income and minority persons to qualify for and obtain gainful employment.

a. Evaluate the effectiveness of existing programs, and develop, support and expand programs which provide youth (especially minority youth) with employment skills, on-the-job training, and assistance in finding suitable employment.

b. Encourage the development of large- and small-scale employment programs in industries where an increasing need for labor is projected, and in areas accessible to the largest number of under- and unemployed, primarily urban, ghetto areas.

c. Involve private industry in all efforts to design and implement programs that effectively train, qualify, motivate and employ low income and minority persons, especially youth.

7. Support affirmative action efforts that provide minorities with equal access to the educational, political and employment realms and opportunity to be successful within them.

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Diet, Drugs and Other Biochemical Factors

A. Diet

Findings:

1. Chemical entities other than drugs (e.g., food, food additives, environmental pollutants, toxic metals), and vitamin deficiencies or imbalances can trigger violent behavior or aggravate a pre-existing tendency toward violence in some persons (1,2).

    a. Unanswered questions remain: How common is such a reaction in the general population? How common in the criminal population? Could criminal offenders be more successfully rehabilitated using a treatment approach which includes diet or orthomolecular therapy? Could early identification of biochemical imbalance or brain allergy and their successful treatment prevent a significant amount of juvenile delinquency and ultimately adult criminality?

2. A number of researchers, clinicians, and criminal justice personnel hypothesize a relationship between hypoglycemia and violent or criminal behavior. Research studies conducted thus far are methodologically flawed, but anecdotal data strongly suggest that such a relationship exists (3,4,5).

3. No reliable, objective means of determining chemical imbalance exists. Hair analysis, while considered useful by many clinical ecologists, remains a crude, unreliable evaluation instrument.

4. Poor nutrition or substance abuse by a mother during pregnancy can affect the fetus and result in low birth weight and premature birth, abnormal or retarded brain development (6). (Both conditions are correlated with an increased probability of subsequent violent behavior).

a. Alcohol intake during pregnancy can lead to Fetal Alcohol
Syndrome-- a condition known to cause low birth weight,
irritability in infancy and hyperactivity in childhood. The
highest risk involves alcoholic mothers or those who drink
heavily (defined as 6 ounces of alcohol a day), during the
first trimester of their pregnancy (7). However, the amount of
alcohol necessary to produce Fetal Alcohol Syndrome differs
according to individual--small amounts may do damage in some
cases (8,9).

5. Some metals (e.g., lead, mercury, zinc, cadmium, aluminum) are toxic.
Concentrated and prolonged exposure to them can produce a variety of
psychological and physiological symptoms including nausea, fatigue,
depression, irritability, hyperactivity and learning difficulty
(10,11,12).

a. The most commonly recognized toxic metal is lead. It has long
been known that high blood levels of lead will cause hyperactivity,
aggressiveness and mental retardation. More recently, lower
blood levels of lead have been found to produce adverse
cognitive and behavioral effects (12,14).

b. Lead poisoning can be diagnosed readily and is treatable.

1) Its prevalence in the general and criminal population is
unknown.

Recommendations:

1. Educate children, parents, school personnel, medical personnel,
and criminal justice personnel as to the possible relationship
between diet, environmental chemical factors and violent behavior.

a. Include such information in the course curricula of professional
educational programs--pre- and post-graduate.

2. Undertake research:

a. to develop valid and reliable means of biochemical evaluation.

b. to answer above-listed questions, and to ascertain the prevalence of
lead poisoning in the general and criminal populations:

1) a data base for such research, juvenile and adult offenders
taken under the jurisdiction of the courts and probation
department should be referred for biochemical evaluation,
including metal toxicity.

B. Drugs (including alcohol)

Findings:

1. Drugs, including alcohol, are the chemical substances most clearly
associated with violent behavior. The nature of this association
is less clear. Most persons use drugs of one sort or another
during their lifetime and are never violent; most individuals who
at one time react violently while under the influence of drugs are
non-violent during most drug-related activities (15,16).

a. Differential responses to drugs depend on the interaction
of numerous factors including drug type, user personality, drug
dosage, user expectations fo the drug experience, and the environ-
mental/situational context (16).

2. The pharmacological properties of depressant drugs (e.g., bar-
bituates, alcohol) are highly conducive to violence. When combined
with other factors such as frequent, high-dosage use, personality
inadequacies (e.g., poor ego functioning; rigid, overcontrolled
ego), and a volatile environmental setting, these drugs are highly
correlated with violence (17,18).

   a. Alcohol is highly correlated with violence; it is present

     in up to 2/3 of all violent situations (15,19).

     1) Alcohol is the depressant drug most highly associated with

       violence because it is the most widely used. Eighty-five

       percent of the persons in this country consume alcohol

       at some time in their lives.

   b. Medium dosage levels of alcohol are most related to violence.

     Small amounts of alcohol appear to produce a tranquil effect,

     while large doses render the drinker physically incapable

     of assaultive action (19,20).

   c. A drinker is most likely to act violently at the end of an

     evening of drinking as the intoxicating effects begin to wear

     off (21).

   d. The exact nature of the relationship between alcohol or

     other depressants and violence remains unclear.

3. The pharmacological properties of amphetamines are also conducive
   to violence. Amphetamine use is most commonly associated with
   bizarre, "unexplainable" acts of violence (e.g., where the victim
   has been stabbed dozens of times)(17,18).

4. Phencyclidine (PCP) use is a serious drug problem today both in
   terms of its potential for harm to the user and user injury to
   others. Of the hallucinogens, it is the most likely to lead to
   violence. Although PCP is a dangerous drug, not all users become
   violent. When violence does occur, however, it is extreme (17).

5. Violent behavior is not likely to result from the pharmacological
   properties of marijuana and LSD. LSD, however, has some potential
   for triggering violence toward oneself (18,22,23).

6. The pharmacological properties of opiates and their derivatives

(e.g., heroin, morphine) are usually not related to violent
behavior. Instead, opiates usually produce a short-term sedative
effect, relieve tension and anxiety, decrease physical drive, and
create a feeling of euphoria (18).

7. Violence is frequently associated with the illegal procurement,
   sale or possession of all drugs. Drug users are frequently involved
   in burglaries, robberies and other thefts in order to obtain money,
   goods or drugs.

Recommendations:

1. Promote education regarding the relations between drug usage and
   violence, with an emphasis on alcohol.

2. Encourage efforts to restrict the production and availability of
   all drugs associated with violence.

3. Develop means of prohibiting the purchase of alcohol by persons
   with a record of a prior alcohol related offense.

4. Undertake research:

   a. to explicate further the nature of the relationship between
   drugs and violence, with an emphasis on alcohol.

   b. to develop the means for the prevention and treatment of drug
   abuse, with an emphasis on alcohol.

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Schools and Educational Factors

A. <u>Crime and Violence in School</u>

Findings:

1. While accumulating data suggest certain trends, no reliable data-
   base exists nation- or statewide with which to determine the
   exact extent and nature of school crime and violence (1).

   a. The Safe School Study (SSS), released in 1978 by the federal
      government (HEW), provides the most comprehensive data
      available. Data were collected nationally by means of a
      randomized probability sample. They were collected, however,
      for one month only (2).

   b. The California Department of Education (under the provisions of
      S.B. 72) has recently completed its initial attempt at a state-
      wide data collection effort. While data gathered represent
      the most complete set available for the State, they are far
      from completely reliable because of problems with the data
      collection instrument, lack of consensus offense definitions,
      and the fact that only 15 districts were analyzed in depth (1).

2. According to the Safe School Study, crime and violence on campus
   increased significantly throughout the sixties and into the early
   seventies. While school crime reporting has continued to increase
   due to the advent in the mid-70's of school security offices and
   reporting systems, there is no evidence that the actual incidence
   of school crime and violence has continued to increase. There is
   some indication that incidence of school crime stabilized during
   the mid-1970's (2).

a. To the extent that it exists at all, of course, school crime and violence is a significant social problem. Any degree of crime and violence is unacceptable.

3. Fear of crime and violence in school is disproportionately greater than the number of reported incidents. This fear is itself a problem, with serious detrimental effects (2).

    a. Fear is disabling, and may be as disabling to a school and those associated with it as is actual crime and violence. Fear can adversely affect teacher and administration performance. Fearful students report disliking school, teachers and other students, and see themselves as helpless to control an untenable situation. This situation can lead to social withdrawal, poor academic performance and/or delinquent behavior (3).

4. The public perception that school crime and violence are rampant and uncontrolled was fostered by the extraordinary press attention given the 1975 congressional hearings on school violence, and has been fueled by continued media sensationalization of a relatively small number of incidents (2).

5. About 60 percent of school crime and violence involves crimes against property, including vandalism, theft, burglary and arson. Approximately 20 percent is violence against persons, including assault, robbery, sexual assault and homicide. The remainder falls primarily into the category of possession and/or use of drugs (2,1).

