National Symposium on Alcohol Abuse and Crime: *Recommendations to the Office of Justice Programs*

April 1998

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Foreword

The links between alcohol abuse and crime--and what to do about this problem--are of critical importance to the health and safety of America's communities. Over the last decade, this country has, legitimately, focused its attention and resources on drug abuse as part of a broader effort to fight crime and community breakdown. But this focus, while critical, has for the most part kept the spotlight off alcohol abuse and crime. Yet we know from numerous studies that alcohol abuse is inextricably linked to crime. In fact, the recent study by the National Center on Addiction and Substance Abuse at Columbia University reported that alcohol is more closely associated with violent crime than any illegal drug.

In preparation for the Office of Justice Program's National Symposium on Alcohol Abuse and Crime held in April, 1998, the Justice Department's Bureau of Justice Statistics analyzed national data on the prevalence of alcohol involvement in crime. A few statistics from that document demonstrate why we need to improve our understanding of the link between alcohol and crime.

- From victim surveys, we estimate that about 3 million violent crimes occur each year involving an offender who has been drinking at the time of the offense.

- Two-thirds of all victims of intimate violence report alcohol was a factor in the abuse. In fact, 3 of 4 spouse abuse incidents involve an offender who had been drinking.

- Among the 5.3 million convicted offenders under correctional supervision, nearly 2 million -- 36 percent -- were drinking at the time of the offense. The vast majority of these alcohol-involved offenders were sentenced to supervision in the community -- on probation or parole.

- In 1996 -- the latest year for which data are available -- alcohol was a factor in more than 40 percent of traffic fatalities.

In addition, data from the National Institute of Justice's Arrestee Drug Abuse Monitoring (ADAM) program show that about one-third of arrestees report they were under the influence of drugs or alcohol at the time of their alleged offense--and that the substance most frequently reported was alcohol. Moreover, the significant body of available evidence suggests that alcohol is a multiplier of crime--that it can impair judgment, decrease inhibitions, and increase, or unleash, aggressive or criminal behavior.

This report summarizes the deliberations and recommendations from OJP's National Symposium on Alcohol Abuse and Crime. The Symposium had a four-fold purpose: to

explore what we know about alcohol and crime, how criminal justice agencies currently

respond to alcohol abuse, how we can better use the leverage of the criminal justice system to respond to this problem, and how the Office of Justice Programs can have a meaningful impact in this area. For the Symposium, we brought together participants from a number of disciplines, including researchers, medical experts, and treatment providers, along with criminal justice practitioners to discuss these issues. Because the problem of alcohol abuse is so complex, a multi-disciplinary approach with the criminal justice and scientific communities working shoulder-to-shoulder is critical if we hope to have an impact in this area.

This final report offers a rich source of information about what federal agencies--and communities--can do together to deal with these issues. The Symposium began an important partnership in dealing with the issues of alcohol abuse and crime, and I look forward to continuing to work with my colleagues across government and at the state and local levels on the recommendations outlined here.

Laurie Robinson
Assistant Attorney General
Office of Justice Programs

August 1998

Part I: Overview: The National Symposium on Alcohol Abuse and Crime

In the fall of 1997, Assistant Attorney General Laurie Robinson convened a federal interagency working group to plan a National Symposium on Alcohol Abuse and Crime. In the Assistant Attorney General's words, the symposium would "...reinforce what we all know and want to focus on--that the links between alcohol abuse and crime and what to do about this problem are of critical importance to the health and safety of America's communities."

Purpose and Focus

In the months preceding the symposium, held in Washington, D.C. on April 5 - 7, 1998, the interagency group identified key topics and speakers; structured the working sessions of the agenda; and--perhaps most importantly--carefully identified more than one hundred expert participants. Age, gender, and ethnic diversity--along with professional diversity--characterized the individuals who were ultimately invited to participate.

The specific purposes of the symposium were:

- To convene recognized leaders from the alcohol field including research, treatment, criminal justice, community and victim advocacy, and prevention;

- To provide a forum for these participants to engage in an honest and open discussion of our current knowledge of the relationships between alcohol abuse and crime in all of its dimensions, as well as the breadth and effectiveness of our current criminal justice and treatment responses to alcohol abuse and crime; and

- To provide advice and guidance to the Office of Justice Programs (OJP) regarding how it can best provide support to ongoing and emerging efforts to reduce alcohol-related crime and its consequences.

In order to focus the work of the symposium, the interagency planning group identified four specific topic areas around which the working groups were organized. The topics were:

- The role of alcohol in domestic violence and its implications for criminal justice interventions;

- Effective interventions for offender populations;
- Community-based responses and initiatives; and
- The underage use of alcohol.

Symposium Format

Participants were invited to join one of four working groups each organized around one of the primary topics listed above in the Purpose and Focus section. Each group was asked to identify the major problems in its area, summarize current criminal justice responses to those problems and what we know of their effectiveness, and develop a specific set of recommendations about actions the Office of Justice Programs can take to reduce alcohol-related crime and its consequences.

Plenary presentations, designed to provide participants with a common frame of reference for their discussions, supplemented the working group sessions. The presentations were representative of a wide variety of perspectives and covered the current state of knowledge on alcohol abuse and its relationship to crime; treatment approaches and their effectiveness; cultural and ethnic dimensions of alcohol abuse; the role of alcohol in domestic violence; community initiatives to address alcohol-related crimes; interventions within the correctional system; and the underage use of alcohol. The symposium agenda, which identifies plenary session topics as well as the presenters, is included as Appendix 1.

