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EMERGING CRIMINAL JUSTICE ISSUES: AIDS AND THE CRIMINAL JUSTICE SYSTEM

To many of the nation's criminal justice practitioners, Acquired Immune Deficiency Syndrome (AIDS) evokes a great deal of fear. The stakes are especially high for criminal justice personnel because AIDS high-risk groups—intravenous (IV) drug users and homosexual/bisexual men — are overrepresented among both suspects and offenders, the very people with whom law enforcers, probation and parole officers and correctional institutions staff work on a daily basis.

These fears, and what is being done to both prevent and respond to such anxiety among law enforcement and correctional personnel, is the subject of this article.

Definitions

Currently, the medical community has identified three types of AIDS and AIDS-related diseases. (1) *AIDS*, the most deadly of the three, is caused by a virus known as Human Immunodeficiency Virus, or HIV. (2) *HIV infection* occurs when HIV antibodies are discovered; an individual has been infected with the virus at some time, but has not, and may not, develop AIDS. (3) *AIDS-Related Complex (ARC)* is found in patients who are infected with HIV and have some of the symptoms of HIV infection.

Nationwide Scope of the Problem

From late 1979 through May 1987, physicians and health department officials from every state, the District of Columbia and three U.S. territories notified the Centers for Disease Control of approximately 36,000 AIDS cases which resulted in approximately 20,000 deaths. The Public Health Service further estimates another 1-1.5 million asymptomatic HIV infected individuals. Over half (52%) of the total AIDS cases have been located in New York and California; New Jersey, Florida and Texas account for an additional 19% of all cases.

Because criminal justice personnel regularly work with high-risk groups, they are particularly vulnerable to the AIDS epidemic. While all components of the criminal justice system are learning to deal with pertinent AIDS issues, the research community

has primarily examined the two specific components of the system discussed in this brief analysis — law enforcement and corrections.

AIDS and the Law Enforcement Community

The Police Executive Research Forum (PERF) recently conducted a study of 35 law enforcement agencies from across the nation in which 33 of the departments "expressed some concern related to AIDS." Recognizing the need for America's law enforcement officers to understand the issues regarding AIDS and receive some preliminary guidelines for dealing with the problem, the National Institute of Justice (NIJ) sponsored an instructive study entitled Aids and the Law Enforcement Officer: Concerns and Policy Responses. (Hammett, June 1987.) The report stresses that in order to deal effectively with the growing AIDS crisis, law enforcement must address several

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operational issues, receive carefully designed and timely training and education, and understand the complex legal and labor relations issues that may arise in relation to AIDS. Several recommendations are offered under each of these three categories.

Operational Issues. Operational recommendations address AIDS-related concerns about contact with individuals known or suspected to be infected with AIDS.

1. Provide education and training on AIDS for law enforcement officers and other staff.
2. Issue specific AIDS policies and procedures, or revise existing communicable disease policies to address AIDS issues.
3. Educate officers on the low risk of HIV infection associated with assaults, human bites and other disruptive behavior by subjects but recommend reasonable precautions.
4. Counsel caution and use of gloves in searches and evidence handling, but educate on the low risk of infection.
5. Use masks or airways for CPR, but educate on the low risk of infection.
6. Follow infection control procedures for first aid.
7. Ensure that no staff touch bodies of deceased individuals unless authorized or necessary.
8. Provide clear education on the fact that HIV infection is not transmitted by any form of casual contact.
9. Coordinate educational efforts with public health departments, hospitals, emergency medical services, fire departments, community-based AIDS action groups and gay/lesbian organizations.

Training and Education. The "cornerstone" of any effective law enforcement agency response must be training and education which contain the following key elements:

1. Involve staff in the development of training programs and training materials.
2. Training should be timely.
3. Training should be presented frequently.
4. Live training (e.g., lectures, seminars, discussions) is the most effective format if trainers are highly knowledgeable.
5. Training should be keyed to specific law enforcement issues and situations.
6. Training should avoid the extremes of alarmism and complacency.
7. Recognize the role of law enforcement officers as AIDS educators in the community.

Legal and Labor Relations Issues. Several key concerns have already been raised by law enforcement agencies which suggest the following types of actions:

1. Establish formal procedures for the timely reporting of incidents in which transmission of HIV infection may have occurred.
2. Develop policies on HIV antibody testing.

The National Sheriffs' Association (NSA) Sponsors "The AIDS Crisis: Improving the Public Safety Officer's Response"

May 23-24, 1988 marks the date for the NSA's San Francisco workshop designed for law enforcement, correctional and private security officers; fire and rescue workers; courtroom officers and all other public safety officers who, in the performance of their duties, have potential contact with AIDS-infected persons on a daily basis. For more information, contact Bill Petersen, NSA Headquarters, (703) 836-7827.

3. Consider potential liability claims against the department (as distinct from worker's compensation claims) arising from job-related HIV infection.
4. Emphasize the officers' obligation to perform duties involving HIV-infected individuals.
5. Consider the department's potential responsibility for preventing HIV transmission by its treatment of potential carriers of the virus.
6. Consider the department's responsibility to prevent HIV transmission among prisoners.

AIDS and the Correctional System

To date, three studies have examined the nationwide incidence of AIDS in correctional settings. The most comprehensive studies, developed by the National Institute of Justice (NIJ) and the American Correctional Association (ACA), analyzed results of a questionnaire mailed to all 50 state correctional departments, the federal Bureau of Prisons (BOP), and 37 large city and county jail systems. (Hammett, April 1986 and Hammett, April 1987.)

In the initial study (Hammett, 1986), the 58 responding federal, state, and local correctional systems provided data for the period November 1985 through January 1986. The second follow-up study, however, includes the most recent statistics for the period between November 1985 and October 1986. The 58 respondents reported a cumulative total of 1,232 AIDS cases among inmates. Thirty-one state and federal systems reported 784 cases, representing a 72% increase over the previous reporting period; 463 inmates died while in custody. Twenty-seven city and county jail systems reported 448 cases, representing an increase of 44% over the previous reporting period; 66 died while in custody.

Within the 1986 study, a cumulative total of eight AIDS cases among current or former

correctional staff was reported; seven had known AIDS risk factors and none of the staff members reported involvement with an inmate in which transmission may have occurred. The follow-up study (Hammett, April 1987) also noted no cases of AIDS among correctional staff attributable to contact with inmates.

The third study, conducted by the National Prison Project (NPP) between September and November 1985, found figures compatible with the initial NIJ/ACA project: of the 48 written and verbal responses from state correctional departments, 420 AIDS cases were reported. (Vaid, 1985.)

Demographic Profile of Inmate Victims. Currently, no national profile of the inmate AIDS victim has been developed. Both NIJ/ACA studies theorized that "all prison AIDS cases are thought to be related to intravenous drug abuse or sexual activity." Three useful studies about inmate AIDS cases in New York, New Jersey and California provide a demographic picture of victims in those states.

The first study examined 16 AIDS-infected inmates in New Jersey and New York (Centers for Disease Control, January 1983.) Of the ten New York patients reported between November 1981 and October 1982, four were black, two were Hispanic, and four were white males ranging from 23 to 38 years of age who stated they were heterosexual before imprisonment; nine were regular users of intravenous drugs prior to prison commitment and one had homosexual contacts since confinement. Of the six New Jersey cases reported since June 1981, three were black and three were white males ranging from 26 to 41 years of age, all of whom had histories of chronic IV drug abuse.

The second study, in which inmate mortalities were compiled by the New York State Commission of Correction between 1981 and 1985, examined 203 reported AIDS inmate deaths in New York State facilities and county

jails. (Gaunay and Gido, March 1986.) The authors found that a typical victim "was an Hispanic or black single, heterosexual male, 34 years of age, with a history of intravenous drug abuse prior to incarceration. He was born in New York City's metropolitan area...and was likely to have been convicted of robbery, burglary or drug-related offenses, and been in the system an average of 21.7 months prior to death." The third study, conducted during 1984-1986 by the California Department of Corrections (CDC), found that the typical AIDS inmate was "33 years old, black or white, heterosexual male with a history of IV drug abuse. He is likely to have been convicted of robbery, burglary or other property crimes to obtain money for drug related activities and be committed from Southern California." (CDC, January 1987.)

Correctional Management Issues. Clearly, AIDS represents a challenge to our nation's correctional staff who face a series of unique management problems: safely handling larger concentrations of high-risk group members than those existing in the population at large; balancing medical advice and guidelines designed for the outside community with the special circumstances required in correctional institutions; and determining whether corrections should bear the responsibility for disclosing information that is not disclosed in the community at large. The few studies dealing with these difficult problems identify at least two specific management issues: *prevention* of AIDS transmission within the institutional setting by providing staff and inmate education and training, as well as inmate screening procedures; and *intervention* by providing appropriate housing and cost-effective health care for AIDS-infected inmates, as well as after-care policies for such inmates.

Prevention. Preventing the spread of AIDS is one of the greatest concerns for correctional officials today. A current prevention-related debate centers around whether most AIDS cases are brought into the correctional environment upon inmate entry, or whether AIDS is actually transmitted within the institutional setting. To date, Maryland is the only state that has examined the extent of AIDS transmission

within correctional facilities. (Maryland Division of Correction, 1985.) This analysis revealed that 7% of the 748 males and 15% of the 39 females who were tested at intake in two institutions were HIV diagnosed.

Three conclusions are of particular relevance: the higher rate of female versus male HIV infection was due to a higher prevalence of female IV drug abuse; the low percentage of inmates who appeared to contract AIDS while in prison suggested very low transmission rates in the Maryland system; and the Maryland study results were not applicable to other prison and jail systems. Reinforcing the notion of low transmission rates were the majority of respondents in both NIJ/ACA studies who believed, but supplied no supportive data, that AIDS is brought into the institution in the vast majority of cases.

Presently, the best prevention procedures continue to be education and training, as well as adequate screening procedures. Education and training appear to be the primary prevention methods used in most correctional systems. The second NIJ/ACA study found 86% of the responding systems provide education to inmates and 96% provide programs for staff. Only ten systems reported no AIDS educational program for inmates and only three had no staff program. Both NIJ/ACA studies emphasized the need for live training — lectures, seminars, and discussion groups — conducted by medical and correctional teams for inmates and staff.

Screening for AIDS has raised an emotionally-charged question: should prisons mass screen all inmates, or all new inmates, although such steps are not permitted in the community at large? In June 1987, the BOP began testing all

AIDS Hotlines

National Gay Task Force (800/221-7044)
No. California AIDS Hotline (800/367-AIDS)
So. California AIDS Hotline (800/922-AIDS)
U.S. Public Health Service (800/324-AIDS)

offenders for AIDS upon entrance into prison and 30 to 60 days before release on parole. Currently, only three state systems have implemented a mass screening program for all inmates: Colorado, Nevada and South Dakota. In 1986, two states — Missouri and Iowa — discontinued mass screening as they found it unnecessary after an initial screening attempt. Most systems do test under certain situations — when testing is clinically indicated, in response to particular incidents and when members of high-risk groups enter the institution. None of the responding city or county correctional institutions have instituted or plan to establish a mass screening program for inmates.

Intervention. After an AIDS case is discovered in the correctional setting, the managerial options for intervention become extremely important. Should such inmates be maintained in the general population, returned to the general population only while in remission, administratively segregated in a separate unit or in single-cell housing, or hospitalized? What sort of health care and policies need to be adopted to prevent further spread? Should aftercare of any kind be provided for the AIDS-infected inmate upon release from prison?

Housing inmates with AIDS, HIV infection and ARC has created a great deal of correctional controversy. The Centers for Disease Control guidelines recommend no special housing arrangements for AIDS patients except under certain clearly defined medical circumstances that require protecting the patient from infection rather than protecting other inmates from infection. Of the state/federal system respondents in the 1987 NIJ/ACA study, only 12% did not segregate any of the three types of AIDS victims; only 27% of the city/county jail systems segregated any AIDS victims. Both figures represent changes from the initial 1986 study, indicating a slight shift away from segregation policies, especially for inmates with ARC and HIV infection.