6. In the one month reported on by the Safe School Study, 2.1 percent of the junior high students nationwide and 1 percent of senior

students nationwide were assaulted. Not quite half of the assaults involved any injury; only 4 percent of these reported assaults required medical attention. The risk of assault was greatest during school, between classes, and mid-week (2). Seventy-five percent of the assaulted students knew their attackers by name. In secondary schools nationwide, about 0.5 percent of the teachers were assaulted. Medical attention was required in 20 percent of these cases (2).

7. Most vandalism occurs when school is not in session and campus is largely vacant (2).

8. While it is often theorized that youth not enrolled in school are responsible for much of the on-campus crime, the fact is that, except for trespassing or "breaking and entering," most violations are committed by students enrolled in a particular school. It appears that less than 10 percent of crime and violence on campus is perpetrated by non-enrolled persons. A large percentage of offenses involving use of dangerous weapons, however, are perpetrated by non-students, most often a local gang member (1,2).

9. Frequency of crimes against persons and property is highest in urban areas. For example, rural teachers have one chance in 500 of being attacked, compared with the one chance in 55 estimated for urban teachers (2).

10. Further research based on a reliable, California database is needed to understand fully the extent and nature of school violence.

    a. For example, existing data do not explain the relationship between crime and violence in the schools and crime and violence in the surrounding community.

1) School violence may be an extension or reflection of community violence and therefore not a separate problem.

2) Those who otherwise commit violent acts in the local community may be the same persons who do violence in schools, suggesting non-school related behavioral determinants.

B. Societal Factors Associated With School Crime

Findings:

1. There is little agreement among school personnel, parents and society in general as to whether schools should play a major socializing role, purposefully engendering values and imposing discipline, or instead avoid explicit socializing, trusting students and their families to develop their own values and discipline. Such disagreement leads to confusion and inconsistent administrative policy and disciplinary strategies. In such an atmosphere of indecision, students are likely to feel they can get away with disruptive acts (1).

2. Students respond favorably to clearly defined, consistently enforced rules. When rules are needlessly complex, capriciously conceived and arbitrarily enforced, some students will perceive the school structure and educational system as unjust and without equal opportunities for achievement (2). Students have been found to rebel against authority when they perceive inequality and injustice in schools' allocation of status and rewards (4).

3. Far more than previously suspected, principals influence the general mood and tenor of the school; their established policies and the implementation thereof have considerable impact on levels of school crime (2).

4. Large schools with limited resources, poor cooperation between teachers and administration, poor rule enforcement, and high student-teacher ratios, experience high victimization rates (5).

5. Lack of meaningful involvement in the school decision-making, rule-defining process alienates students, and may discourage feelings of responsibility toward and respect for school property and personnel (2,5).

   a. Appropriate classroom behavior is related more to satisfaction with participation in rule-making than to satisfaction with the rules themselves (6).

6. When students perceive themselves as powerless, they may engage in disruptive behavior to gain a sense of personal control.

7. It is, of course, appropriate and essential that schools recognize and assist academically needy students with appropriate remediation. Every effort must be made, however, to do so without stigmatizing the student.

   a. Subjective labeling by teachers of students' academic ability and standing, and the resultant relegation of some students to a more or less permanent remedial track, can foster the onset or continuance of a deviant adolescent career as the student experiences increasing frustration, lowered esteem and alienation from the educational mainstream.

   b. Teacher nomination of students to remedial classes can be extremely subjective. For example, one study found that the two variables predictive of which students teachers would nominate for a remedial reading program were "students past involvement in a remedial program" and "number of years failed."

Neither variables were adequately related to the students'
current academic ability (7).

8. Two major theories are used most often to explain juvenile
delinquency:

a. Juvenile delinquency, on and off campus, is often a group
activity. The delinquent group is, to a degree, a subculture
supported by its own set of values and behavioral norms.
Cultural deviance theory proposes that juvenile delinquency
is a result of youth conformance to cultural values which
conflict with those of the mainstream society. Accordingly,
while deviant from conventional mores, delinquent behavior
is the result of effective socialization into an alternative
or delinquent subculture (8,9).

1) To the extent that it alienates students and mitigates
against a successful academic experience, the educational
system provides a "shelter and breeding ground" for these
"deviant" youth subcultures (10).

b. According to social control theory, juvenile delinquency
results from a breakdown in the socialization process which
leads to non-conformity. Youth who do not develop bonds with
the conventional order or whose bonds have been severed, feel
no obligation to conform to the moral constraints of that
order. The socialization process breaks down, according to
this theory, because of intra-family problems, poor school
performance and visions of future occupational failure (11,12).

1) Limited access (or the perception of access as limited) to
legitimate occupational opportunities, combined with a
weakening of "conventional value commitments" encourages

poor academic achievement and promotes delinquency (13).

9. The social development model of delinquency attempts to integrate
social control and cultural deviance theory, and appears to offer
more explanatory and predictive utility than either does separately.
This model takes into account the individual socialization process
and the influence exerted on this process by the community and
social control institutions (family, schools, peers, and law),
including delinquent peer influence (14).

10. Students from the lower socioeconomic ranks, as a group, do less
well in school and tend more toward delinquency than do those from
the higher socioeconomic status levels. Based on their
daily life experience, lower SES students may perceive upward
mobility as impossible and aspiration to it as pointless; many
courses do not appear to them to have a great deal of functional value;
and, in some cases, inadequate educational support is provided by
family and community (in terms of tutoring assistance, direct encourage-
ment, modeling, educationally-related values and expectations) (15).

a. School personnel appear to guide students' future occupational
aspirations along the lines of the students' current socio-
economic status. In this way, lower class youth may be
discouraged from pursuing educational opportunities consistent
with upward mobility. Youth who reject their "dead-end" job
fate may become alienated, and do poorly academically and/or
engage in delinquent behavior.

11. Emphasis in recent decades on the influence of the family, peers,
school, and larger social structure on behavior may, inadvertantly,
have resulted in a "politics of apology" that has inhibited the
development of individual integrity and responsibility. This trend

away from personal responsibility may have contributed to school crime and violence (16).

C. Schools and Education as Causes of Delinquency

Findings:

1. Research indicates a connection between the educational system and school experience and delinquency. Although factors that precede school in a child's experience are of primary influence, school experiences can be altered to minimize schools' contribution to delinquency (17).

2. Poor academic achievement and school performance are related to misbehavior in school and to delinquency (18).

3. Students labeled "academic failures" and, more or less permanently, placed in remedial and non-college academic tracks become increasingly dissatisfied and alienated from school, develop poor academic self-concepts and may respond by engaging in delinquent behavior (7,19).

4. The strongest predictors of dropping out are academic failure, lack of consistent school rules, social isolation, exposure to dropouts in the home, and commitment to delinquent peers (20).

5. Delinquent behavior and dropping out of school are alternative responses to failure and alienation within the school context. Delinquency, which often first occurs in school, is casually related to dropping out of school. However, "dropping out" can lead to decreasing delinquency recidivism, especially if the student marries, gets a job, or both (20).

6. Knowledge gained in law-related education classes is correlated with reductions in the number of acts of school crime and violence (e.g., school rule infractions, crimes against property and persons) committed by students who receive such education.

Recommendations:

1. Promote education regarding the nature and extent, causes and prevention of crime and violence in the schools, including the inter-relations between school, violence and family, community and social institutional factors.

2. Encourage free-flow communication and information exchange between schools, students and community to mitigate against unrealistic fear and over-reaction to school crime, stimulate rational and effective responses to the problem, and encourage responsible media coverage.

3. Expand and support community, parental and student involvement in solving the problems and enjoying the successes of the school.

4. Encourage the development of consensus among school personnel, parents and students as to the appropriate social role and responsibility of schools.

5. Expand and support the institutionalization of law-related curricula in public schools, and encourage it for private schools.

6. Support and expand compensatory education programs, especially at the secondary level, to meet the academic needs of educationally disadvantaged youth, thereby inhibiting the delinquent subculture formation that can result from academic failure.

7. Develop and promote ways of meeting the remediation needs of students without the negative aspects of labeling and tracking.

   a. Develop and implement objective evaluation methods to ensure the appropriateness of student classifications.

   b. Develop and encourage out-come based assessment models which do not depend on student performance history, and thus eliminate the need for labels and tracking.

8. Increase opportunity for individualized education and individually defined goal identification and realization.

9. Support and expand counseling and guidance services to include personal counseling, career planning and training in job-seeking and work-related social skills.

10. Support and expand vocational skills training, along with traditional academic training, to better prepare students for the realities of the job market.

11. Encourage students to take responsibility for their own lives and behavior, based on a sensitivity to and a concern for the effects of their behavior on others, and to assert themselves in responsible, constructive, non-violent ways.

12. Institute a system whereby students responsible for property damages and vandalism make personal reparations.

13. Encourage community use of school facilities during non-school hours to discourage the vandalism more likely to occur when buildings are unoccupied.