After two days of panel presentations and lively discussions, the four working groups formulated their recommendations and highlighted their priority recommendations in a presentation attended by all of the symposium participants and Attorney General Janet Reno.

Participants

The response to OJP's invitation to participate in the symposium was overwhelming. Ultimately, approximately 150 individuals, representing a broad variety of disciplines and perspectives, participated in the symposium. They included:

- Criminal justice officials from many different agencies including law enforcement personnel, judges from juvenile and adult courts as well as specialized alcohol and drug courts, prosecutors, jail administrators, and representatives from institutional and community based corrections agencies;

- Youth representatives;
- Representatives from collaborative community efforts to control alcohol-related crime including alcoholic beverage control agencies, the retail industry, and the alcohol beverage industry;
- Diverse public policy practitioners and advocates such as local elected officials, public health advocates, community organizers, and educators;
- Treatment and prevention specialists from the alcohol, substance abuse, and domestic violence arenas;
- Victim advocates including representatives of the domestic violence advocacy community;
- Researchers and evaluators; and
- Federal policy makers, funders, and program managers.

A complete listing of the symposium's participants is included as Appendix 2.

Major Themes of the Symposium's Recommendations

While the symposium participants generated hundreds of recommendations during the course of their discussions, this report presents a synthesis of the recommendations which fall most clearly within the purview of the Office of Justice Programs. There were several key themes that emerged with striking consistency in all four groups which provide a coherent framework for the numerous recommendations provided by the symposium participants.

- Alcohol is a drug that is closely linked with crime, particularly violent crime. As a result, it should have greater visibility in our efforts to deal with crime and violence. The four groups encouraged OJP to support initiatives which acknowledge alcohol as a drug and which target the crime related to alcohol abuse and its consequences.
- OJP can provide important leadership on this issue by continuing to emphasize the inclusion of alcohol in the dialogue about substance abuse, and to emphasize statistical and qualitative information about the high proportion of crime related to alcohol abuse.
- The problems of alcohol abuse and crime, by their nature, cross all of our

traditional professional, jurisdictional, racial, ethnic, gender, and even generational boundaries. If we are to begin to address these problems more effectively, we must develop collaborative efforts--bringing together law enforcement, the courts, corrections agencies, treatment providers, victim advocates, community representatives, health professions, researchers, alcohol beverage control agencies, the alcohol beverage industry, the hospitality industry, youth, and others. Therefore, the four groups encouraged OJP to support initiatives which are based upon collaboration.

- Efforts to prevent and respond to alcohol-related crime must be sensitive to the communities and the cultural context in which they occur, and must be competent within those communities. It would be difficult to overestimate the strength of conviction which participants felt on this point whether in relationship to domestic violence, offender interventions, the underage use of alcohol, or community initiatives.

- The consequences of alcohol abuse and alcohol-related crime fall disproportionately upon communities in Indian Country. A Native American is 475% more likely to die of alcohol-related causes than is the average American. In addition, other conditions such as unemployment and family disruption that correlate highly with crime in all communities are experienced disproportionately in Indian Country. Prevention and intervention efforts regarding alcohol-related crime must be cognizant of these needs and the disproportionate impact of alcohol abuse and crime in Indian Country.

- One of the barriers impeding our progress in utilizing the knowledge that we do have is the gap that exists between research and practice. Each of the working groups at the symposium spoke passionately of the need to use the knowledge we have, to make it available to communities and practitioners as they mobilize their efforts to deal with alcohol abuse, and to share our knowledge about what works. The four working groups encouraged OJP to disseminate emerging research results widely and in a form that is accessible and understandable to the broader community. They also encouraged OJP to support research on the topic of alcohol abuse and crime in proportion to its importance as a drug of abuse--which is significant, and greater than many drugs of abuse which we research extensively.

- In its broadest sense, community involvement requires the participation of individuals who are most affected by a problem and its solution. The four working groups encouraged OJP to undertake initiatives in partnership with individuals and communities who are most influenced by alcohol abuse and crime. Youth, victims, racial and ethnic groups, and specific communities must be included and empowered to participate in the solutions to these problems.

- The working groups found the opportunity for dialogue at the symposium to be an important step forward in addressing the problem of alcohol abuse and crime. They encourage OJP to consider sponsoring further opportunities for collaborative discussions among diverse groups on the role of alcohol in domestic violence, effective interventions for offender populations, and the underage use of alcohol.

Organization of this Report

Each of the working groups at the symposium generated a set of discussion notes and an outline of recommendations. Parts II - V of this report are a synthesis of each group's discussions and recommendations. Major issues, problems, and needs are discussed as "Targets for Change" in each section and are followed by recommendations organized into categories. The report attempts to remove duplication, combine related recommendations, and to include primarily those recommendations which relate to OJP's areas of responsibility. Each group generated extensive recommendations regarding research--on research questions, research methods, and the dissemination of research results. To avoid repetition and highlight common themes, Part VI of the report incorporates recommendations on research from all four working groups.

Highlighted Recommendations

To fully appreciate the extent and complexity of the issues which participants discussed and the recommendations which they formulated, the reader is encouraged to review each of the following sections of this document. However, participants did highlight key recommendations for discussion with OJP during the symposium. These highlighted recommendations provide an overview of the full set of recommendations presented in Parts II - VI of this report.