Health care guidelines have been promoted by the Centers for Disease Control for clinical and laboratory staff working with AIDS patients, inmates included. The initial NIJ/ACA survey

found 35% of state/federal and 52% of city/county systems make protective clothing and equipment available to staff when working with or transporting inmates with AIDS or when restraining AIDS-infected inmates who become aggressive or violent. About 40% of state/federal and 60% of city/county systems have developed special procedures to minimize the risk of transmitting the HIV infection during first aid or CPR.

The 1986 NIJ/ACA report also found every respondent placed inmates with confirmed diagnoses of AIDS in a hospital or infirmary setting during periods when the patient was seriously ill. The type of treatment settings and duration of hospitalization varies substantially: New Jersey places all AIDS-infected inmates in community hospitals; CDC and the BOP place them in correctional medical facilities; and New York State uses a combination of the two treatment alternatives.

The cost of such treatment is becoming increasingly problematic. The initial NIJ/ACA study concluded that correctional systems "can plan on spending anywhere from \$40,000 to over \$600,000 for hospitalization and associated medical costs of caring for each inmate with AIDS." Ancillary services such as counseling, possible legal costs, increased insurance and funeral expenses also must be added to the final cost breakdown.

Aftercare presents yet another intervention issue as correctional systems are unclear about the duration of their responsibility for inmate care. The 1986 NIJ/ACA report suggested such responsibilities are "probably limited to locating the appropriate service (hospice care, hospitalization, outpatient care, counseling and other support services) and making the appropriate referrals for the former inmate, and should not include actual provision or financing of such services."

Legal Issues. We are just now beginning to understand some of the many legal complications that can arise from AIDS in our correctional institutions. One has been briefly discussed above — the constitutionality of mass screening of inmates for the AIDS virus. At this writing, at

least three other important legal issues have arisen: the correctional system's failure to protect others from AIDS; the interpretation of equal protection under the law in regard to AIDS inmates; and the legal considerations regarding confidentiality in deciding who should receive AIDS test results and who should be notified upon diagnosis.

Failure to Protect. The Eighth Amendment has been interpreted to guarantee inmates a safe, decent and humane environment. By mid-1986, several suits had been filed charging the correctional system failed to protect inmates from AIDS. In New York, a group of healthy inmates sought injunctive relief from the Downstate Correctional Facility whose policies, the inmates alleged, provided inadequate protection against AIDS transmission. The court held that the facility's segregation precautions and policies provided adequate protection. (*La Rocca v. Dalsheim*, 120 Misc 2d 697 (NY 1983).) A North Carolina case successfully argued that the correctional department require mass screening of inmates for HIV antibodies and the termination of shared kitchen utensils, toilet facilities, clothing and bed linen with infected inmates. (*Wiedmon v. Rogers* (U.S.D.C., E.D., North Carolina, No. C-85-116-G).)

In three pending cases in Oregon and one pending case in Florida, inmates have filed suits demanding HIV mass screening and isolation of those with the HIV infection. (*Herring v. Keeney* (U.S.D.C. Oregon, filed September 17, 1985); *Sheppard v. Keeney* (U.S.D.C. Oregon, filed October 7, 1985); *Malport v. Keeney* (U.S.D.C. Oregon, filed October 11, 1985); and *Potter v. Wainwright* (U.S.D.C. Middle Distr. Florida, No. 85-1616-CIV-T15).) A pending Arizona suit seeks damages for "severe emotional distress" encountered while housed in the same unit with ARC inmates. (*Piatt v. Ricketts* (U.S.D.C. Arizona No. CIV-85-538-PHX).)

Several pending Florida cases demand that homosexuals no longer be allowed to work in prison food service and that inmates be protected against homosexuals spreading HIV infection through assaultive and consensual sexual acts.

(*Stalling v. Cave* (2nd Circuit, De Leon County); *McCallum v. Staggers* (5th Circuit, Lake County, No. 85-1338-CAOI); *Bailey v. Wainwright* (8th Circuit, Baker County); *Lloyd v. Wainwright* (2nd Circuit, De Leon County, No. 86-3144).) A pending Pennsylvania case alleges wanton neglect and life endangerment because the inmate was placed with ARC and AIDS patients. (*Fergley v. Falconer* (Huntington County, PA Court).)

Equal Protection. Several suits have been filed in which AIDS-infected inmates allege that the conditions of their confinement violate equal protection standards and/or constitute cruel and unusual punishment. A New York case claimed segregation unconstitutionally fostered depression and deterioration of the inmates' medical condition, thus comprising cruel and unusual punishment and denying them equal protection of the law. (*Cordero v. Coughlin*, 607 F Supp 9 U.S.D.C., (S.D.N.Y., 1984).) The court upheld the New York Department of Correctional Services' policy of medically segregating AIDS infected inmates. An Oklahoma case reiterated this position, declaring that segregation policies furthered legitimate correctional objectives. (U.S.D.C., N.D. Oklahoma, No. 85-C-820-C.)

Confidentiality. Does the inmate's right to keep medical information confidential have precedence over the correctional system's legal and moral responsibility to protect its staff and other inmates? The NIJ/ACA study found that two-thirds of the state/federal systems and 91% of the responding city/county systems had general or specific wide-ranging confidentiality policies about who should receive HIV antibody test results and who should be notified regarding diagnoses of AIDS and ARC. California and Wisconsin do not allow release of results to anyone but the subject being tested. Louisiana requires correctional authorities be notified of antibody test results but prohibits notifying the inmate. Connecticut requires notification of institutional heads and correctional staff for certain infectious diseases, including AIDS, ARC and HIV infection. Michigan's law requires notifying the correctional officers's union of AIDS-infected inmates housed in an institution. In Massachusetts, medical staff have routine access to all

inmate medical records, and the Commissioner of the Department of Correction as well as the superintendent of the inmate's institution have such access on a "need to know" basis. Thirty-one percent of the state/federal and 27% of the city/county respondents in the NIJ/ACA study routinely notify public health departments when an inmate is diagnosed with AIDS or ARC or when such an inmate is released.

AIDS and California's Correctional System.

Since mid-1983, CDC policy requires every AIDS, ARC and HIV case be transferred to the 150-bed unit at the California Medical Facility (CMF) at Vacaville. Acutely ill patients are taken to a special ward at the North Bay Medical Center in Fairfield or are transferred to the AIDS facility at San Francisco General Hospital. But just how serious is the AIDS problem in California's correctional facilities? To date, the CDC has only analyzed the problem within the state prison system; no studies have been conducted for the state's jails. The recent CDC study on AIDS, ARC and HIV-infected inmates reported between January 1984 and December 1986 provides excellent demographic information upon which future policies and decisions can be made.

AIDS: Forty-one inmates had AIDS during the study period, representing a rate of one case for every 1,086 inmates in the system. The AIDS inmates were overwhelmingly male (97.8%), almost as likely to be black (43.9%) as white (41.4%), and were generally between 26 and 36 years of age (60%). The majority had a history of IV drug abuse (60.2%) and a substantial number admitted to engaging in homosexual or bisexual activity (48.7%)

ARC: Sixty-four inmates had ARC during the study period, representing a rate of one case for every 695 inmates. The ARC inmates were all male, almost as likely to be black (47%) as white (42%), and were generally between 20 and 31 years of age (57%). The majority had a history of

AIDS Training and Educational Video Resources

AIDS: Key Facts for Correctional Staff and AIDS: Key Facts for Inmates both include a brochure, poster and leader's guide. Contact American Correctional Association, 4351 Hartwick Road, College Park, MD 20740 (301/699-7675).

AIDS: Plague of the Eighties describes the history and symptoms of AIDS, discusses the best way to prevent transmission, and explains U.S. Public Health Service guidelines. Contact Syndistar, Inc., Dept. LET, 648 Hickory Avenue, New Orleans, LA 70123 (504/737-4486).

The AIDS Symposium and The Vascular Neck Restraint System provide up-to-date information for law enforcement officers who handle AIDS-affected persons and for law enforcement agencies concerned about legal liability and moral responsibilities regarding AIDS. The first video addresses the known facts about AIDS, stressing specific information relevant to law enforcement, corrections, hospital and corporate security personnel. The second video demonstrates how the vascular neck restraint system can be used to handle violent confrontations with AIDS victims during street and custodial situations. Contact Survival Associates, Post Office Box 403, Short Hills, NJ 07078 (201/677-9777).

AIDS: A Bad Way To Die, produced by New York prison inmates, interviews victims in Sing Sing's AIDS unit who warn others to avoid behavior that generates the disease. For a free copy, send a blank VHS cassette with a self-addressed mailer to Charles Hernandez, Superintendent, Taconic Correctional Facility, 250 Harris Road, Bedford Hills, NY 10507 (914/241-3010).

Beyond Fear, three 20-minute videocassettes produced by the American Red Cross, discuss how the virus is transmitted, how it affects the individual and community concerns about AIDS. Contact the American Red Cross, AIDS Public Education Program, Washington, D.C. 20006 (202/639-3223).

abuse (62%), and a noticable number admitted to engaging in homosexual or bisexual activity (34%).

HIV: Twenty-nine inmates were HIV infected during the study period, representing a rate of one case for every 1,535 inmates. The HIV infected inmates were all male, almost as likely to be Black (41%) as White (45%), and were generally between 20 and 31 years of age (52%). The majority had a history of IV drug abuse (62%) and a substantial number admitted to engaging in homosexual or bisexual activity (48%).

AIDS Mortalities. The inmate mortalities were largely male (96%), primarily white (44% as compared with 32% black and 24%

Hispanic), and were 34.5 years old when they died. The vast majority had a history of IV drug abuse (84%) and many admitted to engaging in homosexual or bisexual activities (52%). The 25 inmate AIDS mortalities were committed from 8 of the 58 counties; 68% had been committed from Southern California, 28% from Northern California, and 4% from Central California. The average inmate mortality had committed a burglary or robbery in the Southern California region, had not been previously committed to CDC, spent an average of two years in the system prior to death and died after an average final hospital stay of 120 days.

Based upon this demographic data, CDC then projected the following number of new cases reported for 1987: 60 cases of AIDS, 95 cases of

Children of Female Inmates: Update

****Changes in Federal Law Affect Pregnant Inmates** — Effective January 1, 1987, PL 99-500 as amended by the U.S. Congress, affects staff and pregnant inmates in federal institutions in several ways. First, if the woman inmate chooses to have an abortion, she must pay for it with her own funds or through the assistance of community facilities. Second, the prison administrator is required to provide interested inmates with medical, religious and social counseling when making a decision about abortion. Third, when a child is born to a female prisoner, staff is required to work with community agencies to ensure the child is appropriately placed. Fourth, the prison administrator is required to admit child welfare workers into the prison to counsel inmates and discuss the child's placement options. Contact Hank Jacobs, Office of General Counsel, Bureau of Prisons, 320 First St., N.W., Washington, D.C. 20534 (202/272-6874).

****Suit Guarantees Regular Gynecological Care for Female Inmates in California Prisons** — A class-action suit filed in September 1985 by seven inmates of the California Institution for Women at Frontera charged that Frontera's 1,820 prisoners were being "deprived of adequate prenatal and postpartum medical care" which resulted in infant deaths, stillbirths, miscarriages and unnecessary hysterectomies. The settlement, reached in November 1986 and given final approval in April 1987, calls for every pregnant and new-mother prisoner to be seen regularly by a team which includes a gynecologist and nurse practitioners. Effective immediately, care in the California's womens prisons will follow guidelines established by the American Colleges of Obstetricians and Gynecologists.

****New Study on Female Offenders Addresses Correctional Child Care** — Robert R. Ross and Elizabeth A. Fabiano's new study, Female Offenders, Correctional Afterthoughts (Jefferson, N.C.: McFarland & Company, Inc., 1986), devotes a small but important section to reviewing correctional child care research. The authors offer several recommendations for correctional personnel: examining all implications of correctional agency provision, or lack thereof, of child care and parenting services; researching whether, and to what extent, the various service options influence the mother-child relationship and whether they have an impact on recidivism; assessing the offender's child care skills, the adequacy of alternative placements, and the reality of the individual's future plans; and asking "whether the criminal justice system, rather than providing programs, services, and facilities...might be wiser to keep the female offenders in the community with appropriate supervision, care and training."