14. Support and expand training for school personnel in how to work with students in ways that enable them to develop a healthy self-esteem.

16. Encourage the elimination of arbitrary and capricious rules which invite student challenge, and replace them with reasonable rules.

   a. Provide students with opportunity for meaningful participation in the development of the rules.

   b. Train and involve students in meaningful decision-making regarding school policies and operations.

   c. Once the rules and consequences for breaking them have been developed, they should be well publicized in the community and on campus, and consistently enforced.

17. Encourage low student-teacher ratios.

18. Provide pre-service and in-service training for teachers to learn how to communicate with delinquent students and handle crisis situations in the schools, emphasizing skills in listening and use of peer groups effectively for constructive ends.

19. Promote and expand support for troubled families, including family therapy and self-help groups.

20. Encourage coordination among school personnel, families, support agencies and the juvenile justice system in efforts to assist troubled youth.

21. Undertake research in California:

   a. to provide a detailed examination of the characteristics, backgrounds, and motives of delinquent youth who commit violence to the school or community;

   b. to provide an examination of the nature, severity, and extent of crimes committed on the school grounds as compared with those committed in the surrounding area;

c. to assess _over time_ the nature and extent of school crime
and violence for the purpose of identifying causes and
preventive strategies;

d. to explicate the relationship between school violence and
family, community and social institutional factors.

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Mass Media Violence

Television and Commercial Film

A. Mass Media and Violence

Findings:

1. Mass media violence is, of course, but one of many variables in the violence causality chain. It is, however, one of the instigators of violence over which society can have some influence, and over which individuals can exercise some personal control.

2. All mass media contain a large quantity of real and fictional portrayals and accounts of violence (1).

   a. Television has received primary attention from researchers concerned with the effects of mass media violence because it is the most ubiquitous form of mass communication and closely simulates reality.

B. Viewing Patterns and Violent Content

Findings:

1. Children spend more time watching television than in pursuing any other single activity. Even children at the lower end of the TV-use spectrum—2.5 hours of viewing per day—will have spent more time in front of a television set by the time they are 18 years of age than in the classroom (2).

2. Adults spend about 40 percent of their leisure time watching television; television viewing thus ranks third behind sleep and work as an occupier of adult's time (3).

3. The content of television is replete with depictions of violence. By the age of 18, the average person has witnessed over 18,000 murders on television (4). Sixty percent of prime time television story-programs

contain violent solutions to conflict situations. Television

cartoons contain considerable violence. For instance, one of the

most violent programs on television today is the Saturday morning

cartoon "Thundarr the Barbarian;" it contains an average of 64 acts

of violence per hour (5).

4. There has been a steady and considerable increase in both the "bloodi-
ness" and explicitness of violence in commercial films since 1927 (6).
The amount of television violence continues to increase. Prime-time
television violence rose from 5 violent acts per hour in December
1980 to almost 7 violent acts in May 1981, a 40 percent increase (5).

   a. Since commercial films are more graphically violent in their
   content than made-for-television programs, there is reason to
   believe that the amount and severity of violence viewed at home
   will increase as the home video market expands.

C. Does Violence Sell?
   Findings:

1. There is no doubt that television violence has been highly successful
in attracting the viewing audience (8).

2. There is, however, no evidence that violence is necessary to a program's
success. In fact, recent research findings indicate that there is little
association between a television program's violent content and its
Neilson ratings (9).

   a. It appears that action, suspense, interpersonal conflict, and
   conflict resolution are the factors that determine a program's
   popularity. The television industry continues to use violence in
   its programming because it is an easy way of incorporating these
   success-related factors into a production.

D. Effects of Televised and Film Violence
   Findings:

1. Most research findings to date are based on small-scale, experimental
studies. However, while there is a need for further validation based
on large-scale longitudinal field surveys, accumulating data clearly
suggest that a relationship between televised and "real world" violence
exists (10,11). (The exact extent to which televised violence contri-
butes to other cultural and interpersonal violence will probably remain
unknown since such an estimate depends on knowledge of a myriad of
individual and situational predispositions.)

2. Children who watch violence on television are much less likely, than
those who do not, to stop other children from hurting one another.
Labeled the DESENSITIZATION EFFECT, this phenomenon may have consider-
able long-range anti-social consequences (12). (Extending, according
to one theory, even to tolerance for war and police-state practices (13.)

3. A person in an "aroused state," a strong emotional readiness-for-action,
is more likely than a non-aroused person to react to violence cues
(such as televised violence) by behaving violently.

   a. An arousal state can be instigated by fear, anger, joy and, perhaps,
   even sexual stimulation (14).

4. Distorted perceptions of others and the world in general, along with
antagonistic reactions to those misperceptions, can accompany heavy
television viewing. High-violence television viewers evidence unreal-
istic fear of crime and violence and a heightened perception of the
dangerousness of the world (15).

   a. It appears that this perception-of-dangerousness effect is related
   to other factors, including beliefs about the general "dangerousness"
   of one's culture. Canadian midwesterners, despite viewing basically
   the same programs as did Americans, do not evidence the same

heightened perception of dangerousness (16).

b. Since the more realistic media violence is perceived to be the greater its effect, mass media coverage of violent events may contribute to a heightened, distorted sense of dangerousness to a greater degree than other programming (17).

  1) There is also an indication that some journalists report stories because of their violent content and assumed public appeal, rather than according to other standards of newsworthiness.

5. Although once a widely accepted theory, the notion that television violence has a CATHARTIC EFFECT on the viewer, whereby his or her violent energy is drained off via empathetic experience with the screen actor, is not supported by research findings (18,19).

6. Researchers have demonstrated that even the observation of "justified violence" (e.g., police against criminals; self-defense) increases the likelihood and severity of children's use of violence against their own foes (20).

7. The theory most accepted by the scientific community as an explanation for the apparent link between televised violence and "real world" violence is SOCIAL LEARNING THEORY (21). According to this theory, children are socialized into appropriate behavior by modeling the behavior of the adults around them, behavior that is perceived as acceptable and rewarded. Television content appears to children, and probably to many adults, to be that which is approved of by adults and rewarded by society in general (21).

a. Depictions of violence on television teach people that violence is an acceptable means to an end or an appropriate response to frustration; televised violence can also teach the "how-to's" of certain violent behaviors (22,23,24).

  1) Research findings support the existence of a CONTAGION EFFECT, wherein reportage in the news of real violence situations-- e.g., riots; mass murder; hijacking--is reflected in a subsequent increase in those very situations (25).

b. There is some evidence that depictions of violence, wherein the deviant ("bad" or violent) person gets punished in the end, can teach people to behave "morally" and in accordance with the law.

  1) This finding may not hold true with regard to pre-adolescent children. Young children have been found unable to follow the logic of the story sequence. Therefore, they may be unable to comprehend the concluding message that negative results can derive from violent action (26).

8. On occasion, mass media personnel may instigate violence by orchestrating conflict to create a more interesting story.

Recommendations:

1. Educate parents, teachers, children and youth of the potentially harmful effects of television/film violence so that they:

a. voluntarily restrict their own viewing of televised violence and that of those for whom they are responsible; and

b. join together to pressure the television and film industry to offer more non-violent, pro-social fare.

2. Educate the public regarding its ownership of the airwaves, and of the peoples' right and ability, through Federal Communications Commission (FCC) licensing procedures, to insist that the broadcast industry act in the public interest.

3. Support and expand television/film literacy curricula, beginning at the primary grade level, to teach children critical viewing skills to aid them in distinguishing real from made-up content, in understanding

the manipulations of visual media form, and in evaluating their distortions of reality concerning violence. (Children may then possess the tools with which to protect themselves against much of the anti-social influence of television and film content.)

4. Encourage programming that takes advantage of television's powers of persuasion to promote pro-social attitudes and values, and to provide behavioral models inconsistent with violence.

5. Develop economic incentives to encourage the broadcast industry to produce pro-social, less violent material.

6. Encourage community-based efforts to include gratuitous, abhorrently graphic displays of violence among legally restricted materials. (Although the research evidence for anti-social effects of sexual obscenity is scant, there is very strong research evidence of the anti-social effects of violence. Obscenity laws and community standards regarding sexual excess can be applied to many excesses of violence.)

7. Develop a rating system for television and commercial film violence similar to that applied to assist viewers with regard to sexual content.

8. Encourage the mass communications' industry, particularly broadcast media, to develop and require adherance to a standardized code of ethics specific to coverage of violent or potentially violent events.

9. Encourage journalism schools to educate their students about the potentially harmful effects of mass media violence, to impart a sense of responsibility for mitigating these effects, and to teach a code of ethics with which to approach coverage of potentially violent situations.

10.

of mass media violence, disseminate research findings, and finance the production of pro-social, public interest programming.

11. Undertake longitudinal research to further assess the relations between televised/commercial film violence and "real world" violence.