The role of alcohol in domestic violence and its implications for criminal justice interventions

1. Conduct and support research on initiatives that foster linkages among community groups, service and treatment providers for domestic violence and alcohol problems, and the criminal justice system;

2. Increase funding and support for community-based, culturally competent programs that successfully integrate services across a system that is currently very fragmented;

3. Support screening for and assessment of alcohol use among all batterers who are in contact with the criminal justice system;

4. Ensure that non-coercive alcohol treatment options are available for women who are victims of domestic violence; and

5. Convene a similar symposium or focus group to look specifically at the links between domestic violence and alcohol abuse. There is still much learning to be shared from all sides, and more dialogue and exploration that need to happen before specific recommendations can be made with full agreement.

Effective interventions for correctional populations

1. Support the development of a comprehensive continuum of care that connects all elements of the treatment and criminal justice communities from arrest through discharge from the system;

2. Encourage the formulation of a common language for both treatment and criminal justice practitioners that adequately defines terms, articulates treatment goals, and adequately expresses agreed-upon standards of care;

3. Support the definition and dissemination of accepted “best” treatment and intervention practices that are culturally competent across all offender populations, including Native American populations;

4. Support the development and implementation of effective treatment strategies for offender populations who will be within the correctional system for only short periods of time, particularly jail populations; and

5. Encourage a more coordinated and accountable system for responding to driving under the influence of alcohol.

Underage use of alcohol

1. Support efforts to focus on alcohol advertising and marketing including: a) additional research on the effects of alcohol advertising on young persons, b) the allocation of substantial resources (on a scale similar to the amount the federal government has allocated for its anti-illicit drug media campaign) to purchase media time for messages about the dangers associated with the underage use of alcohol, and c) efforts to discourage alcohol advertising and marketing that target and appeal to

underage persons;

2. Support efforts to encourage responsible hospitality practices including: a) consistent enforcement of laws regarding the sale and distribution of alcohol to underage persons, b) mandatory compliance checks of all alcohol outlets, c) training of alcohol merchants and servers regarding the sale of alcohol to underage persons, and d) the restriction of the number of alcohol outlets in areas frequented by underage persons;

3. Support collaborative community efforts to address the problem of underage alcohol use that include peer justice and youth empowerment programs, linkages among the treatment and criminal justice agencies, and a concerted effort to involve youth in the effort to create an environment which discourages rather than encourages the underage use of alcohol; and

4. Provide support for another structured and organized opportunity for collaborative discussion on this issue and, in particular, to develop more fully this working groups's extensive list of recommendations.

Community-based responses and initiatives

1. Undertake a program of community-based initiatives for preventing alcohol-related crime that are competent with respect to gender and culture. These initiatives should focus on alcohol outlet availability, advertising, and the enforcement of alcoholic beverage control regulations. The initiatives should involve partnerships with community stakeholders and should adopt strategies which include the alcoholic beverage control system and should be based upon the existing research on effective efforts in this area;

2. Support research and evaluation on alcohol-related crime issues that incorporate partnerships involving researchers and community decision makers and policy makers and that lead to broad dissemination of information on "what works" to communities interested in addressing these issues;

3. Encourage crime-prevention initiatives which incorporate alcoholic beverage control agencies as crime prevention resources; and

4. Enter into a special partnership for Indian Country initiatives on alcohol abuse and crime, with the active participation of communities within Indian Country.

Part II: The Role of Alcohol Abuse in Domestic Violence and Its Implications for Criminal Justice Interventions

Background of the Discussion

The discussion began with a review of what the criminal justice system can do to address domestic violence generally, and, specifically, domestic violence related to alcohol abuse. Participants agreed that, although there has been significant progress in raising the visibility of domestic violence within the system, the need for more effective responses to domestic violence in general and to domestic violence related to alcohol abuse still presents critical challenges.

The participants felt that a difficult barrier arises from the apparent tension which emerges between the goal of assuring accountability and sanctions for batterers and the goal of providing alcohol treatment for batterers. In brief, domestic violence advocates are concerned that a heavy emphasis upon an offender's alcohol addiction may relieve him of responsibility for his actions and downplay deserved sanctions. Even beyond that, it may encourage the use of treatment resources for addiction issues rather than for batterers issues. Some felt that after the lengthy battle to label domestic violence for what it is--a crime--it seems like a step backward to focus upon batterers needs for alcohol treatment rather than the punishment they deserve.

At the same time, for those whose violence is exacerbated by alcohol addiction, addressing addiction issues can be important in preventing future victimization--a concern for all domestic violence advocates.

Targets for Change

As with the other three working groups, a recurring theme running through the discussions of the domestic violence group was the importance of collaboration. Although particularly difficult in this area, the group identified a number of the potential benefits of true collaboration. They include the ability to:

- Develop a better understanding of the issues underlying domestic violence and alcohol abuse;

- Increase the frequency and effectiveness of screening at all points in the criminal justice system;

- Recognize the need for and conduct cross-training;
- Truly integrate service delivery;
- Recognize the need for and conduct research on linkages;
- Provide services to families; and
- Assume more responsibility--ultimately--for women's safety across agencies (treatment, medical, courts, etc.).