ARC. 44 cases of HIV and 37 AIDS mortalities.

What do all these figures mean for California's correctional personnel? First, the projections for 1987 indicate that the current 150-bed unit at CMF will not accommodate all the system's stricken inmates. Without new or expanded facilities, California may be forced to reevaluate its policy of segregating all AIDS, ARC and HIV inmates from the general population. Second, the CDC report states the average total cost for inpatient care from the time of diagnosis until death ranges from \$50,000 to \$150,000, depending on the number of hospital days utilized. Additionally, if California is able to arrange AZT drug treatment for some inmates, such costs range between \$10,000 and \$12,000 a year per inmate. Absorbing these costs for a growing AIDS-infected inmate population must be addressed. Third, like other systems across the nation, California's correctional authorities have initiated intensive education programs for inmates and staff at most facilities. Regularly expanding and updating such efforts must be a systemwide priority if officials hope to arrest the spread of AIDS within their institutions.

Conclusions

Clearly, AIDS is becoming a problem for the nation's criminal justice system. Fortunately, as the NIJ report on AIDS-related law enforcement issues reminds us, "timely and rational policy choices, regular staff training keyed to specific law enforcement concerns, and careful consideration of possible legal liabilities can go far toward minimizing the effects of these problems on the delivery of police services to the public." (Hammett, June 1987.)

For correctional personnel, the 1987 NIJ report also reiterates the need for expanding and improving inmate and staff education and training programs, and "for careful attention to developing, evaluating, and refining policies regarding antibody testing, housing, medical care, and psycho-social services." (Hammett, April 1987).

Thus, while the prognosis for decreasing the incidence of AIDS in the criminal justice system remains grim, criminal justice practitioners have reason enough to be optimistic about how to handle the growing crisis — an abundance of policy options and models are already available for adaptation to the needs of law enforcement and correctional agencies across the nation.

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Organizational and Informational Resources

California AIDS Update
State Capitol, Room 205
Sacramento, CA 95814 (916/324-4364)

California Department of Health Services
Office of AIDS
P.O. Box 160145
Sacramento, CA 95816 (916/445-1102)

Centers for Disease Control
Department of Health and Human Services
AIDS Program, Center for Infectious Diseases
Atlanta, GA 30333 (404/329-3651)

Los Angeles AIDS Project
1362 Santa Monica Blvd.
Los Angeles, CA 90046 (213/871-AIDS)

National AIDS Network
729-8th Street, S.E., St. 300
Washington, D.C 20003
(202/546-2424)

National Institute of Justice
AIDS Clearinghouse
P.O. Box 6000
Rockville, MD 20850 (301/251-5500)

National Sheriffs Association
AIDS in Jails Project
1450 Duke St.
Alexandria, VA 22314
(703/836-7827)

San Francisco AIDS Foundation
333 Valencia St., 4th Floor
San Francisco, CA 94103
(415/863-2437)

US Public Health Service
AIDS Information
200 Independence Ave.
S.W., Room 725-H
Washington, D.C. 20201
(202/245-6867)

CRIME PREVENTION

New Information from the Research Community

****Corporate Childcare Programs Increasing** — The Council on Economic Priorities found that in 1985, about 2,500 U.S. corporations had child-care programs, compared to 110 existing in 1978. Of the day care options, on-site centers appeared to be the least preferable to most corporations, while several others are gaining popularity: flexible benefit programs allowing employees to choose from a range of day care possibilities; corporate contracts with private referral organizations that provide information to employees needing child care; parental leave policies; and public-private partnerships such as Massachusetts' coalition of state, local and business representatives which offers a variety of childcare programs (including a voucher system for welfare parents entering the state's employment and training program). The authors uncovered an unexpected corporate benefit of such programs, "by making sure they have a network of reliable child care, they often get involved with support for the local centers. The corporations become a kind of local advocate for child care in communities." (Source: Council on Economic Priorities, Rattling America's Corporate Conscience: A Social Score Card on 130 Major Companies. NY: Addison-Wesley, 1987.)

****Extent of Los Angeles Homeless Population Debated** — In February 1987, the Los Angeles City Community Redevelopment Agency (CRA) received the draft demographic analysis of the 50-block area comprising the city's skid row. The report noted two types of homeless: the "chronically homeless" who "literally and chronically have the use of non-conventional sleeping facilities;" and the "episodically homeless" who live a few days of each month in emergency shelters or on the streets because they cannot afford to spend every night in a hotel. After conducting a six-day canvass of the area during October 1986, the authors estimated between 11,000 and 12,000 people live on skid row: about 8,000 live in the 80 single room

occupancy hotels; about 2,100 live in shelters and missions; and about 700 to 1,000 live on the streets and are "chronically homeless." When compared with the homeless population of 1970, today's homeless are younger, dropping from the 40-60 age range to a 20-40 age range; are largely non-white, rising from 31% to more than 70%; and are comprised of an increasing number of women who make up about 20% of today's skid row population. At least two important findings for policymakers were included: the "dividing line" between chronically and episodically homeless people may be growing thinner as it becomes more difficult for residents to afford average monthly hotel room costs; and the crime rate for skid row residents is dangerously out of proportion with the rest of the city — citywide the annual crime rate is about 95 crimes per 1,000 people, while on skid row, the rate is about 500 per 1,000. (Source: Hamilton, Rabinovitz and Alschuler, Inc., A Social Services and Shelter Resource Inventory of the Los Angeles Skid Row Area. Los Angeles, CA: Community Redevelopment Agency, Draft 1987.)

Informational Highlights

****California's New Seat Belt Laws Appear to Be Working** — The California Highway Patrol reported in 1985 only 20% of California drivers and passengers in all vehicles wore seatbelts; but by the end of 1986, 46% were "buckling up." By 1986, 70% of freeway drivers, 50% of city drivers, and 30% of rural drivers used their seat belts and the number of traffic fatalities dropped by more than 5%. Encouraged by these findings, the National Safety Council's Los Angeles Chapter began a Buckle Up Club in which over 100 companies representing a quarter-of-a-million Los Angeles area workers donate films, literature and guidelines for setting up company programs that require on-the-job belt use. Contact The National Safety Council of Los Angeles, 616 S. Westmoreland Avenue, Los Angeles, CA 90005 (213/385-6461).

****Efforts to Decrease School Dropouts Have Failed** — During the February 1987 annual meeting of the American Association for the Advancement of Science, education experts reported nearly 40% of all students entering elementary school in the nation's largest cities will fail to complete 12 years of school; nationwide, about 25% will drop out. This rate has remained relatively stable in recent years and has not been affected by programs to bring dropouts back into school. Margaret D. LeCompte, a consultant to the Houston Public School System, explained that most dropout programs have four characteristics: segregation of potential dropouts from other students; strong vocational components; out-of-classroom learning; and individualized instruction. Such programs are ineffective because "they don't solve the economic and social problems that cause kids to drop out in the first place, and they don't solve school problems." Two possible solutions, according to LeCompte and other experts, are dropping vocational and remedial education in favor of education that emphasizes "thinking skills;" and providing economic and financial incentives to stay in school, such as the Boston Compact effort begun by Boston businesses and the I Have a Dream Foundation (*see the Fall 1987 issue of OCJP Research Update*). Contact the American Association for the Advancement of Science, 1333 H Street, N.W., Washington, D.C. 20005 (202/32606400) or the I Have A Dream Foundation, 31 West 34th Street, New York, NY 10001 (212/687-4741).

****"Kid-Ability!" developed by the Girls Club of Omaha** -- Since 1979, "Kid-Ability!" has served approximately 25,000 youth in Nebraska and Western Iowa. Based upon its success, "Kid-Ability!" received funding in 1985 from the U.S. Department of Health and Human Services (HHS) for training and replication. The program seeks to empower children aged 6-13 with the skills, attitudes, and behaviors essential for preventing victimization or exploitation through four main objectives: building self confidence in his/her ability to protect themselves; identifying potentially dangerous situations and learning how to avoid them; distinguishing between appropri-

ate and inappropriate touch and responding assertively to inappropriate touch; and learning who to ask for help and how to do so effectively. In 1986, the Girls Club of Omaha's "Kid-Ability!" training team conducted trainer workshops for 74 people from 54-youth-serving agencies in 26 states. The three-day workshop discusses program development and management, instructor roles and responsibilities, training parent/volunteer facilitators, gaining community involvement and support, fundraising, marketing, and promotion. Materials include a trainee's manual, a Children's Journal for child participants, a volunteer's guide and a parent-child workbook. Contact Mary Kay Hockabout, "Kid-Ability!", Girls Club of Omaha, 3706 Lake Street, Omaha, NB 68111 (402/457-6123).

****Links Between Adult Illiteracy and Crime Suggested** — Push Literacy Action Now (PLAN) claims there are as many as 60 million adult Americans who cannot read street signs or fill out a job application. Citing a survey commissioned by the U.S. Department of Education in which 3,600 people were interviewed during the summer and spring of 1986, PLAN explains that 5% of young American adults surveyed were illiterate and another 15% were semi-literate, even though 98% had completed the eighth grade. According to PLAN Director Mike Fox, the inability to read "causes poverty, crime unemployment, welfare dependency, and a loss of productivity for American business." His solution — teaching these people how to read by expanding the network of adult basic education and voluntary literacy programs that teach people how to read. In late 1986, the U.S. government created a mechanism to deal with this serious problem: the VISTA Literacy Corps is mobilizing financial and volunteer resources to promote partnerships and other state and local activities to combat illiteracy. Funds will be available to organizations devoted to improving literacy, and priority consideration will be given to those assisting underserved, low-income areas, high school dropouts and minority youth, and parents of disadvantaged children. Contact Schelly Reid, Special Assistant to the Director of VISTA for Literacy, ACTION, 806 Connecticut Avenue, N.W., Washington, D.C. 20525 (202/634-9445).

****U.S. Census Bureau Estimates Percentage of Latch-Key Children** — During 1984, the Census Bureau estimated 7% of America's 29 million children between ages 5 and 13 — a total of 2.1 million children — spent some time after school on their own. Most of those without adult care had mothers who worked full time. However, the Bureau noted that the time most children spend without adult care is likely to be brief; only one in ten children had no adult care for three hours or more. Additional findings estimated about 8% of elementary school children spent time without parental supervision before school, about 6% regularly spent time at night without parental supervision and white children were more likely than black children to have no adult care after school — 7% of blacks compared with 15% of whites. For further information, write the U.S. Department of Commerce, Bureau of the Census (Washington, D.C. 20233) for a copy of their 1986 report entitled, After-School Care of School-Age Children: December 1984.

New Resources

Neighborhood Mediation Assistance is addressed in two new resources. C.W. Moore's book, The Mediation Process-Practical Strategies for Resolving Conflict (San Francisco: Jossey-Bass, Inc., 1986) describes the mediation process; activities mediators need to help disputants reach agreement; conflicts such as landlord-tenant disputes, family problems, labor-management tension and home-school difficulties; guidelines for effective mediation; and a code of professional conduct for mediators. Daniel McGillis's, Community Dispute Resolution Programs and Public Policy, (Washington, D.C.: National Institute of Justice, 1986) discusses the types of cases handled and levels of community support/needs in community dispute resolution centers in 180 cities across the nation.

"How to Report Suspicious Activity", a brochure recently published by the American Association of Retired Persons (AARP), briefly describes 30 possible crime circumstances and

informs the reader what to expect when calling local law enforcement authorities. Single, free copies are available from AARP, 1909 K Street, N.W., Washington, D.C. 20049 (202/728-4363).

"Handle with Care", a 25-minute slide-tape discussion guide for training day care staff and educating parents about how a day care center operates is available from Reel to Reel Productions, P.O. Box 169, West Somerville, MA 02144 (617/666-8956).

Drivers 55 Plus: Testing Your Own Performance was created by the American Automobile Association (AAA) Foundation for Traffic Safety and Columbia University to help older drivers grade their own driving ability. Contact the California State Automobile Association, Traffic Safety Department, P.O. Box 11100, San Francisco, CA 94101 (415/565-2012).