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The Birth Experience
Parental Infant Bonding

A. <u>The Birth Experience and Violent Behavior</u>

Findings:

1. It will probably remain impossible—given the limits of predictive science and the vast array of conditions occurring after birth which influence a person's personality and behavior—to trace developmental problems and violent tendencies in later life <u>directly</u> to a person's birth experience. It is possible, however, to identify conditions surrounding birth which <u>may contribute</u> subsequently to parenting disorders (child abuse or neglect) and/or developmental problems on the part of the child.

2. Although no direct link is known to exist between the birth experience and violent behavior, the events surrounding birth influence subsequent relations between parent(s) and child, and thus affect the child's emotional, cognitive and behavioral development. Accordingly, the Commission believes that a positive birth experience—one that is gentle, loving, and non-traumatic—increases the likelihood of healthy child development.

B. <u>Early Parent-Infant Bonding</u>

Findings:

1. A human being develops a number of affectional bonds throughout his or her lifetime. As unique attachments between two people that are specific and endure over time, these relationships bind together various individuals in a society, and greatly influence a person's sense of self and ability to respond appropriately to others (1,2).

The maternal-infant attachment is but one of these relationships. However, the fact that it is crucial to the infant's survival and development suggests it may be the strongest of human bonds. Ideally, the bonding process between mothering person(s) and child commences at birth and evolves over time into an ever deeper emotional attachment.

    a. Most research on early bonding addresses the mother-infant relationship. However, fathers allowed early, extended contact report stronger feelings of affection and "connectedness" with their newborns and evidence greater participation in their child's caretaking and nurturing than do limited-contact fathers (3).

2. Early parent-infant bonding is facilitated by a healthy birth experience. An optimally healthy birth experience:

    a. is family-centered, loving, natural, gentle and non-traumatic;

    b. actively involves parents in their child's birth, in its planning and facilitation;

    c. includes the presence of a supportive person for the woman in labor—be it father, friend, or trained assistant.

(There are, of course, situations wherein an optimally healthy birth is impossible for medical reasons. Furthermore, parental preference may exclude certain birth practices. Decisions regarding alternative birth procedures, therefore, should be made by the physician and potential parents on a case-by-case basis.)

3. Newborns are extremely alert and receptive to stimulation immediately following birth. Thus, from birth there exists an important opportunity for reciprocal interaction between infant and parent(s). It is during the hours and days following delivery that the affectional bond between parent(s) and child initially asserts itself (4,1). (This is not to infer that parent(s) and child who are separated after birth lose the opportunity to bond. In most instances, bonding is merely delayed

temporarily.)

4. A mother who is heavily sedated or unconscious is unable to initiate interaction with her baby or respond to her baby's advances. Sedatives and anesthetics given to the mother during birth may collect in the baby's bloodstream and central nervous system causing less responsive or depressed infant behavior (5,6). Interaction between infant and parent(s) may thus be hindered and the early bonding process temporarily hindered.

5. Extended contact between parent(s) and infant in the hours, days and weeks immediately following birth, such as that afforded by hospital rooming-in facilities, home or neighborhood-facility birth, may promote the development of an affectional bond between them and thus enhance their subsequent relationship. (However, extended early contact is not sufficient to prevent parenting disorders in most cases; and its absence is not usually associated with demonstrably harmful effects) (7).

6. Although hospitals increasingly allow prolonged contact, many hospitals still routinely separate newborn and parents except for feedings.

7. Extreme isolation and prolonged separation from parents is routine for newborns treated in the Intensive Care Nursery.

    a. Current state regulations increase the potential for over-use of intensive care nurseries because licensure depends on the number of patients treated.

Recommendations:

1. Educate prospective parents regarding the significance of birth experience, and:

    a. Disseminate information to the public and to medical personnel about alternative birth practices which maximize parental involvement, family intimacy, and natural delivery;

b. Promote education as to the importance of early affectional bonding between parents and their newborn;

c. Educate fathers as to their _responsibility_ to fully participate in the family and in the birth, care and nurturance of their children;

d. Educate fathers as to their _right_, to full participation in the family and in the birth, care and nurturance of their children.

2. Encourage extended contact between parent(s) and the newborn immediately after birth.

3. Discourage unnecessary use of intensive care nursery facilities (which by definition separate parents and infant).

a. Encourage efforts to maximize parent-infant contact in intensive care nursery facilities.

4. Encourage parental leave from work for both mother and father following birth of their child.

5. Encourage childbirth alternatives (in both birth procedures and facilities) which offer safe care in a loving, family environment where prospective parents (both mother and father) are active participants in planning for and carrying out delivery.

6. Undertake research to further assess the possibility of a connection between the birth experience and subsequent violent behavior.

C. <u>Minimal Brain Damage</u>

Findings:

1. There is evidence that minimal brain damage, perhaps sustained at birth, is associated with learning disabilities and attention deficit disorders which, in turn, may be associated with juvenile delinquency and adult criminality.

2. The brain of the fetus is rapidly developing during the period of time that surrounds birth and is thus extremely vulnerable to damage from drugs and surgical procedures administered to mother (8). Obstetric intervention procedures (including drugs and surgery) may increase the risk of neurological injury to the infant.

a. Sedatives (other than general anesthetics) given to the mother during labor are transferred to the fetus and result in a less responsive newborn. Findings remain inconclusive as to whether drug-related, decreased responsiveness causes permanent retardation or brain damage (9).

b. Surgical intervention procedures such as elective cesarean section, forceps removal and amniotomy pose a risk to the infant of neurological injury and minimal brain damage.

c. The Apgar test (most commonly given newborns) to assess their neurological competence (according to heart rate, respiration, muscle tone and skin color) may be an inadequate means of measuring subtle or minimal brain damage (10,8,11).

3. Poor nutrition or substance abuse by a mother during pregnancy can affect the fetus and result in low birth weight and premature birth, and abnormal or retarded brain development.

Recommendations:

1. Educate medical professionals and prospective parents that birth is a healthy process in which high technology, medical intervention procedures and intra-labor drugs need not be routinely administered.

2. Require, for the purpose of data collection and treatment, that a copy of the mother's complete obstetric record (labor record, nursing notes, medication record, X-rays, etc.) be made a permanent part of the child's medical record. (Sensitive, confidential, non-medical

information should be excluded.)

3. Require attending health care professionals to inform a woman during her pregnancy of the drugs and procedures they plan to use during delivery and of the risks involved.

4. Undertake research to:

   a. Assess the unintended, potentially adverse effects on newborns of high technology and intra-labor drugs;

   b. Develop neurological assessment tools to ascertain, more accurately than is currently possible, subtle, minimal brain damage and subsequent dysfunction.

D. At-Risk Parents and Children

Findings:

1. Parents at-risk for parenting problems (manifested by varying degrees of child abuse and neglect) often are identifiable prior to and soon after the child's birth. Many factors combine to indicate potential parenting problems. Among them are: mother's age, drug usage, and history of abusive behavior (12).

   a. Hospital staff, medical professionals, and community health care workers are in a position to identify at-risk parents before and after the child's birth.

2. Premature infants are at greater risk for abuse than full-term infants (13).

   a. Intensive care nursery staff are in a position to effect early identification and intervention because the extended contact with parents provides the opportunity of observing parental interaction with the premature infant.

Recommendations:

1. Encourage the inclusion of prenatal health education and alternative

birthing information in public school curricula, and recommend its inclusion for private schools.

2. Provide health care facilitators with training in early identification of and intervention with at-risk parents.

3. Support and expand existing early identification and intervention programs.

4. Provide prenatal support, educational and diagnostic services to all prospective parents, particularly those known to fit at-risk criteria. These services should be readily available, offered in communities and neighborhoods, at minimal or no cost.

5. Provide parents identified by hospital personnel as being at-risk to abuse or neglect their child with follow-up attention and support services.

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Biological Factors

A. <u>Biological Factors - General</u>

Findings:

1. Considerable controversy surrounds attempts to link biological factors and behavior. Concern centers around the social and political implications of labeling certain individuals and groups inherently predisposed to aberrant behavior. Justifiably so. Such theories, especially those emphasizing genetic characteristics, have been used repeatedly throughout modern history to rationalize racism and justify the privilege of a few.

2. Research concerning the relations between biology and violent behavior persists. While retaining the potential for abuse, data accumulating from this work merit attention for several reasons.

   Although these data remain contradictory and inconclusive, they are sometimes misinterpreted as evidence of biological determinism. Biological factors thus need to be considered to counter such misconceptions and to locate their appropriate position vis a vis other causal elements. Perhaps more important, in recent years "biology of violence" research has advanced understanding of the interaction between biological, psychological and social factors, and thus can contribute substantially to early identification efforts.

3. Some biological factors—genetic conditions, hormonal imbalance, brain disease and dysfunction—may predispose some individuals toward violence under certain circumstances. (A predisposition toward violence <u>does not</u> imply that violent behavior is likely to occur, only that the potential exists.)