However, the forces militating against collaboration can be significant. Funding increasingly does require collaboration, but too often efforts can go forward unilaterally without the leverage of funders encouraging or requiring collaboration. In addition, the difficulties of maintaining collaboration, once begun, are well-known.

Effective Linkages and Integration Issues

Even beyond the general need for collaboration, the group felt that effective interventions for domestic violence require specific, rigorous efforts to link agencies and services. This is critical in order to ensure the safety of victims of domestic violence who have alcohol abuse problems and those who do not. The dimension of alcohol abuse only intensifies and makes more complex the requirements for integration. Several participants urged using the "peacemaker" approach to address the intersection of all these fragmented agencies and agendas. Some of the specific issues in this area raised by participants include the need to:

- Integrate a domestic violence assessment component into all alcohol treatment programs;
- Integrate safety-related strategies into all alcohol treatment planning/case plans for victims of domestic violence;
- Provide services that better meet victims' needs and that are women friendly and appropriate (this is essential if we are to successfully integrate domestic violence and alcohol services);
- Bring more community-based representatives to the table when a "team" or task force is created;
- Look at victims' involvement in the criminal justice system on other charges and use that involvement to help deal with alcohol or drug addiction and victimization;

- Be clear about the purpose of screening for alcohol or drug addiction for batterers in the criminal justice system (i.e., is it an avenue of additional

intervention, a way to diminish responsibility, or will it be used to give priority to alcohol or drug addiction treatment over batterers' intervention and sanctions?);

- Consider joint classification of batterers for treatment needs, justice requirements, and risk assessments;

- Assure that specific screening components be included in all programs associated with alcohol abuse and domestic violence (i.e., shelters, the batterers' interview, treatment, etc.); and

- Include law enforcement as integral partners in all collaborative efforts to address domestic violence.

Participants suggested a unified court, such as the domestic violence docket which is currently operating in Bridgeport, Connecticut, as a vehicle for assuring integration. A unified court brings a range of points to bear including victim interests, and does not have to depend upon the strength of any other agency's particular commitment or focus on this issue. In such a court, the system can:

- Provide a quick response (i.e., by the next day) with no time for intimidation by the batterer;

- Ensure that all relevant parties are present in court;

- Provide protective orders;

- Provide regular accountability to the court; and

- Provide linkages to batterers' programs in jail and in the community.

Treatment and Intervention

A basic value shared by the members of this group was that every facet of treatment and the criminal justice system is responsible for providing safety for women. This presents significant challenges, since funding and services are often fragmented. Other challenges regarding treatment and intervention include the need to:

- Avoid victim-blaming;

- Develop culturally competent treatment;

- Recognize that alcohol and domestic violence are inter-generational and co-generational, and this has implications for screening and service delivery (i.e.,

treatment as prevention, its role in juvenile offenses; and how to approach it with children, teens, mothers, and partners);

- Develop and implement intervention models that are not colonizing;
- Understand the role and value of spirituality in recovery;
- Address the undermining of linkages and services by the movement of public services to managed care; and
- Advance the integration of alcohol treatment and batterers' intervention programs by exploring such innovations as:
    - The intensive case management model by probation as it is used in some drug courts, and
    - Outreach to judges about integration.

Recommendations

These recommendations reflect a wide breadth of experience among group members. Although there was no effort to achieve consensus, the recommendations are listed in rough order of priority (within each category) as determined by votes taken during the discussion. The recommendations fall into the following categories:

- Collaboration;
- Treatment and Intervention;
- Education and Information Dissemination;
- Training; and
- Policy.

Collaboration

Participants recommended that OJP support and promote the following efforts and initiatives.

- A continuation of the dialogue between domestic violence programs

(victim/survivor and offender treatment programs) and the alcohol field (include representatives from both treatment and prevention) that occurred at the symposium. One vehicle for such a dialogue would be a forum/conference for practitioners and policy makers to review current research and promising practices regarding alcohol abuse and domestic violence. Such a forum should include a diversity of opinions and approaches. It could also form a basis for subsequent training on the conclusions which emerge from the conference.

- Development of an understanding of the cultural dimension of alcohol abuse and domestic violence, in particular, for treatment in Indian Country.

- Collaboration with other federal agencies to deal with the problems of domestic violence and alcohol abuse in at least two ways. First, OJP agencies should enter into collaborative efforts among themselves and with other federal agencies. This will model and encourage collaboration among the state and local efforts supported by federal funding. Further, OJP funding should be conditioned upon efforts at collaboration at the local and state levels.

- Encouragement of more coordination among criminal justice agencies and batterers intervention programs.

- Involvement of survivors (consumer community) as well as the broader community in planning, developing, and implementing integrated programming.

Treatment and Intervention

Participants recommended that OJP should support and promote the following efforts and initiatives.

- Provision of appropriate non-coercive alcohol treatment options for women who are victims of domestic violence.

- Screening of offenders for alcohol abuse at all points of contact within the criminal justice system.

- Development of a model treatment program for batterers that includes screening, an assessment of alcohol use, and addresses the relationship between alcohol abuse and domestic violence. Such a program should be evaluated in terms of its effectiveness for various typologies of batterers.

- Provision of domestic violence education and prevention services to all high risk groups (i.e., offenders, ex-offenders, those on probation and parole, and their

families), especially through community-based organizations.

- Provision of information about alcohol use/abuse as a safety issue to victims and survivors of domestic violence.