"Research in Action", an 8-minute videotape, introduces community groups, researchers and students to three research projects sponsored by the National Institute of Justice: a study of the links between drugs and crime, an examination of the Minneapolis domestic violence program that arrests domestic violence offenders and a demonstration of community-based strategies in Houston and Newark to decrease the fear of crime in neighborhoods. Contact the National Criminal Justice Reference Service (NCJRS), Box 6000, Dept. F-ABD, Rockville, MD 20850 (800/851-3420).

What, Me Evaluate?, a new book from the National Crime Prevention Council (NCPC), is targeted for groups and individuals who need to know what their community crime prevention program accomplished. By providing practical guidelines to link program goals with evaluation strategies, outlining ways to avoid or overcome measurement problems and suggesting ways to conduct an evaluation with limited budget and staff, the book is a useful tool for any community crime prevention program. Contact NCPC, 733 15th Street, N.W., Suite 540, Washington, D.C. 20005 (202/393-7131).

"Computer Crime: Criminal Justice", a 20-page booklet on how to prevent computer crime, defines computer-related crime, suggests actions businesses can take to prevent such crime and explains how to report a suspected crime. The booklet and a companion document, "Computer Crime: Criminal Justice Resource Manual", are available free of charge from NCJRS, Box 6000, Rockville, MD 20850.

Book Review

When Disaster Strikes: How Individuals and Communities Cope with Catastrophe by Beverley Raphael, 1986 (Basic Books, Inc., 10 E. 53rd Street, New York, NY 10022). After defining disaster as "overwhelming events and circumstances that test the adaptational responses of community or individuals beyond their capability, and lead, at least temporarily, to massive disruption of function for community or individual", Raphael then guides both community groups and individuals through methods for preventing disaster as well as planning for responses to and the consequences of a natural or manmade disaster.

In one of the most useful chapters, "Anticipation of Disaster: The Warnings and Response," the author recommends communities engage in "risk assessment" which requires "a basic capacity to comprehend, weigh up, and...quantify the various future possibilities." Communities located in areas that are earthquake-prone, heavily traveled by air traffic, near toxic waste or nuclear energy sites, adjacent to a dam or are heavily wooded or forested should anticipate possible disasters and assess what might happen. Such an assessment involves community answers to a range of questions: How likely is this event to occur? How soon is an event likely to occur? What are the possible human and economic effects and how severe might these be? Are the consequences of recognizing community risk worth possible costly emotional, political and financial countermeasures?

After defining the likelihood and risks, communities must then develop a plan of action which, in turn, requires answers to another series of questions: Who will finance needed counterdisaster measures? What community, larger governmental and individual costs are involved in preparing an action plan? What national, statewide, and local disaster organizations, civil defense and emergency services can help communities prepare a plan? Raphael emphasizes that if the community does not recognize or trust the "official warning system" or fails to develop communication lines with its law enforcement and other governmental authorities, the likelihood of a coordinated, successful response is substantially diminished. Thus, communities must have patterns of, and access to, communication with authorities who may issue warnings and direction.

In another helpful chapter, "Community and Political Dynamics," Raphael recommends that communities preparing a disaster plan address seven "basic processes...(1) preservation of life; (2) restoration of essential services, especially power, information and communication; (3) social control; (4) maintenance of community morale; (5) return of economic activity; (6) emergency welfare and other personal services activity; and (7) maintenance of leisure and recreation."

Raphael's book is not just another "how to" manual delineating steps individuals and communities should adopt to prevent and respond to disasters. Rather, it is a well-researched and documented treatise on the emotional, psychological, sociological and political aspects of disaster preparation and response. As such, it would be useful reading for community leaders who may be contemplating the development of a disaster preparedness plan and want to become familiar with the various dynamics essential for a well-coordinated and workable community response involving citizens, law enforcement and other governmental authorities.

SUBSTANCE ABUSE PREVENTION AND ENFORCEMENT

New Information from the Research Community

****Ties Between Drug Use and Suicide Cited** — Between November 1981 and June 1983, a team of researchers studied 133 consecutive suicides of San Diego County residents under 30 years of age. Two-thirds of the victims were drug abusers and most had been abusers for five to ten years; almost all abusers had problems with more than one substance; marijuana was the most commonly abused drug, followed by alcohol, cocaine, amphetamines, sedatives, opiates, hallucinogens and PCP; most victims started abusing drugs before the age of 18; and only one-third of the victims had any kind of psychological treatment in the year prior to their death. Among the report's conclusions was increasing suicide rates have paralleled increased illicit drug use; drugs make people psychotic which may, in turn lead to suicide; drugs are the cause of depression, rather than depression leading to increased drug usage; and there is a need for further research emphasizing the early detection of and early intervention in drug abuse. (Source: Archives of General Psychiatry, October, 1986.)

****Police Executive Research Forum (PERF) Initiates Study on Drug Dealers' Vulnerabilities** -- During summer 1987, PERF announced it will conduct a major study of narcotics wholesalers and methods. Its purpose will be to determine how law enforcement agencies can enhance their effectiveness by exploiting the vulnerabilities of wholesale dealers and their distribution organizations. Supported through an NIJ grant, PERF's final analysis will consist of two parts: a report that identifies wholesale trafficker characteristics and weaknesses as well as enforcement techniques for targeting such vulnerabilities; and a series of interview questions and analytic techniques for investigators to use when gathering new leads from informants and analyzing documents and other sources. PERF staff will examine closed cases involving prosecutions of ten wholesalers in four local jurisdictions: Bal-

timore, Maryland; Broward County, Florida; Arlington County, Virginia; and Phoenix, Arizona. Cocaine traffic will be the major focus in Broward and Arlington Counties, while heroin traffic will be the target in Phoenix and Baltimore. For more information about the study, contact Clifford L. Karchmer, Associate Director, PERF, 2300 M Street, N.W., Suite 910, Washington, D.C. 20037 (202/466-7820).

Informational Highlights

****National Association for Children of Alcoholics (NACoA) Discusses Nationwide Problems at Annual Conference** — At their February 1987 conference, NACoA participants noted that at least 28 million Children of Alcoholics (CoAs) live in America today, about 5% of whom become totally dysfunctional adults; in the average American classroom of 25-30 children, between 4-6 are CoAs; drugs and alcohol may be a precipitating factor in as many as 90% of all child abuse cases; and a disproportionately high number of CoAs and other drug abusers are in the juvenile justice system, prisons, and mental health facilities. Participants discussed ways to deal with the growing problem: specialized training programs for family and youth serving practitioners; requirements that drug and alcohol treatment centers offer age-appropriate treatment for all family members; and research exploring the personality disorders and life quality changes resulting from parental alcoholism and drug abuse. For more information, contact The NACoA, 31706 Coast Highway, Suite 201, South Laguna, CA 92677 (714/499-3889).

****National Institute of Justice Announces the Formation of the Drug Use Forecasting System (DUF)** — Begun in early 1987, DUF is a national data system that tracks drug use trends in the offender population. Every three months, voluntary urine specimens will be obtained from a small sample of arrestees in each of the ten participating cities. Results will provide reliable information on the prevalence of

drug use in offenders. Additionally, the system will provide each participating city with information that can be used to detect drug epidemics; to plan for law enforcement treatment and prevention resource allocations; and to measure the impact of drug abuse and crime reduction efforts. Contact John Spevacek or Dr. Eric Wish at the National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531 (202/272-6010).

****Many Drunk Drivers Are Not Prosecuted**

— The Crime Control Institute's recent study of testing procedures for drunk drivers revealed some grim statistics. First, when examining U.S. Department of Transportation data for 1984, researchers found 57,568 drivers were involved in accidents that killed 44,241 people. Second, 55% of the 31,916 drivers who survived the 39,622 fatal accidents that occurred nationwide were never tested for alcohol abuse. Third, although laws in 40 states required alcohol testing of all fatally injured drivers, in 1983 only Delaware complied with the requirement; only Delaware and Vermont required testing surviving drivers; and California tested 86.5% of its 2,487 fatally injured drivers. The report concluded, "In order to improve our national efforts to prosecute and punish drivers involved in fatal accidents, and to deter drunk drivers generally, universal testing of drivers in fatal accidents should be adopted as soon as possible." Additional recommendations were permanently revoking licenses of drivers refusing such tests and requiring prosecution of such drivers. Contact the Crime Control Institute, 2125 Bancroft, N.W., Washington, D.C. 20008 (202/797-7410).

****Boys Clubs of America (BCA) Launches "Stand Up and Be Counted" Program** —

BCA recently received a grant from the U.S. Public Health Service for a three-year program to prevent and/or decrease the use of alcohol and drugs as well as incidents of adolescent pregnancy. By early 1987, ten demonstration sites had been selected (including San Diego and La Habra in California) and each had assembled a 12-member prevention team comprised of Club members and staff, parents and community representatives. Each team will receive materials,

training and special assistance from the BCA to help implement small group skill-building programs appropriate for the needs of members and parents in each particular community. Materials for Club members aged 10 to 12 will emphasize peer resistance strategies, while those for ages 13 to 15 will emphasize how to improve decision-making skills. After the test programs are evaluated, BCA will develop materials for an additional 200 clubs nationwide. For further information, contact Gail Diem, Program Director, National Prevention Program, BCA, 771 First Avenue, New York, NY 10017 (212/557-7755).

****Boy Scouts of America (BSA) Begins a Major Campaign Against Drugs** —

In its first national anti-drug abuse education campaign, the BSA has developed three brochures for Cub Scouts, Boy Scouts and Explorers as well as their parents, teachers and youth leaders. Created with support from Coca-Cola USA and Champion International Corp., the brochures will challenge America's Boy Scouts to "say no" to drugs. Additional materials include guidelines for anti-drug rallies, an educational videotape and a public service announcement featuring basketball star Julius Irving. Materials are available free of charge to BSA members and may be purchased in bulk by non-BSA agencies and the general public. Contact Boys Scouts of America, 1325 Walnut Hill Lane, Irving, TX 75038 (214/580-2000).

New Resources

"Starting Early" Alcohol Awareness Program, developed by the American Automobile Association's (AAA) Foundation for Traffic Safety, includes seven individual teaching kits designed for grades K-6 which teach students how alcohol influences the body and mind and how to cope with and avoid alcohol-related situations. The California State Automobile Association's (CSAA) Traffic Safety Department distributes the teaching kits to California schools and provides technical back-up for school administrators and teachers. For further information, contact CSAA, Traffic Safety Department, P.O. Box 11100, San Francisco, CA 94101 (415/565-2012).

Drug Prevention Reading Resources are available through the National Federation of Parents for Drug Free Youth (NFP). Its "Reading the Right Stuff" program can help concerned citizens promote current and credible alcohol and drug resources for schools and libraries. Contact NFP, 8730 Georgia Ave., Suite 200, Silver Springs, MD 20910 (800/554-KIDS).

Three Free Alcohol Abuse Prevention Booklets are available from the U.S. Department of Health and Human Services, Office for Substance Abuse Prevention: "Be Smart! Don't Start", "Helping Your Child Say No to Alcohol" and "Helping Your Students Say No to Alcohol". Addressed to children between 8 and 12 years of age, their parents, and their teachers, the books aim to protect youth from peer and other societal influences to drink. Contact the National Clearinghouse for Alcohol and Drug Information, Dept. BSDS-26, P.O. Box 2345, Rockville, MD 20852 (301/468-2600).

"Drugs on the Street", a 75-minute videotape, demonstrates strategies for law enforcement officers to use in tracking illegal drugs, identifying offenders, conducting thorough and legal searches and making arrests. The video comes with a 24-page study guide and instructor's manual that includes discussion questions, a glossary and a drug use and effects reference chart. Contact National Sheriffs' Association, 1450 Duke Street, Alexandria, VA 22314 (703/836-7827).

"Drug Education — DARE" is a 28 minute videotape that offers an on-site view of the Los Angeles Police Department's project DARE which, since 1983, has taught preteens to "say no" to drugs. Contact the National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531 (800/851-3420).