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4. Rarely do biological factors acting alone instigate violent behavior. Instead, they interact with individual psychological characteristics and social conditions to affect behavior. The bio-social approach— which addresses the _interaction_ between social and biological factors— is more useful for understanding violent behavior than is a strictly biological approach.

5. Even the most adamant proponents of the biological perspective contend that social factors are by far the most significant determinants of violent behavior.

B. Genetic Factors

Findings:

1. There is evidence to indicate that some persons are born with physiological conditions which play a role in predisposing them to violent behavior (1,2,3,4).

   a. Brain-wave abnormality, poor autonomic nervous system recovery rate, and abnormal neurotransmitter function are examples of such conditions.

      1) Scientific knowledge regarding the causes and effects of these conditions remains elementary.

   b. Genetically-based tendencies toward violence may be especially prevalent within the highly active, recidivistic criminal population (5,4).

   c. The XYY chromosome, "super-male" theory of violent criminality has been discredited by numerous studies. While men possessing an extra "Y" chromosome tend to be somewhat impaired mentally, they do not appear to be more violent than the general criminal population. They do, however, evidence more criminal (but not violent) behavior than the non-XYY population. Equally important, the

XYY condition is extremely rare—in a birth cohort study of 31,436 males only 12 evidenced the XYY chromosomal configuration (6).

2. If identified, many genetic conditions can be treated to reduce the likelihood that anti-social behavior will result.

3. Methods of identifying the genetic factors that might be associated with violence remain primitive.

Recommendations:

1. Undertake large-scale, longitudinal research:

   a. to assess which physiological conditions are genetically based and which stem from other factors (e.g., birth experience, physical trauma);

   b. to develop reliable measures for assessing the causes and effects of biological factors;

   c. to assess the relationship between genetics and violence;

   d. to assess the relationship between genetics, social factors and violence (i.e., the bio-social approach).

2. Since biological assessment of first time, serious crime juvenile offenders would be useful for research purposes and ultimately for early identification and prevention, promote cooperation between the criminal justice system and researchers for the purpose of studying the genetic and bio-social aspects of violence.

C. <u>Attention Deficit Disorder</u> (also called minimal brain dysfunction, hyperactive child syndrome or hyperkinesis)

Findings:

1. Significant numbers of schoolage children (5-20 percent, depending on the study) are estimated to have Attention Deficit Disorder (ADD)(7,8).

2. Early symptoms of ADD include overactive, restless behavior; excitable, impulsive behavior; inattentiveness; low frustration tolerance; drastic and rapid mood changes; temper outbursts and extreme, unpredictable behavior. It is the severity and frequency of these behaviors—exhibited to some degree by all children—which leads to a diagnosis of ADD (8).

3. There is no agreement in the literature as to the origins of ADD. Among the hypothesized causes are:

   a. Neurotransmitter (dopamine and norepinephrine) deficiency. (Potentially caused by traumatization during birth, fetal maldevelopment due to maternal stress, poor diet or substance abuse during pregnancy (9,8).

   b. genetic predisposition (10,8).

   c. sensitivity to artificial food additives (11).

   d. extreme sugar consumption or hypoglycemia (12).

4. Although most studies concerned with the possibility of a relationship between ADD and violent behavior are methodologically flawed, cumulatively they provide considerable evidence in support of such a relationship.

   a. According to several longitudinal studies, the ADD child is 4 to 5 times more likely than non-ADD youth to be arrested during adolescence, and 9 times more likely to be arrested for serious and violent offenses (13,14,15,16). (This is not meant to infer that all or most ADD children will become juvenile delinquents. But, rather

that ADD children are more likely than the general population to become delinquent.)

   b. Retrospective assessments of the violent adult offenders often indicate a self-reported history of hyperactive behavior or actual diagnosis of ADD by a physician (17).

5. Many of the later-life problems of ADD children result from the negative reaction of others to their hyperactive behavior and the subsequent development of negative self-image and a lack of esteem.

6. ADD is identifiable early in a child's life and is treatable (3,8).

7. Drug therapy is currently the treatment of first resort for the ADD child.

   a. There is some evidence that drugs may cause physical and social-relational problems;

   b. Most important, drug treatment does not appear to have long-term benefits, probably because drugs do not treat the multiple handicaps associated with ADD, such as learning disability, negative self-concept, antisocial behavior, and depression (3).

8. Programs which combine treatment approaches (e.g., those that incorporate drug, nutrition, behavioral and family therapy, and educational remediation) show considerable promise for improving the multiple problems of the ADD child (18,3,7). (However, research findings to date are insufficient to ascertain whether such treatment will reduce the likelihood of juvenile delinquency among ADD children.)

Recommendations:

1. Promote education as to symptoms, causes, and alternative treatment of ADD for children, parents, school personnel, medical professionals and criminal justice system personnel.

2. Discourage drugs as the exclusive treatment of ADD.

3. Undertake research:

   a. to determine the prevalence of ADD among the general and criminal population;

   b. to evaluate the potential relationship between ADD and criminal or violent behavior;

   c. to study the causes and prevention of ADD;

   d. to develop objective measures for the early identification of ADD;

   e. to develop further multi-modality treatment approaches to ADD and assess their effectiveness in preventing delinquency.

D. Learning Disabilities

Findings:

1. Learning disabled children are those of "any age who demonstrate a substantial deficiency in a particular aspect of academic achievement because of perceptual or perceptual-motor handicaps, regardless of etiology or other contributing factors" (19).

2. Most studies that purport to support or refute a causal relationship between learning disabilities and juvenile delinquency, are methodologically inadequate. Professionals who work closely with delinquents, however, adamantly maintain that such a relationship exists (19,20,21).

3. To the extent that a relationship exists between learning disabilities and delinquent behavior, it derives, not from the characteristics of the disability itself, but rather from misdiagnosis, inadequate treatment, the negative reaction of others to the disabled child, and the resultant damage to the child's self-image and esteem.

4. Although they may not manifest more delinquent behavior, learning disabled juveniles appear to be adjudicated delinquent far more often than their peers (21).

Recommendations:

1. Promote education as to symptoms, causes, and alternative treatment of ADD for children, parents, school personnel, medical professionals, and criminal justice personnel.

2. Encourage schools and the medical community to continue their efforts to identify and treat learning disabled children.

3. Encourage the California Youth Authority to institutionalize a program for the identification and remediation of learning disabled youth.

4. Undertake research:

   a. to further assess the relationship, if any, between learning disability, delinquency and adult criminality.

   b. to assess the possibility of and reasons for differential treatment of learning disabled juveniles on the part of the criminal justice system.

   c. to identify the causes of learning disabilities and strategies for their prevention.

E. Sensory Deprivation. Brain Maldevelopment.

Findings:

1. Abnormal or retarded brain development can, in some instances, contribute to a tendency toward violent behavior (22).

2. There is some evidence that extreme sensory deprivation early in life can result in retarded or abnormal brain development which, in turn, can lead to social maladjustment and violent behavior. (Most of this evidence is from animal studies.) (23).

3. Sensory stimulation, touch, and physical affection are, of course, important factors for healthy child development.

Recommendations:

1. Educate children, parents and school personnel that sensory stimulation, touch and physical affection are essential to healthy child development.

2. Undertake research to assess the correlation, if any, between sensory deprivation, brain development, social maladjustment and violent behavior in humans.

F. Hormonal Imbalance

Findings:

1. Most studies concerning hormonal imbalance and violent behavior have focused on the male sex hormone—testosterone.

2. Although research using animal subjects indicates an association between testosterone and increased aggressiveness, the nature of the relationship remains unclear. Recent evidence suggests that aggressive behavior is often a response to social environmental factors that is accompanied, rather than caused, by hormonal secretion (24,25,26).

3. Abnormal hormonal levels have not been found within violent prisoner populations (27,24,28). Where differences (all within normal limits) in testosterone levels appear correlated with violent tendencies, there is no clear indication of causal sequence (27,24).

4. Two new areas of study show promise:

    a. Recent research findings (using animal subjects) indicate that fluctuations in relative hormonal level, rather than the absolute level of a hormone, may significantly influence behavior (24).

    b. Abnormalities in neurotransmitters, such as norepinephrine and dopamine, which influence hormone releasing factors in the brain may be related to aberrant behavior (29).

Recommendations:

1. Undertake research:

    a. to determine the role of hormonal imbalance in violent behavior, and the importance of that role relative to other causal factors;

    b. to study the effects of fluctuating hormonal levels, and the role of neurotransmitters in hormonal balance and behavior.

G. Severe Brain Damage or Disease

Findings:

1. In relatively rare cases, severe brain damage causes brain dysfunction which may result in violent behavior (30,31).

    a. Such findings are based on clinical data; no large-scale evaluation surveys have been completed.

2. Although research findings are inconclusive, there is some indication that various types of brain disease can be associated with violent behavior.

Recommendations:

1. Educate mental health professionals, criminal justice and school personnel as to the neurological bases of some violent behavior.