- Establishment of a domestic violence component in substance abuse programs with the involvement and input of the domestic violence victim advocacy community. This will also require cross-training of respective staff involved in assessment, placement, screening, and alternative treatment modalities.

- Provision of more resources and facilities to meet basic needs in many parts of Indian Country where such resources and facilities are lacking (i.e., victim services, shelters, transportation, and alcohol treatment).

- The recognition of domestic violence and alcohol or drug addiction issues in the homes of juveniles who are in trouble with the law.

Education and Information Dissemination

Participants recommended that OJP support and promote the following efforts and initiatives.

- Presentation of criminal justice system data to the public to educate and raise the awareness of domestic violence as a serious problem, including the intersection between domestic violence and alcohol abuse.

- Improvements in the measurement of domestic violence and alcohol abuse, and an opening of the design process to a wider circle of input.

Training

Participants felt that OJP should support and promote the following efforts and initiatives.

- Integration of training for criminal justice, advocacy, treatment, and other agencies.

- Identification of best practices and provision of training for law enforcement, judges, and other decision-makers on domestic violence and alcohol linkages.

Policy

Participants recommended that OJP support and promote the following efforts and initiatives.

- Development and support of policies which ensure that domestic violence offenders receive appropriate criminal justice sanctions. Alcohol should not mitigate or increase the criminal justice penalty.

- Development of more unified court models for domestic violence and alcohol abuse issues.

Part III: Effective Interventions for Offender Populations

Background of the Discussion

A key issue raised by Assistant Attorney General Laurie Robinson in her remarks at the opening of the symposium was the prevalence of alcohol abuse among offender populations. The dimensions of this problem have been confirmed recently--both by a study published by the National Center on Addiction and Substance Abuse at Columbia University, and the analysis prepared by the Bureau of Justice Statistics specifically for the symposium. That analysis indicates that fully 35 percent of the 5.3 million convicted offenders under correctional supervision--nearly 2 million individuals--were under the influence of alcohol at the time of their offense.

The working group on effective interventions for offender populations discussed how the criminal justice system can effectively intervene with offenders to reduce the likelihood of future crime associated with alcohol abuse.

The members of this group were in general agreement that the number and proportion of offenders moving through the system who have significant alcohol problems is staggering. The group also agreed that, among the public and even among policy makers, there is very little appreciation for this fact. Not surprisingly, then, the resources dedicated to addressing alcohol treatment for offenders are limited at best and non-existent at worst. At least part of the difficulty in assuring adequate resources has been the heavy focus that the criminal justice system has placed upon illicit drugs, at the expense of identifying alcohol abuse as a priority. Even drug testing, which has become a widely-used tool in dealing with illicit drug use, often does not target alcohol use.

Targets for Change

The group identified a number of areas of agreement that may be seen as guiding principles for its recommendations in this area and imply major targets for change and improvement. Although there was great debate on a number of questions, there appeared to be some consensus on the following targets for change.

Continuum of Care

Interventions for offender populations should include a continuum of care from arrest to discharge and involve both short-term and long-term strategies for alcohol treatment. Current treatment interventions often rely on fragmented, under-resourced, and

generally inadequate attempts to identify alcohol problems and treat them among offender populations. In order to achieve the goal of reducing the likelihood of future crime associated with alcohol abuse, a continuum of care concept is essential. The elements of a continuum of care include: screening; assessment for diagnosis and risk; treatment planning; provision of treatment for counseling and rehabilitation; transitional care from institution to community; relapse prevention and intervention; and linkages created to tend to information flow, the flow of offenders through the criminal justice system, and the flow of offenders from institutions to the community.

Continuing Dialogue on Treatment and Standards of Care

The participants agreed that there is a clear need for further dialogue to develop a generally accepted definition of alcohol treatment and to work toward generally accepted standards of care. The extensive discussion and debate within the working group emphasized that there is little agreement on the definition of what constitutes acceptable alcohol treatment. The group discussed a definition which began with an acknowledgment that treatment is a prescribed regimen of therapeutic intervention rendered or overseen by a qualified professional consistent with generally accepted protocols. They also suggested that some further characteristics of acceptable treatment implicit in a “continuum of care” might include:

- The use of scientifically-based assessment tools;
- Treatment matched to the level of offender need;
- Psychological and medical supervision of groups and individuals;
- Peer support;
- Family intervention and counseling;
- Case management; and
- Treatment providers who are licensed and meet specific standards.

However, the group could **not** agree on a definition and noted the need for continuing dialogue on this topic with the ultimate goals of a common definition of treatment and minimum standards of care.

The participants felt that implication of their conclusion--that there are no accepted standards for treatment--suggests that the need for dialogue on this topic is critical and should receive priority consideration in OJP’s planning in this area.

Cultural Competence

Participants agreed that all treatment programs and interventions should be undertaken within a framework of a culturally competent system of care that is both age and gender specific. They felt that much of the treatment that is available does not adequately recognize that alcohol abuse takes place in a cultural context and is affected intrinsically by the gender or age of the individual involved. If we are to expect interventions to be effective, this must change. The group identified a set of specific recommendations regarding actions within Indian Country. They also acknowledged the over-representation of Native Americans, African Americans, and Hispanic Americans among offender populations. The group's recommendations emphasize the need for culturally competent interventions within these communities.