Two New Substance Abuse Prevention films present useful information for families and young people. "Shattered...If Your Kid's on Drugs" (MCA Home Video, Inc., 800/445-3800, ext. 826) relates the experiences of two middle-

class families who must face the problem of teenage drug addiction. "Why Say No to Drugs" (Britannica Films and Video, 800/558-6968) illustrates how cigarettes, alcohol and marijuana can drastically affect the body and demonstrates specific ways students can "say no" to drugs.

"Trick or Drink", a new video offering an autobiographical reconstruction of a young girl's life with alcoholic parents, provides new insight about the repercussions of such a childhood. The girl's development of bulimia, her own dangerous obsession, is attributed to growing up in an alcoholic environment. Contact Women Make Movies, 225 Lafayette Street, Suite 212, New York, NY 10012 (212/925-0606).

"America Hurts: The Drug Epidemic" explores the long-term implications of living in a society where a morally corrupt multi-billion dollar drug industry provides a model of easy financial success. Contact MTI Film & Video, 108 Wilmot Road, Deerfield, Ill. 60015 (800/621-2131).

Book Review

Family Secrets: Life Stories of Adult Children of Alcoholics, by Rachel V. 1987 (NY: Harper and Row.) This compilation of 15 case histories of children of alcoholics present clear pictures of the suffering each child felt while living with an alcoholic parent. Over and over again, the reader learns the ultimate tragedy of such a childhood -- the behavior each child used that allowed them to survive as children began to defeat them as they grew up.

Each of the 15 persons described by Rachel V. have enrolled in recovery programs and are slowly beginning to understand the nature of both their troubled background and their subsequent self-defeating behavior. Thus, their stories are particularly useful for other children of alcoholics struggling with the same issues, as well as counselors working with such children and adults.

A detailed appendix of practical suggestions, recovery and support program addresses and phone numbers, and bibliography are included.

VICTIM ASSISTANCE

New Information from the Research Community

****Perpetrators of Elderly Abuse Examined** — A recent study sponsored by the National Institute on Aging surveyed 2,020 Boston-area residents aged 65 or older, attempting to provide a reliable estimate of the extent and perpetrators of elder abuse. Of the elderly surveyed, 3.2% had been abused in one of the following ways since turning 65: verbal aggression through insults or threats repeated at least ten times in the preceding year; physical violence ranging from a shove, push or grab, to being slapped or beaten up; or neglect whereby the care-giver failed to provide what was necessary. Twenty-three percent had been abused by their children, while 58% had been abused by their spouses. The victims often described their abuser as relying upon them for assistance, especially for finances, housing, transportation, cooking and cleaning. These findings challenge the current belief that elder abusers are most often children who become exhausted or frustrated by the burden of an elderly relative, and suggests instead that most abusers are spouses. The authors cite at least two ways policymakers should utilize these findings: creating preretirement counseling for husbands and wives who face many new types of stress upon retirement; and providing shelters for victims of such abuse. (Source: Karl Pillemer and David Finkelhor, The Prevalence of Elder Abuse: A Random Sample Survey. Durham, NH: Family Research Laboratory, University of New Hampshire, 1986.)

****Judges Play a Critical Role in Domestic Violence Cases** — An NIJ study examined the changing societal views of domestic violence, especially the role of criminal court judges. The author emphasized that while society traditionally has viewed domestic violence as a private family matter, many citizens as well as criminal justice practitioners now realize domestic violence constitutes a crime. Such an attitudinal change has necessitated a "reorientation", plac-

ing the responsibility for taking legal action against an offender with the justice system rather than the victim. Judges have the "tools available" to establish as well as play key roles in adopting several supportive legal actions: "restricting the defendant's access to the victim during the pre-trial period; communicating judicial concern about domestic violence to both the victim and defendant; considering a range of dispositional alternatives in an effort to impose sentences that reflect both the seriousness of the crime and the needs of victims and other family members; and strictly enforcing court orders and conditions of probation." (Source: Gail A. Goolkasian, Confronting Domestic Violence: The Role of Criminal Court Judges. Washington, D.C.: NIJ, October 1986.)

****Teenage Victimization Is A Significant Problem** — Using National Crime Survey data to compare annual average teenage victimization rates for 1982 and 1984, a recent U.S. Bureau of Justice Statistics (BJS) study found teenagers are more than twice as likely as adults to be victims of assault, rape, and robbery; annually, more than 60 of very 1000 teenagers are victims of violent crime, as compared with 27 of very 1000 adults; teenagers are nearly twice as likely as adults to be theft victims (123 per 1000 for teenagers and 65 per 1000 for adults); more than 60% of the violent teen crimes are committed by offenders under the age of 18; and crimes against teenagers were less likely to be reported to law enforcement than crimes against adults. (Source: Catherine J. Whitaker, Teenage Victims: A National Crime Survey Report. Washington, D.C.: BJS, November 1986.)

****Sexual Assault Among College Students Is Higher Than Reflected in Official Crime Statistics** — A recent study by the National Institute of Mental Health (NIMH) of over 6,000 men and women in 32 American colleges not only indicated a significant incidence of sexual assault among college students, but also found none of the survey participants had con-

tacted the criminal justice system concerning their sexual experiences. Students responding to a Sexual Experiences Survey indicated that 27.5% of the female respondents were victims of rape or attempted rape since they were 14 years of age; 7.7% of the male respondents had raped or attempted to rape a woman since 14 years of age; 84% of the males reported behavior meeting legal rape definitions but stated it definitely was not rape; 47% of the perpetrators expect to engage in similar acts in the future; 57% of the rapes were by dating partners while 84% were by acquaintances; 27% of the women did not perceive the experience as rape; and 41% of the women expect to experience a similar victimization in the future. The study also examines the circumstances surrounding and the aftermath of date rape and sex-role expectations contributing to such rapes, and compares these statistics with annual National Crime Survey figures. (Source: **Mary P. Koss, Hidden Rape: Survey of Psychopathological Consequence.** Rockville, MD: NIMH, 1986.)

Informational Highlights

****Los Angeles City Attorney's Office Creates a Special Domestic Violence Prosecution Unit** — With the aid of a \$150,000 BJS grant, the 18-month project will investigate the most effective types of domestic violence prosecutorial intervention. Its activities will include evaluating arrest and prosecution procedures used in domestic violence cases; computerizing domestic violence cases in the Los Angeles area to allow prosecutors and other law enforcement officials to track a case or a particular offender; providing city attorneys with handbooks on prosecuting domestic violence cases; and providing experts to testify during trials. Contact Deputy City Attorney Alana Bowman, L.A. City Attorney's Office, 1600 City Hall East, 200 North Main, L.A., CA 90012 (213/485-5474).

****Links Between Suicide and Television Portrayals of Suicide Examined** — The National Coalition on Television Violence (NCTV) continues to examine possible links between television portrayals of suicide and actual or attempted incidents of suicide. In 1986,

NCTV researchers found that suicide portrayals on prime-time TV average roughly one every 28 hours of programming and the average teen will have seen some 800 suicides on TV by the age of 18. Contact NCTV, P.O. Box 12038, Washington, D.C. 20005.

****National Crime Survey Results Indicate Record Low Rates for 1986** — The BJS's preliminary 1986 crime statistics based on interviews with over 100,000 people in about 49,000 households are encouraging. Personal and household crimes were down 2% from about 34.9 million crimes in 1985 to about 34.2 million offenses in 1986; assaults decreased almost 9%, from 24 attacks per 1,000 population in 1985 to a rate of 22 per 1,000 in 1986; and the overall rate of violent crime fell 7% from 30 incidents per 1,000 population in 1985 to 28 per 1,000 in 1986. Additionally, for the first time, at least half of all violent crimes were reported to law enforcement, representing a 5% increase in reporting over the previous year.

****Criminal Justice System's Response to Children Abused in Out-of-Home Settings Examined** — In August 1986 the American Bar Association's (ABA) Criminal Justice Section and the Young Lawyers Division's National Legal Resource Center for Child Advocacy and Protection began a two year project, the Coordinated System Response to Abuse in Out-of-Home Child Care Settings. Funded by the National Center on Child Abuse and Neglect (NCAAN), the project will generate written materials describing an effective, multi-agency, interdisciplinary approach to investigating out-of-home child abuse cases; provide a national survey on the investigation of such cases; analyze reporting and licensing requirements of the 50 states; and describe state-of-the-art investigative/response patterns to such cases. Contact Barbara Smith, Criminal Justice Section, ABA, 1800 M Street, N.W., Washington, D.C. 20036 (202/331-2260).

****National Committee for the Prevention of Child Abuse (NCPA) Launches an Emotional Abuse Campaign** — Acting upon the knowledge that approximately 80,000 cases of emotional abuse were reported to authorities

in 1986, NCPA has taken several steps to inform the public about this growing problem. First, two new NCPA-sponsored publications, Emotional Maltreatment of Children by James Garbarino and Anne C. Garbarino (1986) and Emotional Abuse: Words Can Hurt by Marla Brassart and Stuart Hart (1987), succinctly explain the problem. Second, NCPA adopted a definition of emotional abuse: "...a pattern of behavior that attacks a child's emotional development and sense of self worth. Examples include constant criticizing, belittling, insulting, rejecting and providing no love, support or guidance." Third, an NCPA-sponsored public opinion poll conducted in 50 states in conjunction with Louis Harris, indicated 73% of the public believe repeated yelling and swearing at a child can lead to long-term emotional problems, and that two-thirds of the respondents felt they personally could do something to prevent child abuse. Fourth, NCPA launched a media campaign in late January 1987 to educate the public about the harmful effects of emotional abuse. In addition, NCPA is publicizing the fact that since 1974, most states have revised their laws to include mental injury as cause for intervention in the family by child protective workers or the courts. (Note: In California, Penal Code (PC) Section 11165(g) includes "unjustifiable mental suffering" in its definition of child abuse. PC 273a declares any person inflicting such abuse "is punishable by imprisonment in the county jail not exceeding one year, or in the state prison for 2, 4, or 6 years." PC 11166(b) declares any person "who has knowledge of or who reasonably suspects that mental suffering has been inflicted on a child or his or her emotional well-being is endangered in any way...shall report the known or suspected instance of child abuse to a child protective agency....") Contact NCPA, 332 S. Michigan Avenue, Suite 1250, Chicago, IL 60604 (312/663-3520).

New Resources

Philadelphia's Self Defense Program offers Legal Services to women who defend themselves against abusive partners, often finding themselves the defendant in a criminal case. Philadelphia's Women Against Abuse be-

gan the Self Defense Program which is comprised of three main components: direct supportive services to battered women charged with such crimes; technical assistance for attorneys representing these women; and educational information for the general public and criminal justice professionals about battering issues and the women who defend themselves against batterers. Contact Women Against Abuse, Self Defense Program, City Hall Annex, Room 503, Philadelphia, PA 19107 (215/686-7082).

Project IDEA, a national group created to help prevent elder abuse, held its first meeting in October 1986. Two of the new organization's initial goals are to develop an "Elder Abuse Report" newsletter, and provide technical assistance as well as a clearinghouse program. Contact Project IDEA, University Center on Aging, University of Massachusetts Medical Center, 55 Lake Avenue North, Worcester, MA 01605 (617/856-3085).

The Association of Sexual Abuse Prevention Professionals (ASAP), founded in 1986, provides leadership for schools and communities and generates standards for quality programs. Contact ASAP, P.O. Box 421, Kalamazoo, MI 49005 (616/349-9072).

Three New Victimization Journals began publication in 1986. Violence and Victims, edited by Angela Browne at the University of New Hampshire, provides a quarterly forum for the latest interpersonal violence theory, research, policy, clinical practice, and social services. Contact Springer Publications, 536 Broadway, New York, NY 10012. Journal of Family Violence, edited by Michel Hersen and Vincent Van Hasselt of the Western Pennsylvania Psychiatric Institute, is a scholarly journal dealing with research and clinical reports on family violence and deviant family systems. Contact Plenum Publication Corporation, 233 Spring Street, New York, NY 10013. Interchange, sponsored by the Kempe National Center for Prevention and Treatment of Child Abuse and Neglect, will address the concerns of professionals who work with adolescent sexual offenders. Contact Gail Ryan, Network Facilitator, Kempe National Center for

Prevention and Treatment of Child Abuse and Neglect, 1205 Oneida Street, Denver, CO 90220 (303/321-3963.)