2. Undertake research:

    a. to assess the relative importance of brain disease or damage as a cause of violent behavior (i.e., their prevalence in the violent population as compared to the general population).

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*In most instances, the referenced study is but one of many that provide supportive data.

II. ASSESSMENT OF VIOLENCE PREVENTION PROGRAMS IN CALIFORNIA

Clearly, before the Commission can make specific recommendations or develop implementation strategies for the prevention of violence, we need to assess the prevention programs that currently exist—their prevalence, effectiveness and viability. Given our limited resources and the enormous number of programs, either directly or indirectly preventative of violence, it is impossible to complete an all-inclusive inventory and evaluation. It is possible, however, to complete a useful overview of programs, and to identify those which appear most promising and therefore deserving of further attention.

The "Assessment of Violence Prevention Programs in California," recently instigated by the Commission under independent contract, will provide a representative overview of programs throughout the state which focus on primary prevention of and early intervention in violent behavior. By "primary prevention" programs, we mean those designed to facilitate the development of non-violent individuals, families and environments, such as parenting and child development classes, positive school environment projects, nutrition programs, and employment assistance efforts. "Early intervention" programs are those which seek to prevent violence from recurring and/or becoming a life pattern for an individual, such as shelters from domestic violence, family counseling, diversion programs for early juvenile offenders, and alternatives to violence for youth gang members.

The results of this statewide assessment will be used to plan the Commission's future activities, and will form the basis of our final legislative and administrative policy recommendations. In addition, this information will provide a violence prevention resource guide for use by the Legislature, state and community agencies, and the general public.

III. PUBLIC INVOLVEMENT, ADVOCACY AND ACTION

Acting alone, government agencies and political representatives, whether state, federal or local, can do little to prevent violence. The success of prevention efforts requires private-sector support and personal commitment.

The trauma of violence is most keenly felt at the community, neighborhood and family levels. Here, if bolstered by accurate and useful information, reside many of the answers to our violence problem, the greatest motivation to and potential for sustained political action. The Commission's commitment to encouraging popular action is reflected in its extensive efforts to reach a wide audience with information on the causes of violence, and its facilitation of community networks to apply that information.

A. Mailing List

The Commission maintains an extensive mailing list, now in excess of 4,000 individuals, agencies and institutions. This list provides our first line of public outreach. It allows us to keep a broad constituency well-informed about Commission activities, and provides a ready dissemination channel for our findings.

B. Information Clearinghouse

An important component of the Commission's outreach efforts is its general information clearinghouse function. Daily, staff responds to requests for material on the causes and prevention of violence. These requests--from academics, media professionals, government personnel, and members of the general public--come from around the state and, increasingly, from across the nation.

Because the Commission maintains extensive literature files, reference indexes, and lists of persons possessing expertise in all of the areas with which we are concerned, we are able to provide a broad range of information in addition to that generated by the Commission. Staff also offers technical assistance to agencies or citizen groups wishing to design a violence prevention conference (see Appendix C) or to incorporate workshops on the causes of violence into a seminar agenda.

C. Public Speaking Engagements

The Commission's comprehensive approach to understanding the causes of violence, makes it possible to respond to public speaking requests on a myriad of topics. Commissioners and staff have given dozens of presentations over the past year to groups as diverse as the Rotary Club and the California Peace Officers' Association.

Commission staff has participated in numerous conferences. Most recently, taking part in a plenary session on the "Relationship Between Child Abuse and Adult Criminality" at the state sponsored Child Abuse Prevention Training Conference; and presenting a workshop on "Hyperactivity, Learning Disabilities and Juvenile Delinquency" at the California Association for Neurologically Handicapped Children State Conference.

D. Public Hearings

The Commission held five public hearings in late 1980 and early 1981. The first two--"Birth Experience; Early Parental-infant Bonding," and "Diet, Drugs and Other Biochemical Factors"--are detailed in the 1980 Legislative report. Of the seven hearings originally scheduled for 1981, three took place:

> Biological Factors, January 29, 30, 1981, Cypress College, Cypress, CA;
>
> Family Violence; Parenting and Early Childhood Development, March 26, 27, 1981, State Capitol, Sacramento, CA;
>
> Economic Factors; Institutional Racism, May 21, 22, 1981, Laney College, Oakland, CA.

While valuable for the purposes of educating the Commissioners and collecting information from expert witnesses, the public hearings did not serve as effective vehicles for gathering information from or disseminating it to the public. Regardless of the amount of publicity, public attendance was minimal. The information presented by expert testifiers could be, and in fact was being, gathered "behind the scenes" by Commission staff. Clearly, the cost of the public hearings far outweighed their benefit, and after the Oakland hearing, the decision was made to cancel all others. We turned our full energy toward completing the research reviews, synthesizing findings, developing recommendations, and designing more effective methods for reaching the public with our information and eliciting their feedback.

E. Mass Media Campaign

The Commission is currently designing a multi-media campaign, to begin in early 1982. Its purposes are several:

—to disseminate the Commission's findings to a broad public, thereby increasing understanding of the causes of violence and encouraging a sense of possibility and realistic optimism regarding their prevention;

—to encourage the sense of the personal, family and community responsibility needed to develop and implement violence prevention strategies;

—to promote the Commission's Community Education Seminars (see Section III. G.) publicize their results, and add support and momentum to local prevention efforts that evolve from them.

The methods for accomplishing an effective media campaign, one that achieves the above goals, are not yet formalized. Among those under consideration are: articles and editorial responses for newspaper and popular magazine publication; television and radio public interest announcements; personal interviews and talk show touring for Commissioners and staff; primary and secondary school curricula based on key findings; and a book for the lay audience that presents, in useable form, information on the causes of violence and means for its prevention.

F. Local Violence Prevention Task Forces

The Commission recognizes that the ultimate responsibility for reducing or eliminating violence rests with each of us as individuals, within our families and in our local communities. For this reason, we have initiated the organization of task forces at the local level to facilitate community outreach and communication relevant to the causes and prevention of violence.

Our intent in initiating these organizing efforts is twofold: (1) to disseminate our research findings to the public, and (2) to motivate residents to become involved in violence prevention activities in their own communities. In the process of sharing our information, we have gained insight into the needs of the public and have begun to discover practical methods for implementing our findings.

At this time there are active task forces in Santa Clara, Santa Barbara, San Joaquin and Alameda counties, and more are "in the works". Each task force has organized events directed at reducing violence in its own community. A good example is the conference organized and hosted by the Santa Barbara Task Force which drew upon state and local resources to develop a community action plan to address specific violence-related issues (See Appendix C).

G. Community Education Seminars

As the Mass Media Campaign is intended to educate a broad audience regarding the general causes of violence, the Community Education Seminars will involve a limited, but representative, number of community members in the development of preventative strategies and community action plans. We consider the Seminars vital to the dissemination of information necessary to meaningful change, and essential to the creation of a political movement toward the prevention of violence. Facilitation of the Community Education Seminars, in cooperation with local representatives, will receive a major share of the Commission's attention over this next year. The major objectives of these Community Education Seminars are:

1) to share the Commission's preliminary findings and recommendations with a representative cross section of community members, and solicit their critique and specific suggestions for state-level implementation;

2) to create a context within which community representatives, with apparently diverse interests, can recognize their common needs regarding violence prevention, share resources, and begin working together;

3) to facilitate the organization of community-based action groups committed to violence prevention, and to assist these groups in determining their prevention priorities and developing specific proposals for implementing these priorities at the local level.

Beginning in late February of 1982, Community Education Seminars will be held across the State:

February, 1982	San Jose
April, 1982	Fresno/Bakersfield
June, 1982	San Francisco/Oakland
August, 1982	San Diego
October, 1982	Los Angeles/Orange County
January, 1983	Sacramento

We regret that given limited time and funds, we are unable to hold seminars in every community. These Commission-instigated seminars, however, are intended only as the springboard from which community-sponsored violence prevention efforts will evolve. The Commission intends to work closely with local groups to encourage the continuance and expansion of violence prevention seminars in both the host community and surrounding areas.

IV. OTHER IMPLEMENTATION EFFORTS

A. Legislation

The Commission's mandate requires the recommendation of policy alternatives for the prevention of violence. While the most enduring social changes will result from personal commitment, the most direct means for effecting the development of statewide implementation strategies are legislative. To this end the Commission intends to identify, develop and promote legislative proposals and bills which, if adopted, would further the public's participation in violence prevention efforts.

While the Commission is prohibited from actively lobbying for passage of individual bills, it is within our purview, and we deem it our responsibility, to critically review policy proposals relating to violence prevention. Working with legislative staff, the Commission reviews proposals to determine whether they offer a practical means of effecting a policy change supported by our research. We advise bill sponsors of the specific concerns we identify and explain our position based on our research findings. We welcome inquiries from legislative offices regarding the substance of our work and offer our assistance in designing legislative proposals within our areas of expertise.