The Visibility of Alcohol as a Drug

Although alcohol is legal, participants emphasized that we need to be clear that it is a drug. They felt that alcohol's legal status should not diminish the priority we place upon dealing with the consequences of its abuse. The emphasis on illicit drug use has often deflected attention from the need to address this problem.

Criminal Justice and Community Linkages

The group agreed that linkages between the criminal justice system and the community should be developed and expanded.

Public Safety

Participants emphasized that the focus of this group on treatment and a continuum of care for offenders is warranted primarily because of the community safety benefits that it promises. If we can have a significant impact upon the patterns and instances of alcohol abuse among offender populations which are related to crime (and particularly violent crime) we make a significant impact upon reducing future criminality and increasing community safety.

Recommendations

The participants' recommendations concerning effective interventions for offender populations fall into several categories:

- Interventions and Treatment;
- Interventions for Offenders Who Are Guilty of Driving Under the Influence of

Alcohol;
- Interventions for Native American Offenders;

- Interventions for African Americans Offenders and Hispanic American Offenders; and
- Education and Training.

Interventions and Treatment

Participants agreed that OJP should support and promote the following efforts and initiatives.

- A more coordinated and effective delivery system for interventions should be developed from the time of arrest through sentencing and execution of a sentence. This should include clear definitions of goals, objectives, and outcomes for treatment, intervention, programs and offenders. A more effective delivery system should also include linking information systems. There should be a high level of coordination between the juvenile and adult systems. Linkages should extend beyond the criminal justice system to include education, health and human services, and other appropriate fields. The system should operate within constitutional and legal parameters.

- Effective interventions and treatment for short-term populations (i.e., jail populations) should be developed.

- A comprehensive continuum of care and treatment should be developed throughout the criminal justice system that acknowledges the movement of offenders from the community into institutions and back into the community. Implicit in this recommendation is the sense of the group that it is important to consider the variety of target populations that should be identified under the general category of "offenders." Their issues and needs regarding treatment interventions will vary. These target populations include: convicted drunk driving offenders; probationers and parolees supervised in the community; offenders incarcerated in jail (both pretrial and sentenced) and prison; juvenile offenders; offender subgroups (i.e., sex offenders, mentally ill offenders; drug-involved offenders who also use alcohol, gang-involved offenders, etc.); ethnic and cultural offender subgroups (e.g., Native American offenders, Native American offenders, Hispanic American offenders, etc.); and families of offenders.

- Mechanisms for fostering better coordination of funding at each level of government and among different agencies of government (federal, state, local, and tribal) should be developed. Particular efforts should be made at the federal

level to coordinate the multiple sources of funding from within the Department of

Justice, from within the Department of Health and Human Services, and from within other departments.

- Restoration should be a goal and a part of the sanction at each stage of the system and a part of every treatment plan.

- A broad-based forum should be created to allow for dialogue about treatment and intervention issues, to help establish a common understanding of the range of treatment programs and interventions, and to help establish a common language.

- Scientifically-based assessment tools should be linked or matched to appropriate treatment and intervention.

- Additional treatment resources should be created for alcohol offenders, including post-release treatment programs. There are currently few, if any, resources *specific* to alcohol.

- Intervention initiatives should be designed to respond to the varying issues and needs of small, large, urban, and rural jurisdictions.

- All offenders should have access to scientifically-based alcohol and other drug screening and appropriate treatment as part of being held accountable and punished for their crimes.

Offenders Who Are Guilty of Driving Under the Influence of Alcohol

For the most part, sanctions for driving under the influence of alcohol are prescribed by state statute rather than by federal policy. The participants' recommendations which follow highlight areas in which OJP and other federal agencies might work with state and local jurisdictions who are interested in prioritizing driving under the influence of alcohol as an offense for prosecution and sanctioning, and implementing initiatives which will contribute to a reduction of such crimes in the future. The participants agreed that OJP should support the following efforts and initiatives.

- Development of an accountable system for dealing with offenders who are guilty of driving under the influence of alcohol in which:

    - Stability is promoted among staff who are committed to long-term change;

    - Drunk driving offenses are given a higher priority in the system (priority docketing, cases are heard more immediately, cases have more prestige,

etc.);

- Information flow through the courts is more effective and reaches everyone who needs it; and

- Judges are better informed.

- Creation of "specialized" drunk driving courts. Develop critical program elements for drunk driving courts (similar to *Defining Drug Courts: The Key Components,* Drug Courts Program Office, January 1997).

- In jurisdictions where it is not feasible to create a "specialized" court, judges and others in the criminal justice system should be provided with the information and skills necessary to deal effectively with issues related to alcohol abuse among the offenders whom they screen, assess, prosecute, adjudicate, and sentence.

- Development of ways to community outreaches so that the general public understands issues related to driving under the influence of alcohol.

- Development of scientifically-based assessment and screening tools for offender populations.

- Increasing the range of self-regulating devices which are available to the general public.

- Development of a national tracking mechanism to track drunk drivers (including offenses within local, state, federal, and tribal jurisdictions).

- Development of legal changes to amend current laws to allow for limited driving privileges of some convicted drunk drivers who have had their licenses suspended (i.e., to get to treatment or a job).

- Development of a broader range of sanctions for drunk driving offenses. Responses to drunk driving should include a combination of punishment, rehabilitation, and restitution.