"Emotional Abuse: How to Cope", a film designed for upper elementary and junior high school students, creates an awareness that emotional abuse can cause damage and suggests ways to help young victims. Contact Filmfair Communications, 10900 Ventura Blvd., Studio City, CA 91604 (818/985-0244).

"Pornography: The Double Message" is a new film portraying pornography's affects on viewer perceptions of women and sex. It surveys research studies, explores legislative efforts to control pornography and illustrates how some Canadian communities have responded to the threat. Contact Filmmakers Library, 133 East 58th Street, New York, NY 10022 (212/355-6545).

"Child Sexual Abuse in Native American Communities", a brochure developed by the National American Indian Court Judges Association with funds from the U.S. Children's Bureau, discusses definitions and indicators of child abuse, long-term effects, problems with high-risk families and special issues in Native American communities such as tribal interactions with legal, law enforcement and school authorities. The brochure suggests ways tribal elders, talking circles and tribal councils can develop effective community prevention and treatment programs. Contact the National Indian Law Library, 1506 Broadway, Boulder, CO 80302 (303/447-8760).

Book Review

The Crime Victim's Book, Second Edition, by Morton Bard and Dawn Sangrey, 1986. (Brunner/Mazel Publishers, 19 Union Square West, New York, NY 10003.) Updated seven years after the publication of the original book, the new edition provides more current information in a similar format. Chapter 1 discusses the myths about crime that are dis-

played in the media and compares them with the reality of becoming a crime victim. Chapter 2 describes the immediate impact of crime on the victim, thereby exploring what it is like to be violated. Chapter 3 outlines three stages of the typical reaction to crime, explaining how victims can best be supported at each stage. Chapter 4 reviews the victim's search for a reason why the crime happened as well as the guilt and blame accompanying such a process. Chapter 5 deals with the reactions of loved ones and various criminal justice and medical personnel who have strong influences upon the victim's recovery. Chapter 6 explains how the criminal justice system works as well as some of the attitudes and values the victim will encounter when working with police and court personnel. Chapter 7 includes information about how to obtain help for emotional support, medical care, legal assistance and crime-victim compensation.

Four new additions to this edition are contained in the appendices: an explanation of nationwide crime statistics; a guide to the criminal justice system's structure and a dictionary of legal terms; a list of specific victim's resources; and excerpts from recommendations of two national task forces — the President's Task Force on Victims of Crime which published its final report in December 1982, and the American Psychological Association Task Force on the Victims of Crime and Violence which published its final report in November 1984.

In the authors' own words, "This book is not a scholarly analysis, although it has been illuminated by many disciplines and is firmly grounded in social and psychological theory." Instead, the book was written, "for every person who has heard footsteps in the night and been afraid. We are all victims of crime because we are all afraid of victimization." Thus, the book is intended to "...set us free: free from unrealistic expectations, free from fear of the unknown, free from the need to blame the victim, free to offer help." As such, it is a welcome, comprehensive and very readable update to the growing literature on victimization.

Crime Suppression

New Information from the Research Community

****Effects of Guardian Angels Assessed —**

A research team from the San Diego Association of Governments visited Guardian Angel chapters in eight cities, surveying residents, merchants, transit riders, law enforcement officers, and city officials. Among the findings was that most citizens said they felt safer where Angels patrolled; and in some cities, Guardian Angels may have a limited impact on property crimes even though they may not reduce violent offenses. The authors' concluded the study results do not support the "vigilantism" label so often attached to the Guardian Angels, and that the Angels' effectiveness may ultimately depend upon their working more closely with law enforcement officers and community leaders. (Source: S. Pennell, C. Curtis and J. Henderson, Guardian Angels: An Assessment of Citizen Response to Crime-Executive Summary. San Diego, CA: San Diego Association of Governments, 1986.)

*****"Problem-Oriented" Policing Shows Encouraging Results in Newport News, Virginia —** Throughout most of our nation's history, law enforcers have responded to incidents after they were reported by citizens. Such "incident-driven" policing, has recently been challenged by a new method, "problem-oriented" policing which helps law enforcement officers identify, analyze and routinely respond to the underlying circumstances that create incidents prompting citizens to call the police. Three main themes comprise the approach: "increased effectiveness by attacking underlying problems causing incidents that consume valuable patrol and detective time; reliance on the expertise and creativity of line officers to study problems carefully and develop innovative solutions; and closer involvement with the public to make sure that the police are addressing the needs of citizens." The problem-oriented policing strategy consists of four parts: scanning whereby officers group individual related incidents as "problems" with

possible "patterns"; analysis which finds officers working on a well-defined "problem" by collecting information from a wide variety of public and private sources; response which requires officers to tailor a program of action suited to the particular characteristics of the "problem"; and assessment whereby the officers evaluate the impact of their efforts to see if the "problem" was alleviated or solved. During a recent test sponsored by the National Institute of Justice with the Newport News, Virginia Police Department, several encouraging results were recorded: the 39% reduction of downtown robberies; the 35% reduction of burglaries in an apartment complex; and the 53% reduction of thefts from parked vehicles outside a manufacturing plant. (Source: William Spelman and John E. Eck, Problem Oriented Policing. Washington, D.C.: National Institute of Justice, January 1987.)

****Evaluating the Washington, D.C. Repeat Offender Project (ROP) —** In May 1982, Washington, D.C.'s Metropolitan Police Department adopted a selective apprehension strategy for repeat offenders. The 88 officers (later reduced to 60) assigned to ROP use a variety of investigative and undercover tactics to apprehend three types of high-rate offenders: offenders wanted on warrants (46% of all arrests), persons believed to be actively committing felonies (24% of arrests), and persons "encountered serendipitously while officers are pursuing previously selected ROP targets" (30% of arrests). Between January 1983 and December 1984, the Police Foundation cooperated with the Police Department to conduct a "multifaceted evaluation" of ROP's effectiveness and costs. The controlled experiment's goal was to determine whether the repeat offenders identified by ROP were more likely to be arrested by ROP than they would if ROP did not exist. The evaluation found that: "ROP substantially increased the likelihood of arrest of the persons it targeted; those arrested by ROP officers had longer and more serious prior arrest histories than a sample of those arrested by non-ROP officers; ROP arrestees were more likely to be prosecuted and convicted

on felony charges, and more likely to be incarcerated than non-ROP comparison arrestees; and, ROP officers made only half as many total arrests as non-ROP comparison officers, but made slightly more 'serious' arrests." Thus, the evaluation team concluded, "The results of the study indicate that other large urban police departments would do well to consider creating specialized units focused on repeat offenders." It also reminds the criminal justice community that many questions are still unanswered — What is the effectiveness of ROP's selection procedures? What is ROP's effect on crime control? What might be the optimal size of an ROP unit? (Source: Susan E. Martin and Lawrence W. Sherman, Catching Career Criminals: The Washington, D.C. Repeat Offender Project. Washington, D.C.: Police Foundation, 1986.)

Informational Highlights

****FBI Reports Increase in Seven Major Categories of Reported Crime for 1986 —**

Preliminary figures for 1986 indicate a 6% overall increase in the seven major categories of reported crime. After analyzing data on the 13.2 million serious offenses reported to law enforcement in 1986, the FBI found that violent crime increased by 12% and property crime rose by 6%. Increases were recorded in 44 of the 50 states, California included. The six states reporting decreases were Maine, Indiana, North Dakota, Delaware, Montana and Nevada.

****U.S. Prison Population Shows Increase in 1986 —** Bureau of Justice Statistics (BJS) data indicates an 8.6% increase in the American prison population during 1986. Of the nation's 546,659 inmates, 26,610 were women. The Western states reported the largest gains of 13.9%, compared with a 8.8% increase in the Northeast, a 7.7% increase in the Midwest, and a 6.3% increase in the South. States reporting the greatest increases included Nevada, 19.5%; California, 18.7%; Michigan and New Hampshire, 16.8%; and Oklahoma, 15.2%. (Source: BJS, Prisoners in 1986, Bulletin. Washington, D.C.: BJS, May 1987.)

****Capital Punishment Statistics Cited for 1985 —** In 1985, 18 convicted murderers were put to death in eight states; 1,591 prisoners awaited execution at the year's end; 270 men and 3 women, all convicted of murder, were committed to 26 state prison systems under the death penalty; and courts set 80 death sentences aside in 26 states (including 13 in California). Of those inmates who received the death sentence, 56.8% were white, 42.3% black and 1% "other"; 64.1% were under 35 years of age, 2% were over 55 and 0.8% were under 20; 58.1% had not graduated from high school and 10.8% did not go beyond the 7th grade; 9.4% had some college training; and almost 33% were married, 20% had been divorced and 43.9% had never married. (Source: Bureau of Justice Statistics, Capital Punishment, 1985, Washington, D.C.: BJS, October 1986.)

****California's Female Arrest Rates Have Increased Over a Ten-Year Period —** From 1976 to 1985, California's Department of Justice, Bureau of Criminal Statistics (BCS) found that female arrest rates had steadily increased by 33.9%. Throughout the study period, 1,690,267 total arrests were recorded, with female arrests accounting for 15.4%. Additionally, the BCS data analysis found that both felony and misdemeanor rates showed similar increases (up 34.8% and 33.6% respectively), and misdemeanor arrest rates were three times greater than felony rates. Of the 260,673 total female arrests recorded in 1985, 77.5% were for misdemeanors, especially theft and driving under the influence (22.9% and 19.4% respectively); and 22.5% were for felonies, primarily property crimes and drug law violations (47.6% and 29.8% respectively). Of those females arrested in 1985, almost half (48%) were between the ages of 18 and 28 and over half (56.4%) were white. (Source: BCS, "Outlook, Women in Crime: The Female Arrestee." Sacramento, CA: BCS, March 1987.)

****California's Prisons Demonstrate a Serious Overcrowding Problem —** Department of Corrections data as of May 1987 indicated that 62,655 inmates were housed in the state's prison system which was designed to

accommodate 35,206, making California's system the most crowded in the nation. Corrections officials estimate that by June 30, 1991, 97,700 inmates will be housed in the system, which will exceed capacity by 81%. These alarming figures were augmented by a recent study commissioned by the Assembly Ways and Means Committee that estimated a 1995 total inmate population in excess of 110,000. For more information, contact the California Assembly Ways and Means Committee, State Capitol, Sacramento, CA 95814 (916/445-7082).

New Resources

National Directory of Prosecuting Attorneys, 1987 Edition contains current names, addresses and telephone numbers of over 2,800 American prosecutors. Additionally, the Directory includes a guide that briefly explains the widely varying organizations and legal responsibilities of prosecutors in all 50 states. Contact the National District Attorneys Association, 1033 North Fairfax Street, Suite 200, Alexandria, VA 22314 (703/549-9222).

A Network of Knowledge—Directory of Criminal Justice Information Sources, Sixth Edition includes profiles of 170 national and regional criminal justice information sources. Each entry lists the group's parent organization, address, telephone number, user restrictions, director, staff size, contact person, objectives, services offered and important publications. For a single free copy, contact NCJRS, Department AFV, Box 6000, Rockville, MD 20850 (800/851-3420).

Bureau of Justice Statistics Annual Report, Fiscal Year 1986, released in April 1987, reports all BJS activities, presents the latest statistical information on a variety of criminal justice topics and describes the activities of individual state statistical agencies. For a single free copy, contact BJS, 633 Indiana Ave., N.W., Washington, D.C. 20581 (800/851-3420).

American Society of Law Enforcement Trainers (ASLET) was formed in early 1987 to

organize a collective body of trainers, educators and administrators to further progressive, innovative and valid law enforcement training and education. In addition to national registration with ASLET, members will receive a bi-monthly training journal and discounts from police equipment manufacturers, suppliers and dealers. ASLET's first International Training Seminar will be held in New Orleans from January 7-11, 1988. Contact Edward J. Nowicki, Executive Director, ASLET, 26818 98th Street, Trevor, WI 53179 (414/862-6220).