B. Public Non-profit Corporation

The California Commission on Crime Control and Violence Prevention has limited tenure, due to expire in January, 1983. Given California's current fiscal strain, it is, of course, inappropriate to request a funding extension.

Consistent with our emphasis on private-sector and community involvement, the Commission is in the process of establishing a public non-profit corporation to carry on the work we have only begun. It will not be an extension of the Commission itself—Commission members will exercise no authority over it—but it will reflect the Commission's working philosophies and commitment to violence prevention.

The Corporation is being formed to raise private foundation funds for the development, production and marketing of educational programs designed to increase public understanding of the causes and encourage the prevention of violence. As currently conceptualized, educational

outreach efforts financed by the Corporation will have two major
components: a multi-media advertising campaign and a public
television documentary. If successful, the Corporation will branch
out into additional methods of education and, ultimately, may develop
and finance other prevention efforts.

V. APPENDICES

APPENDIX A

Assembly Bill 23 (1979, Vasconcellos)

Assembly Bill No. 23

CHAPTER 990

An act to add Title 9 (commencing with Section 14100) to Part 4 of the Penal Code, relating to causes of violence and crime.

[Approved by Governor September 22, 1979. Filed with Secretary of State September 22, 1979.]

LEGISLATIVE COUNSEL'S DIGEST

AB 23, Vasconcellos. Violence and crime: causes.

This bill would create the California Commission on Crime Control and Violence Prevention, would specify its composition and the areas of its study, would provide for the cessation of its existence on January 1, 1983, and would require it to submit a final report to the Legislature on or before that date.

This bill would require the commission to apply for federal funds and would encourage the California Council on Criminal Justice to provide financial assistance to the commission.

The people of the State of California do enact as follows:

SECTION 1. Title 9 (commencing with Section 14100) is added to Part 4 of the Penal Code, to read:

TITLE 9. CALIFORNIA COMMISSION ON CRIME CONTROL AND VIOLENCE PREVENTION

14100. The Legislature finds the following:

(a) The incidence of violent acts between and amongst our people continues to grow.

(b) Violence has become a central, social, and personal issue.

(c) Current methods are proving insufficient to prevent the occurrence of crime and violence in our society.

(d) Our criminal justice system (including criminal penalties and other methods of crime containment) presently established in law operates essentially after the perpetration of violence or after the buildup of the violent personality.

(e) The government is by itself unable to sufficiently prevent crime and violence, and active individual personal involvement of the citizenry of California is essential to this effort.

(f) It is incumbent upon all Californians, in order to enhance our chances for a safe society, to explore and discover what kinds of environments best enable humans to grow healthy, strong, and gentle, rather than violent.

The Legislature further finds the following:

(a) There is increasing research being undertaken to search out

the root causes of violence.

(b) Such research heretofore has been little, if at all, presented to the public and little, if at all, utilized in forming public policy.

(c) It is in our public interest to encourage, foster, and coordinate such research to bring it to more common public knowledge.

(d) A statewide citizens' effort, including public hearings, is the means most likely to accomplish these purposes.

The Legislature therefore intends:

(a) To establish, as a supplement to current efforts at crime control and violence prevention, a long-term preventive approach.

(b) To generate an effort to involve and inform the public of the latest research discoveries and developments in the field of the causes of crime and violence, so as to enable individuals to exercise more personal responsibility for crime control and violence prevention.

14101. (a) There is hereby created in the Governor's office the California Commission on Crime Control and Violence Prevention for the purpose of studying the root causes of violence in our society.

(b) The commission shall:

(1) Identify, review, evaluate, coordinate, and encourage research and other available information relevant to its mission and the areas of study specified in Section 14102, except that the commission shall not directly engage in research activities.

(2) Sponsor and conduct public hearings, conferences and other efforts, collect and disseminate information, and issue periodic reports relating to its findings concerning the root causes of violent behavior.

(3) Make findings, conclusions, and recommendations applicable to its relevant areas of study, as specified in Section 14102, that will assist in the prevention and detection of the root causes of violent behavior. Any such recommendation shall contain a discussion of the immediate and long-term possible impacts of each area of study, as well as specific proposals for immediate implementation, especially looking toward the development of a broader and deeper public awareness of the root causes of, and possible solutions for, crime and violence, and hopefully leading to voluntary, more responsible personal preventative action (rather than governmental mandate), but also including, but not limited to, possible legislation, departmental regulations, funding for research, and other matters of state policy and administration.

(4) Develop a program or a series of programs for immediate and long-term implementation individually and personally by the people of California that will impact upon the root causes and the incidence of violent activities. Such programs shall focus upon preventing the development of the causes of violence and the rehabilitation of individuals, and shall contain recommendations for the effective dissemination and implementation of such programs in the major social, political, economic, and geographic centers of our state,

including but not limited to, the home, the schools, and the work place.

(5) Render advice and information, as requested, to the state and municipal governments, and in response to inquiries by the public.

(6) Annually report its progress to the Legislature by January 15, 1981, and January 15, 1982, and submit its findings and recommendations in a final report to the Legislature on or before January 15, 1983.

(7) Apply to the federal government or any agency thereof, and to any other source or agency, whether public or private, for a gift or grant of funds, up to five hundred thousand dollars ($500,000), for any of the purposes of this title.

(c) The commission shall consist of 25 members, who shall be broadly reflective of the general public, including ethnic minorities, women, and persons from varying economic levels, and who shall consult with the Attorney General, the Director of Social Services, and the Superintendent of Public Instruction.

The membership of the commission shall include the Attorney General or a designee, the Secretary of the Health and Welfare Agency or a designee, and the Superintendent of Public Instruction, or a designee. In addition, the Attorney General shall appoint one other citizen member. Three citizen members shall be appointed by each of the following: the Senate Rules Committee, the Speaker of the Assembly, and the Judicial Council. The League of California Cities and the County Supervisors Association of California shall each provide a list of five names to the Governor, who shall appoint two commission members from each list. In addition, the Governor shall appoint eight more commission members. Each appointing authority shall make the required appointments within 30 days of the effective date of this title.

In the event of a resignation, the inability of a member to continue service, or other vacancy, a new member shall be appointed to the commission by the original appointing authority in accordance with the requirements applicable to an original appointment.

The commission shall elect its chairperson and shall hire an executive director who shall employ such staff as is appropriate. The commission may delegate to an executive committee comprised of its members the responsibility of overseeing the operations of the commission. Such delegation, however, shall not release a commission member from the obligations imposed by this title. Office facilities and other in-kind services shall be provided by the Health and Welfare Agency.

In making appointments to the commission, each appointing authority shall be responsible for appointing persons from different backgrounds, abilities, interests, and opinions to create a balanced commission, reflective of the areas to be studied by the commission. At least one, but no more than five, persons shall be appointed from each of the following: social science, law enforcement, mental health,

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education, religion, business, labor, a street level law enforcement officer with at least five years' experience, a victim of a crime, a member of the legal profession, and an ex-convict.

The Governor or a designee shall call the first meeting of the commission within 45 days of the effective date of this title.

Commissioners shall be reimbursed for their travel and per diem expenses.

The commission shall expire January 1, 1983.

14102. The commission shall study the root causes of violent behavior in our society.

The areas of study of the commission shall include, but shall not be limited to, the following:

(a) The birthing process.
(b) The parenting process.
(c) Nutrition.
(d) Significance of tactile development.
(e) Healthy emotional development.
(f) Healthy bodily development.
(g) Self-esteem.
(h) Healthy sexual development.
(i) The effects of television.
(j) Powerlessness.
(k) Poverty.
(l) Prejudice.
(m) Social and economic environment.

SEC. 2. The California Council on Criminal Justice is encouraged to make funds available to the commission from the state share of federal dollars under its control to carry out the purposes of this title.

O

APPENDIX B

Violence in American Life Conference
co-sponsored by the Robert M. Hutchins Center
for the Study of Democratic Institutions

The Hutchins Center *for the Study of Democratic Institutions*

"Violence in American Life"
Conference
Co-sponsored by the Robert M. Hutchins Center
for the Study of Democratic Institutions
June 24-26, 1981

Session Agenda

Thursday, June 25

10:00a.m. - 12:30p.m.
SESSION I - CHILD ABUSE AND NEGLECT
A. Statement of the Problem
B. Discussion
1. What are the probable causes of this type of violence? How
are these causes related to each other?
2. What are the relations between this type of violence and
others?
3. What should be done about the problem? What can be done?
a. family
b. schools
c. community (e.g. local government, social service programs)
d. criminal justice system (police, courts, corrections)
e. State government (e.g. legislation, regulation, broad social policy)
C. Overview and tentative conclusions

2:30p.m. - 5:00 p.m.
SESSION IIA - SEXUAL AND NON-SEXUAL ASSAULT
(Same format as in Session I)

SESSION IIB - JUVENILE DELINQUENCY
(Same format as in Session I)

Friday, June 26

10:00a.m. - 12:30p.m.
SESSION IIIA - THE POLITICS OF SOCIAL REFORM
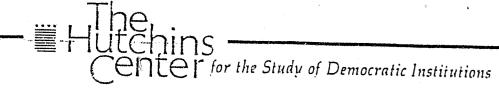A. Statement of the problem
B. Discussion
1. What are the difficulties of translating, into public policy, research
findings concerning the causes of violence?
2. Why are the recommendations of State and National commissions often
ignored by policy planners and legislative bodies?
3. What can the Commission do to encourage the implementation of its
findings?