- Development of ways to encourage states to amend current laws to allow for auto forfeiture for a third time predatory felony drunk driving offense.

Interventions for Native American Offenders

Consistent with a strong theme running through all of the groups' discussions at the symposium, the working group on effective offender interventions agreed upon the

need to address the disproportionate burden of alcohol abuse and crime on communities in Indian Country, and the vast over-representation of Native Americans among correctional populations. The participants agreed that OJP should support the following efforts and initiatives.

- Establishment of a working group of Native American staff and others from among federal agencies (CSAT, OJP, BIA, and others) to foster and coordinate initiatives in Indian Country, and to address the problems of alcohol abuse and crime.

- Development of interventions and treatment for Native American offenders within a cultural context which competently respond to tribal differences. At present, there is a significant lack of effective intervention and treatment methodologies designed specifically for Native American populations.

- Development of specialized drug and alcohol courts in tribal courts.

- Identification of specific actions which might be taken in individual Native American communities to reduce alcohol-related crime. Some examples offered by participants included the closing of drive-up windows for the purchase of alcohol and the development of more detention space in Indian Country.

- Identification and use of the human resources to be found within Native American communities when addressing all aspects of this issue (i.e., research, evaluation, treatment, etc.).

- Clarification of myths and perceptions regarding Native Americans and alcohol.

Interventions for African American and Hispanic American Offenders

A strong majority of the group felt that it was important to emphasize the needs of African Americans and Hispanic Americans for effective intervention strategies among offender populations. Both of these communities are over represented among correctional populations in America and face difficult problems with respect to alcohol abuse and crime. There is a need for culturally competent interventions for these populations and the participants strongly encouraged to support efforts to develop such interventions.

Education and Training

The participants agreed that OJP should support and promote the following efforts and

initiatives.

- Training and education of judges, treatment providers, and other criminal justice decision-makers on issues related to alcohol and crime.

- Development of public education and community outreach programs that involve communities in meaningful ways about all the issues related to alcohol and crime.

- Development of ways to encourage collaboration among federal agencies to provide public education and marketing materials on state-of-the-art research and evaluation with respect to this topic.

Part IV: Underage Use of Alcohol

Background of the Discussion

The working group on the underage use of alcohol reviewed current innovations, identified significant needs, and generated recommendations for OJP that address:

- The kinds of interventions and initiatives that effectively address the underage use of alcohol and its negative consequences,
- The complex relationship between alcohol abuse and illicit drug use;
- The need to more sensitively and competently address the relationship between alcohol abuse and crime in tribal communities;
- The importance of collaborative partnerships between and among those who are committed to effectively addressing alcohol-related crime and its negative consequences; and
- The importance of effectively responding to victims of alcohol-related crime.

Although the group identified dozens of recommendations, they felt that it would require more focus and examination to develop them to a point that will allow OJP to make best use of them. During the working sessions, the group expressed a collective desire to participate in another structured and organized opportunity for collaborative discussion on this issue and in particular, to refine their specific recommendations. The group, therefore, perceives the recommendations which follow as representing the first of many important steps in initiating effective and competent change; and looks forward to the possibility of engaging in another series of intensive working sessions in the near future.

The youth representatives who participated in the group brought broad perspectives, keen insights, passion for the issues, and willingness to actively engage the adults in the group. They played a pivotal role in the group's discussion and development of recommendations.

Targets for Change

There are three inter-related guiding principles upon which the group's work was premised. These principles were unanimously endorsed by the group and provide an

overview of the targets for change which the group identified if we are to make progress in reducing underage alcohol use and its consequences.

Collaboration Emphasizing Substantive Youth Involvement

Participants felt that he need to address alcohol abuse and crime, including the underage use of alcohol, will require significant collaboration. This working group emphasized the importance of substantive involvement of youth in these collaborative efforts. The creation of a truly collaborative strategy will require support and assistance from OJP to bring all of the relevant parties together to participate (i.e., representatives from the law enforcement, treatment, research, policy making, and juvenile justice arenas), to begin to develop a shared vision, to identify common values, and to develop linkages to carry out shared work. Opportunities for collaboration must exist at the local, state, and national levels as well as in Indian Country.

C*ompetent and Effective Approaches to Dealing with Issues of Race and Culture*

Participants also felt that programs to address the underage use of alcohol and its negative consequences must be tailored to sensibly respond to the specific cultural needs of those they are targeting and affecting. This can be achieved only if individual communities and their members are given the opportunity to actively participate in the development of initiatives that will directly impact them.

C*ommitment to Environmental Change*

The working group discussed at length how underage persons in our communities receive very conflicting messages about alcohol consumption. In order to reduce the underage use of alcohol, the group asserted that OJP must be committed to developing policies and initiatives which send clearer, more consistent, and direct messages to youth about the dangers and potential consequences of alcohol use.

Recommendations

The group's recommendations fall into a number of areas and in several instances, include a brief list of innovations and promising practices/programs that the participants identified. The group recommended that OJP research the effectiveness of these innovations and promising practices/programs. IF their value and utility can be documented, OJP should explore ways in which it can encourage other communities to adopt the lessons emerging from them.

The following recommendations are listed (in each area) in rough order of priority as determined by votes taken during the discussion. The categories around which the

group organized its recommendations are:

- Community Mobilization;
- Enforcement;
- Intervention;
- Marketing, Public Education, and Community Awareness;
- Prevention;
- Training and Technical Assistance;
- Victim Issues; and
- Youth Involvement.