American Correctional Association's (ACA) New Prison Industries Clearinghouse was recently established to collect copies of prison industries policies and procedures, product information, business and marketing plans and state laws regulating prison industries. Contact William J. Taylor or Rhonda L. Dibert, ACA, 4321 Hartwick Road, Suite L-208, College Park, Maryland 20740 (301/699-7650).

The Jail Suicide Prevention Information Task Force, recently established by the National Center on Institutions and Alternatives (NCIA) with funding from the National Institute of Corrections, will work in conjunction with Juvenile and Criminal Justice International, Inc. and the National Sheriffs' Association to gather information from each county jail and police lockup on the incidence of jail suicide; conduct regional jail suicide prevention seminars throughout the country; provide technical assistance to states and individual facilities; and develop a model training manual on suicide detection and prevention for use in jails and lockups. Contact Lindsay M. Hayes, NCIA, 814 N. Saint Asaph Street, Alexandria, VA 22314 (703/684-0373).

International Information Integrity Institute (I-4), a new organization dedicated to protecting the informational assets of members, began operation in December 1986. Charter members — including 3M, Aetna Life & Casualty, Amoco, Chemical Bank, Digital Equipment Corp., The Hartford Insurance Group, IBM, NCR Corp., Sears Roebuck and Company, and Wells Fargo Bank — will help I-4 provide a variety of

services: reporting the types and nature of information losses; documenting baselines of generally accepted security controls and practices; and interacting with federal agencies charged with computer security functions. Contact Bruce Baker, SRI International, 333 Ravenswood Avenue, Menlo Park, CA 94025 (415/859-4729).

Book Review

Child Molesters: A Behavioral Analysis for Law Enforcement Officers Investigating Cases of Child Sexual Exploitation by Kenneth V. Lanning, 1986. (National Center for Missing and Exploited Children, Washington, D.C.) Special Agent Lanning of the Behavioral Science Unit at the FBI Academy has provided an excellent law-enforcement oriented typology of child molesters. The first half of the monograph deals primarily with definitions, investigation and identification whereby Lanning differentiates between the *child molester* who is "a significantly older individual who engages in any type of sexual activity with individuals legally defined as children," and the *pedophile* who is a "significantly older individual who *prefers* to have sex with individuals legally considered children. The pedophile is one whose sexual fantasies and erotic imagery focus on children."

The monograph then divides child molesters into two broad categories — situational and preferential. The situational child molester "does not have a true sexual preference for children, but engages in sex with children for varied and sometimes complex reasons." Within this category are at least four major patterns of behavior: the "regressed" molester who has low self-esteem, poor coping skills, and turns to children as a sexual substitute for the preferred peer sex partner; the "morally indiscriminate" molester, probably the most dangerous type, who abuses children as part of a general pattern of abuse in his life; the "sexually indiscriminate" molester who is

motivated by sexual experimentation and has sex with children "out of boredom"; and the "inadequate" molester who usually suffers from psychoses, eccentric personality disorders, mental retardation or senility and becomes involved with children out of curiosity or insecurity.

Preferential child molesters are pedophiles who have sex with children "not because of some situational stress or insecurity but because they are sexually attracted to and prefer children." They are smaller in number than the situational molester, but they usually molest larger numbers of victims to satisfy a need for frequent and repeated sex with children. Three behavior patterns are discernable: the "seductive" molester who seduces children over time by gradually lowering their sexual inhibitions; the "introverted" molester who lacks the interpersonal skills to seduce children, so his victims are usually strangers or very young children; and the "sadistic" molester who must inflict pain or suffering on the child in order to be aroused — he is more likely than any other preferential molester to abduct and even murder his victims.

The remainder of Lanning's work discusses how to identify pedophiles based upon a series of recognizable characteristics; emphasizes that any child sexual abuse case requires an investigation of the possible presence of child pornography and erotica as most pedophiles collect such materials; explains certain predictable reactions of the child molester who has been identified and faces identification and possible prosecution; and explores a variety of "investigative difficulties" associated with molestation cases.

Lanning's study is clear, concise and most important, practical. It provides a thorough, but crisp, no-nonsense approach for law enforcers identifying and handling child molesters. While his typology is specifically targeted for the law enforcement officer, all criminal justice practitioners can benefit from his knowledgeable approach, as well as learn how well-trained law enforcers deal with this difficult problem.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION

New Information from the Research Community

****Can Violent Juvenile Offenders Be Successfully Rehabilitated?** — This question was examined in an evaluation of the U.S. Department of Justice's Violent Juvenile Offender (VJO) Research and Development Program conducted by the URSA Institute in San Francisco. Beginning in November 1981, four experimental VJO projects established in Boston, Memphis, Newark and Detroit began working with youth who were currently adjudicated for a violent crime and had a prior felony conviction. The experimental model involved rewarding youth by allowing them to move to less restrictive custodial settings; conversely, inappropriate behavior resulted in placing youth back into more restrictive settings. Community-based residences were utilized as a bridge to community reentry. Treatment included job training skills and placement, education, individual and family counseling, leisure-time activities, constructive living arrangements, and mental and medical health care provisions. The first of the evaluation's four monographs completed in March 1987 found that of the four programs, the Boston and Detroit projects most successfully implemented the community reintegration model. Detroit's program used an innovative and especially successful approach — Community Adjustment Teams, a network of interested persons, agencies and services that was tailored to each youth's needs. While vocational training in all four programs met with mixed results, each project successfully found jobs for many of their youths. Boston and Detroit were particularly successful in securing subsidized salaries through local employment programs. Two important conclusions for policymakers were included in this initial monograph. First, the results "suggest that programs can be established to reintegrate violent youth to the community," with one important caveat — if impoverished inner city neighborhoods continue to decline, the chances

for successful reintegration decrease. Second, innovative treatment programs cannot work without committed administrators and staff. The other monographs are scheduled for completion in late 1987. Contact Barbara Tatem-Kelley, Project Monitor, Office of Juvenile Justice and Delinquency Prevention, 633 Indiana N.W., Washington, D.C. 20531 (202/724-5929).

****Combined Program of Medication and Psychotherapy Found to Help Prevent Delinquency in Hyperactive Boys** — Working with the knowledge that children suffering from hyperactivity are 10-20 times more likely to become delinquent than non-hyperactive children, the authors examined a group of boys nine years after they had undergone psychotherapy and medical treatment. The longitudinal study found that when the boys were compared with a control group that only received medication, they were half as likely to have multiple felony offenses and one-third as likely to be institutionalized. The authors concluded that combined treatment is successful because medication can only increase a hyperactive child's attention span, but it cannot improve self-image, social adjustment or anti-social behavior; and that such treatment is cost effective: it costs \$30,000 to institutionalize a child, compared with approximately \$3,000 a year for the combined medication and psychotherapy treatment. (Source: James H. Satterfield, Breen T. Satterfield and Anne M. Schell, "Therapeutic Interventions to Prevent Delinquency in Hyperactive Boys," Journal of the American Academy of Child and Adolescent Psychiatry, 26, 1 (January 1987):56-64.)

****Recidivism Rates for Young Adult Parolees Are Not Encouraging** — According to a recent BJS study, 69% of young adults paroled from prison were rearrested for serious crimes one or more times within six years. The parolees, aged 17 to 22, were released from prisons in 22 states during 1978. About 53% of all the parolees were convicted of a serious new offense and

49% were sent back to prison. During the first two years after release, recidivism rates were highest; within one year, 32% were rearrested and within two years, 47% were rearrested. Those most likely to recidivate were young men, blacks and offenders who had not completed high school, while those least likely to recidivate were young women, whites and high school graduates. A further finding indicated that time served in prison had no "consistent impact" on recidivism rates — those who served six months or less were about as likely to recidivate as those who served more than two years. (Source: Allen J. Beck and Bernard E. Shipley, Recidivism of Young Parolees. Washington, D.C.: BJS, May 1987.)

Informational Highlights

****Structural Changes in U.S. Senate Judiciary Committee Eliminates Juvenile Justice Subcommittee** — The Senate Judiciary Committee has been restructured, reducing the number of subcommittees from eight to six and eliminating the Juvenile Justice Subcommittee. All juvenile justice issues will now be handled at the full committee level. The Juvenile Justice and Delinquency Prevention Act faces reauthorization in 1988, at which time the entire Senate Judiciary Committee will decide its fate.

****The Office of Juvenile Justice and Delinquency Prevention (OJJDP) Sponsors Project to Study Law Enforcement Handling of Missing Children** — In early 1987, OJJDP announced plans for a two-year study of how law enforcement investigates reports of missing children. The project will survey more than 1000 law enforcement agencies, examining 30 such agencies in depth, and will interview at least 200 youths. All categories of missing children — runaways, throwaways, missing, as well as victims of parental kidnapping, stranger abduction and accidents — will be included in the study conducted by Research Triangle Park and the URSA Institute. For more information, contact OJJDP, 633 Indiana Ave., N.W., Washington, D.C. 20531 (202/724-5924).

New Resources

American Bar Association (ABA) Juvenile and Child Welfare Law Reporter, a comprehensive digest of new juvenile justice and child welfare cases, legislation, articles and trends, began publication in 1986. Contact ABA National Legal Resource Center for Child Advocacy and Protection, 1800 M Street, N.W., Washington, D.C. 20036 (202/331-2250) for a free review copy.

Children & Teens Today is a monthly newsletter designed to succinctly discuss "professionally developed solutions" to the clinical, emotional, political, educational, legal and sexual problems facing today's children and teens. Contact Children & Teens Today, 2315 Broadway, New York, NY 10024 (212/873-5900).

The Juvenile Justice Automated Conference Calendar, developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), provides up-to-date information on upcoming international, national, regional, state and local events in the juvenile justice field. Quarterly printouts, organized by conference topic and indexed by conference audience and scope, include the cost, location and sponsors. Contact the National Criminal Justice Reference Service (NCJRS), Dept. F-AEH, Box 6000, Rockville, MD 20850 (800/638-8736) for information about subscriptions or to add your organization's event to the Conference Calendar.

Child Arson Audiovisuals are available for home, classroom and community use. Fire at Their Fingertips is a video that alerts parents to signs which may indicate their child is a firesetter, discusses successful intervention programs and encourages parents to seek help for their child and the entire family. Contact Government Employees Insurance Company/GEICO, Communications Department, GEICO Plaza, Washington, D.C. 20076. The Firehawk Children's Program is a ten-minute video highlighting the Firehawk Children's Program in Prince Georges County, Maryland, explaining how communities can start

a low-cost, successful juvenile firesetter intervention program; contact the National Firehawk Foundation, P.O. Box 27488, San Francisco, CA 94127 (415/922-3242). Child Arson: Symptoms and Solutions, is a slide presentation that provides an overview of child fire-setting behavior, discusses the psychology of child firesetters, and shows the effects of fires set by children; contact the National Firehawk Foundation.

California Tomorrow is a non-profit, educational corporation supported by tax-deductible contributions from foundations, corporations and individuals committed to a multi-racial, multi-cultural approach to economic, political and social issues affecting Californians. California Tomorrow sponsors a series of projects, including the Immigrant Youth in Schools Project that will interview immigrant youth in Southern California schools; Identifying Barriers for Youth, an 18-month project that will identify barriers and possible solutions to youth opportunity in Los Angeles; and the Fresno Dropout Project. Programs are created primarily by California Tomorrow Fellows through its Fellowship Program. Contact California Tomorrow, 849 South Broadway, Suite 831, Los Angeles, CA 90014 or Fort Mason Center, Building B, San Francisco, CA 94123 (415/441-7631).