SESSION IIIB - FINAL CONCLUSIONS AND FUTURE DIRECTIONS
A. An attempt to forge a concensus of issue priorities
B. Plan of Action

The Hutchins Center *for the Study of Democratic Institutions*

VIOLENCE IN AMERICAN LIFE CONFERENCE
June 24-26, 1981
The Hutchins Center
Santa Barbara

PARTICIPANTS

Participants included Commission members and the following invited guests:

Albert Bandura
Professor of Psychology
Stanford University

Gayle Binion, Director
Program in Law and Society
Assistant Professor of Political Science
University of California, Santa Barbara

Richard Berk
Professor of Sociology
University of California, Santa Barbara

Walter H. Capps, Director
The Hutchins Center
Professor of Religious Studies
University of California, Santa Barbara

Michael Crandell
Executive Editor, THE CENTER MAGAZINE
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Donald R. Cressey
Professor of Sociology
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Douglas R. Cunningham
Executive Director
State Office of Criminal Justice Planning

Bernard Diamond
Professor Emeritus of Law
Boalt Hall
University of California, Berkeley

Troy Duster
Professor of Sociology
University of California, Berkeley

Richard Farson
President
Western Behavioral Science Institute

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California State Court of Appeal
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Herbert Fingarette
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Attorney-at-Law
Professor of History
California State University, Dominguez Hills

John Maher
Director
Delancy Street Foundation
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Michael Marcus
Assistant Deputy District Attorney
Los Angeles County
(conference co-facilitator)

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James Short
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The Robert Maynard Hutchins Center for the Study of Democratic Institutions in association with The University of California at Santa Barbara

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APPENDIX C

Community Solutions to Crime and Violence
Conference, Santa Barbara

A Search for Community Solutions to Crime and Violence

A one-day countywide conference focusing on what we can do in our community and neighborhoods by working together.

When:
Monday, November 23, 8:30am-3:30pm

How Much:
$5.00 fee for registration materials and box lunch

Where:
La Colina Junior High School, 4025 Foothill Road, Santa Barbara (Exit State Street or Highway 154 from Highway 101 north to Foothill)

Why a Conference on Crime and Violence?
To reawaken our sense of the community's need and ability to work together for:
- short range actions to deal with crime control
- long range programs to deal with root causes of crime

Will it Make a Difference?
Yes, if all parts of our community
- can agree on some specific short range and long range actions
- can commit themselves to working on solutions after the conference

Who Should Come?
Everyone

"World peace and understanding among men must begin in men's hearts; neighbor must understand neighbor, and people must learn to live together in neighborhoods and cities before nation can understand nation and a world can live in peace.

To this end, people must be provided the opportunity at a grass roots level to learn to understand one another's problems, to work together, and to find the means to improve themselves and their cities."

THE CHARLES STEWART MOTT FOUNDATION

AGENDA

8:30 - 9:00 Registration. Coffee and Rolls.

9:00 - 9:05 Goals of the Conference
Moderator: Dr. John Kay, Santa Barbara City College

9:05 - 9:45 Three Contrasting Views of Crime & Violence Prevention in Santa Barbara County

9:45 - 10:30 State Commission on Crime and Violence: A Report on the Commission's Efforts to Discover the Root Causes of Crime and Violence
Stan Roden, District Attorney, Santa Barbara County, Chair of Commission
Judge Jack Newman, Superior Court, Los Angeles, Member of Commission
Del Martin, Author/Women's Issues, Member of Commission

BREAK

10:45 - 11:15 Meeting Today's Need for Safety and Security
Senator Ed Davis, Los Angeles

11:15 - 11:45 Preventing Crime and Violence in the Future
Assemblyman John Vasconcellos, San Jose

11:45 - 12:15 Delancey Street: An Innovative Community Approach
John Maher, Co-President, Delancey Street, A Self-Help Program

12:30 - 3:00 Box Lunch and Workshops
In workshops listed below, resource persons will assist participants in identifying how we can act locally to reduce crime and begin to deal with the causes of violence.

A. Childhood Influences
B. Adolescent Influences
C. Poverty's Influences
D. Victims of Violence
E. Alcohol and Drug Abuse
F. Neighborhood/Business Prevention Programs
G. Arrest-Prosecution-Sentencing
H. Imprisonment and Alternatives

3:00 - 3:30 Workshop Reports and Next Steps

Conference coordinated by the Center for Community Education
and Citizen Participation
Santa Barbara County Schools
and co-sponsored by

Afro-American Community Services
Allan Hancock College
Allied Protective and Improvement Association
American Association of Retired Persons — Santa Barbara
American Association of University Women — Goleta, Santa Barbara
American Businesswomans Association — Lompoc
American Civil Liberties Union
American Society of Industrial Security
Area Agency on Aging
Area Pastoral Council
Bar Association
Beach Area Motel Association
Better Business Bureau
Board of Realtors, Santa Barbara
Boys Club — Lompoc Valley, United Boys' Clubs of Greater Santa Barbara
Business and Professional Women's Club, Santa Maria
CALM
California Retired Teachers Association, Santa Barbara Division
Campfire — Lompoc, Santa Barbara, Santa Maria
Carpinteria Senior Citizens, Inc.
Catholic Social Services, Santa Barbara County
Center for Law Related Education
Chamber of Commerce — Carpinteria Valley, Goleta, Lompoc, Santa Barbara, Santa Barbara Hispanic Mexican American, Solvang
Church Women United
Citizens Planning Association
City of Carpinteria
City of Santa Barbara
City of Santa Maria
Community Action Commission of Santa Barbara County
Community Services Coordinating Council of Santa Maria
County of Santa Barbara
Delinquency Prevention Commission
Democratic Central Committee of Santa Barbara County
Democratic Women of Santa Barbara
District Attorney's Advisory Committee, North & South County
Downtown Organization
Filipino American Club, Inc. — Lompoc
Filipino Community Organization — Santa Barbara
Girl Scouts
Girls Club - Goleta Valley, Lompoc, Santa Barbara
Gray Panthers
Greater Eastside Merchants
Isla Vista Human Relations Center

Jaycees — Santa Barbara, Solvang
Junior League of Santa Barbara
Juvenile Justice Commission
Klein Bottle/Social Advocates for Youth
League of Women Voters — Santa Barbara, Santa Maria
Libertarian Party
Lions Club — Lompoc, Orcutt, Santa Maria Night
Lompoc YMCA Fitness Center
Mental Health Association — Lompoc, Santa Barbara
Ministerial Alliance
Municipal Advisory Council — Goleta Valley
NAACP — Lompoc, Santa Maria
National Council on Alcoholism
Neighborhood Planning Council — Laguna, Lower Westside, Westside
Network
Old Town Merchants Association
Open Road/Citizen's Policy Center
Optimists — Goleta, Northside Santa Barbara, Santa Barbara
PTA, District 15, Santa Barbara County
RSVP
Rape Crisis Center, Santa Maria Valley
Rotary Club — Carpinteria, Goleta, Lompoc, Montecito, Santa Barbara, Vandenberg Village
Santa Barbara Citizens' Council on Crime
Santa Barbara City College
Santa Barbara County Federation of Republican Women
Santa Barbara County Schools
Santa Barbara Family Care Center
Santa Barbara Industrial Association
Santa Barbara Personnel Association
Santa Barbara School & High School Districts
Santa Maria Women's Network
Santa Maria Valley Chamber of Commerce
Soroptimists — Santa Barbara
South Coast Business Network
South Coast Coordinating Council
Taxpayers Association of Santa Barbara County
UFCW (United Food: Commercial Workers) Local #899
University Religious Conference
Westmont College
Winchester Canyon Gun Club
Women's Club — Carpinteria, Lompoc Community, Santa Barbara
YMCA — Montecito, Santa Barbara, Santa Maria Valley
Youth Services System
Zonta

This citizen participation conference was made possible by a grant from the Charles Stewart Mott Foundation.

A MAN
WISHING TO
PLANT A TREE IN
HIS YARD WAS
ADVISED
AGAINST THE
IDEA BY HIS
GARDENER. THE
TREE WOULD
TAKE A
HUNDRED
YEARS TO BEAR
FRUIT, SAID THE
GARDENER.

"IN THAT CASE,"
SAID THE MAN,
"WE HAD BETTER
BEGIN
IMMEDIATELY."

—John F. Kennedy

END