Book Review

When Teenagers Work: The Psychological and Social Costs of Adolescent Employment by Ellen Greenberger and Lawrence Steinberg, 1986. Basic Books, Inc., 10 E. 53rd Street, New York, NY 10022. In 1985, the U.S. Bureau of Labor Statistics reported more than four million teenage students worked part-time. For some youth-serving professionals, these figures represent good news; for others the indications are negative. Psychologists Greenberger and Steinberg are among the pessimists. After reviewing relevant literature and analyzing extensive interviews and surveys with over 100 working teenagers in Orange County, California, the authors offer a mythbreaking thesis, "...that extensive part-time employment during the school year may undermine youngsters' education; that

working leads less often to the accumulation of savings or financial contributions to the family than to a higher level of luxury consumer spending; that working appears to promote, rather than deter, some forms of delinquent behavior; that working long hours under stressful conditions leads to increased alcohol and marijuana use; and — the *coup de grace* — that teenage employment, instead of fostering respect for work, often leads to increased cynicism about the pleasures of productive behavior.... Stated more broadly, extensive commitment to a job may interfere with the work of growing up." The authors believe working teenagers might be especially attracted to several types of delinquent behavior: because most youth who work are middle class and do not need their earnings to buy the necessities of life, they may spend their wages on deviant activities such as buying and selling drugs and gambling; because adolescence is a stressful period and working often adds more stress, some may engage in illegal and/or unhealthy forms of stress reduction such as drug and alcohol use and smoking cigarettes; and because work demands often interfere with school demands, working teens may become involved in some kinds of school-related deviance such as cutting class, tardiness and cheating. The authors do not claim all part-time work for youth is harmful or leads to certain types of delinquent behavior. Indeed, they submit, "Most youth can profit, presumably, from good work experience in suitable amounts. None will profit from an overdose of low-quality work experience that deprives them of their full measure of identity development." The most important business involving teenagers is not making money in an unsatisfying job, but learning who they are and who they want to be. Working is only productive if youth can find those answers while maintaining a satisfying job that does not interfere with personal, familial, academic and social functions.

When Teenagers Work is a groundbreaking study challenging the previously-held stereotype of the more responsible, less delinquent, and more educationally and socially mature working teenager. As such, it provides excellent and provocative reading for educators, administrators, parents, students and youthworkers.

FUNDING IN THE CRIMINAL JUSTICE FIELD

Focus on Funding — Illiteracy

A recent survey of 3,600 people, conducted by the Educational Testing Service and the National Assessment of Educational Progress, found that 5% of young American adults are illiterate and another 15% are semi-literate, even though 98% have completed the eighth grade. According to Director Mike Fox of Push Literacy Action Now (PLAN), in 1986 there were as many as 60 million adult Americans who could not read street signs or fill out a job application. The implications, according to Fox, are frightening: "This inability to read *causes* poverty, crime, unemployment, welfare dependency, and a loss of productivity for American business." Fortunately, several private foundations, corporate entities and one federal agency have funded and are making future funds available to assist national, state or community-based literacy projects.

Association for Community-Based Education (ACBE) offers mini-grants and is sponsored by the John D. and Catherine T. MacArthur Foundation; contact Guitele Nico-leau, ACBE, 1806 Vernon Street, N.W., Wash-ington, D.C. 20009 (202/462-6333).

Give the Gift of Literacy is sponsored by the U.S. and Canadian bookselling industries; con-tact Allan Marshall, American Bookselling Asso-ciation, 122 East 42nd Street, New York, NY 10168 (212/867-9060).

Urban Literacy Development Fund is sup-ported by ACTION, the Gannett Foundation, Dayton Hudson Corporation, and B. Dalton Bookseller; contact the Urban Literacy Develop-ment Fund, 7505 Metro Blvd., Minneapolis, MN 55435 (612/893-7600).

VISTA Literacy Corps provides funds to help develop, strengthen, and expand the literacy efforts of public and non-profit organizations. The Corps gives high funding priority to organi-zations that assist underserved, low-income

area, high school dropout and minority youth, and the parents of disadvantaged children. Contact Shelly Reid, VISTA for Literacy, AC-TION, 806 Connecticut Avenue, N.W., Washing-ton, D.C. 20525 (202/634-9445).

For further information on the literacy problem and other possible funding sources, contact the VISTA Literacy Corps or the following:

National Advisory Council
on Adult Education
2000 L Street, N.W., Suite 570
Washington, D.C. 20036 (202/634-6300)
(Ask for a copy of Illiteracy in America:
Extents, Causes and Suggested Solutions.)

National Governors' Association Task
Force on Adult Illiteracy
National Governors' Association
444 North Capital Street, N.W.
Washington, D.C. 20001 (202/624-5897)

Push Literacy Action Now (PLAN)
Mike Fox, Director
1332 G Street, S.E.
Washington, D.C. 20003 (202/547-8903)

Funding Briefs

****Foundation Statistics** — The most recent analysis of IRS files on private foundations fo-cuses on 1982, revealing that 23,545 American private grantmaking foundations with combined assets of \$58.7 billion gave \$4.5 billion in grants. Additionally, 225 community foundations with combined assets of \$2.7 billion awarded grants totalling \$233 million. The study, as well as information on all currently active private grant-making foundations, is available from The Foun-dation Center, 79 Fifth Avenue, New York, NY 10003 (800/424-9836). A phone call to the Center's toll-free number will provide information on where such resources can be found in Califor-nia communities.

****American Volunteers in 1985** — A recent Gallup Poll found some encouraging responses for those community agencies whose funding policies rely heavily upon volunteers. When asked about their volunteering activities in 1985, Gallup respondents provided the following information: 89 million volunteers worked an average of 3.5 hours per week; 51% of females, 45% of males; and 52% of teenaged respondents participated as volunteers sometime during the year; and volunteers annually save recipient organizations \$110 billion. A copy of the results are available from the Independent Sector, 1828 L Street, N.W., Washington, D.C. 20036 (202/223-8100).

Recent Grant Awards

****California Community Foundation** — The following projects were funded in 1986: Child S.H.A.R.E., Inc. in Los Angeles received \$22,000 to provide emergency shelter for neglected and abused infants and toddlers in Los Angeles County; the Impact Drug and Alcohol Treatment Center in Pasadena received \$12,000 for a full-time marriage, family and child counselor to work with females recovering from drug or alcohol abuse; Marysvale in Rosemead received \$18,000 to expand the development office for a residential program for abandoned and troubled youth; and the American Communications Foundation in Mill Valley received \$6,000 to produce ten radio broadcasts on volunteerism and philanthropy. For more information, contact the California Community Foundation, 3580 Wilshire Blvd., Suite 1660, Los Angeles, CA 90010 (213/413-4042).

****DeWitt Wallace Fund, Inc.** — The Boys Clubs of America (BCA) has received a \$300,000 five-year grant to encourage and finance teenaged business entrepreneurs. The project targets BCA members in danger of dropping out of school and becoming unemployed. Applications are reviewed by a BCA panel which awards no-interest loans between \$100 and \$5,000 and arranges for training in financial record keeping, marketing and business ethnics. For more information, contact the DeWitt Wallace Fund, Inc.,

200 Park Avenue, 34th Floor, New York, NY 10166 (212/906-6900) or the BCA, 771 First Avenue, New York, NY 10017 (212/557-7755).

****Edna McConnell Clark Foundation** — Several criminal justice-related projects were funded in 1986. The Washington County Youth Services Bureau, Inc. received \$47,500 to identify and examine the obstacles to implementing family preservation services in Vermont; contact Tom Howard, Washington County Youth Services Bureau, Inc., P.O. Box 627, Montpelier, VT 05602 (802/229-9151). The National Prison Project (NPP) received \$1.4 million for litigation activities; contact Alvin Bronstein, NPP, 1616 P Street, N.W., Washington, D.C. 20036 (202/331-0500). The Center for Effective Public Policy, Inc. received \$200,000 for its National Jail and Prison Overcrowding Project which seeks to reduce unnecessary incarceration in six states; contact Linda Adams, Center for Effective Public Policy, Inc., 1411 Walnut Street, Suite 925, Philadelphia, PA 19102 (215/569-0347). The National Council on Crime and Delinquency (NCCD) received \$185,000 to assess the costs and benefits of the community-based juvenile corrections system in Massachusetts; contact Barry Krisberg, NCCD, 77 Maiden Lane, 4th Floor, San Francisco, CA 94108 (415/956-5651). Family, Inc. received \$75,000 to expand its theater workshops in prisons and jails and to provide stipends for selected workshop participants after their release on parole; contact Marvin Camillo, Family, Inc., 9 Second Avenue, New York, NY 10003 (212/477-2522). The Ms. Foundation for Women received \$80,000 for its program that assists grassroots womens' organizations; contact Marie Wilson, Ms. Foundation for Women, Inc., 370 Lexington Avenue, New York, NY 10017 (212/689-3479). For more information, contact Linda Lange, Office of Communications, The Edna McConnell Clark Foundation, 250 Park Avenue, New York, NY 10017 (212/986-7050).

****Ford Foundation** — The Ford Foundation is supporting two efforts to identify, train and provide practical experience for young Hispanic leaders. Aspira of America received a two-year grant of \$450,000 for a high-school based, three-

phased program. During the first phase, 150 students were selected to attend after-school or weekend workshops in leadership training, public speaking and other communication skills, the local policy-making process, and public service career options. In the second phase, 50 of these students continued the workshops and entered mid-career internships with local agencies for ten hours a week. In the final phase, ten participants will receive eight-week summer internships in government agencies or nonprofit organizations in Washington, D.C. The Mexican American Legal Defense and Education Fund received a \$240,000 two-year grant for the mid-career segment of Aspira's program whereby young Hispanic professionals in five Western cities attend seminars about serving on local community boards and commissions. For more information, contact the Ford Foundation, 320 East 43rd Street, New York, NY 10017 (212/573-5000).

****Kellogg Foundation** — Several new youth-related projects were funded by the Kellogg Foundation in 1986. The BoarsHead Michigan Public Theater received \$114,000 to expand a series of educational outreach programs for Michigan youth; contact Tim Sauers, BoarsHead Public Theater, 425 So. Grand Avenue, Lansing, MI 48933 (517/484-7800). Youth for Understanding International Exchange (YFU) received a \$232,434 grant to strengthen YFU volunteer skills and disseminate materials for Project V.I.P. which helps place high school youth with host families in other countries; contact Cameron Dubes, YFU, International Center, 3501 Newark Street, N.W., Washington, D.C. 20016 (800/424-3691). For more information, contact the W.K. Kellogg Foundation, 400 North Avenue, Battle Creek, MI 49017 (616/968-1611).

Funding Available

****American Express Foundation** — Organizations needing assistance to set up a referral agency or create/expand community child care programs should contact Dee Topol, American Express Foundation, American Express Tower, World Financial Center, New York, NY 10285.

****Kellogg Foundation** — Land grant colleges or universities, or state extension homemaker councils may apply for Kellogg Foundation grants of \$2,000 for planning and up to \$50,000 for program support for "family community leadership programs" designed to help family members develop leadership skills for assuming an active role in improving their communities. Contact The W.K. Kellogg Foundation, 400 North Ave., Battle Creek, MI 49017 (616/968-1611).

****Lilly Endowment** — Those interested in funding projects that benefit youth or develop leadership potential and skills should contact the Lilly Endowment, Inc., P.O. Box 88068, Indianapolis, IN 46208 (317/924-5471).

****U.S. Department of Justice, Bureau of Justice Assistance (BJA)** — Approximately 20% of \$223 million in grants will be awarded in discretionary grants to public agencies and private, nonprofit organizations for programs designed to enhance the criminal justice system's response to the drug problem. For more information, contact BJA, 633 Indiana Avenue, N.W., Washington, D.C. 20531 (202/272-6838).

Funding Resources

National Guide to Funding in Aging (1986), a 280-page guide with descriptions of federal and state-administered programs and application procedures for each; and **Foundation Fundamentals: A Guide for Grantseekers** (1986), a how-to reference book for novice grantseekers that describes who gives grants as well as provides profiles of those who receive, are available from The Foundation Center, 79 Fifth Avenue, New York, NY 10003 (800/424-9836).

Two Resources for Fundraising Advice may be useful: The National Society of Fund Raising Executives' Golden Gate Chapter, 55 Sutter Street, Suite 692, San Francisco, CA 94104 (415/788-2191) and its Southern California Chapter, 3100 W. 8th Street, Los Angeles, CA 90005 (213/386-5614); and the Clearinghouse for Research on Fund Raising, 3112 Benjamin Building, University of Maryland, College Park, MD 20742 (301/454-3311).