Community Mobilization

Participants felt that OJP should support and promote:

- A national initiative to encourage weekend underage community service projects to encourage positive community activism among and partnerships between young persons and adults.

The participants recommended that OJP examine the following innovations and promising practices/programs which focus on community mobilization:

- The “Fighting Back” Program in Gallup, New Mexico;
- The “Community Systems of Care Approach” used by the Mississippi Band of Choctaw Indians and the Cheyenne River Sioux Tribe;
- CSAP’s DREAM Community Partnership in Forrest County, Mississippi;
- The “Assets Project” in Bridgeport, Connecticut;
- The “Community Readiness Model” from the University of Colorado;
- NANACOA’s “Community-based Intensive Training;
- The Saving Lives Program in Massachusetts; and

- CMCA’s community organizing program to reduce youth access to alcohol.

Enforcement

Participants felt that OJP should support and promote:

- Efforts by communities to consider restrictions on the number of alcohol outlets in areas frequented by underage persons (i.e., schools and community centers);
- Consistent, regular, and mandatory compliance checks of alcohol outlets in communities that are interested in and equipped to conduct them;
- A substantial increase in the consistency and severity of penalties for both individuals as well as liquor license holders who sell alcohol to underage persons;
- The consistent and appropriate enforcement of zero tolerance laws/statutes in all jurisdictions;
- An immediate change in federal statutes which currently prohibit tribal police departments from apprehending non-Indians who distribute alcohol to underage persons on tribal lands;
- An increase in the use of administrative license revocation laws which target underage persons who are arrested for driving under the influence of alcohol in communities that are interested in this enforcement approach;
- The expansion of community policing initiatives to include the enforcement of underage drinking laws and statutes;
- The use and consistent enforcement of conditional liquor licenses; and
- The possibility of using the ignition-interlock system on underage DUI/OUI offenders.

The participants recommended that OJP examine the following innovations and promising practices/programs which focus on enforcement:

- The Adolescent Offender Program (AOD) in Mississippi that is associated with Mississippi State University;
- The STOP Program in Naugatuc, Connecticut;
- The Use and Lose Program in Virginia; and

- The Community Policing Program in Columbia, South Carolina.

Intervention

Participants recommended that OJP should support and promote:

- Peer justice and youth empowerment intervention programs including alternative sentencing and diversion programs through the use of youth/peer/teen courts;
- Community-based systems of care which create positive and effective interventions;
- Early identification and intervention programs for at-risk youth such as first offender diversion programs that involve juvenile offenders and their families;
- The establishment of links/liaisons between college/university administrations and students to address campus binge drinking; and
- The inclusion of alcohol-related offenses in juvenile drug courts.

The participants recommended that OJP examine the following innovations and promising practices/programs which focus on intervention:

- The Midtown Manhattan Community Court; and
- Spirituality and prayer intervention groups in tribal communities.

Marketing, Public Education and Community Awareness

Participants recommended that OJP support and promote the following efforts and initiatives.

- Partnerships with other agencies and increased funding at the local, state, and national levels to restrict alcohol advertising and marketing campaigns that target or appeal to underage persons by:
    - Requiring that there is a balance between alcohol advertising and health information/messages (counter advertising) that deglamorize underage alcohol consumption on billboards, in radio and television broadcasts, and on college/university campuses;
    - Requiring that all alcohol advertising be preceded by warnings that explain and describe the dangers associated with the underage use of alcohol;

- Mandating the “time channeling” of alcohol advertisements on television so that they do not appear during programs frequently viewed by underage persons; and

- Prohibiting the marketing of youth-oriented products (i.e., “alcopops” and “freeze ‘n’ squeeze”).

- The inclusion of alcohol in Office of National Drug Control Policy and other government sponsored anti-drug media campaigns.

- School-based programs to offset the negative effects of alcohol advertising on young persons.

- Community efforts to limit alcohol advertising on billboards.

- Efforts to stop the promotion of discounted drinks.

- “Hands Off Holidays” campaigns to protect young people and ethnic/racial marketing targets.

- The development of a strategic media and public education campaign that targets abroad audience and describes the negative impact and consequences of the underage use of alcohol.

- Culturally competent educational efforts in Indian Country to teach young Indian persons how spiritually, mentally, and physically harmful alcohol has been to Indian people.

Prevention

Participants felt that OJP should support and promote prevention programs which focus upon both the environment and on the individual through the provision of technical assistance and resources to assist communities in changing the messages that they send to underage persons about alcohol. These efforts might include support for initiatives such as the development of counter advertising programs and the introduction and consistent enforcement of provisional liquor licenses.

Training and Technical Assistance

Participants recommended that OJP should support and promote the following efforts and initiatives.

- Opportunities for communities regarding strategic planning and the development of initiatives to address the underage use of alcohol and its negative consequences. This training should include:
  - An emphasis on broad participation within and across communities;
  - A strong focus on the development and improvement of communication links between and across community coalitions;
  - An evaluation component (possibly based upon the use of indicator databases in the community to monitor trends) so that communities are equipped to assess and improve their initiatives in a collaborative and competent fashion; and
  - Strategies for institutionalizing and legitimizing essential community programs, policies, and initiatives.
- Mandatory training of alcohol venders and servers regarding the sale of alcohol to underage persons, and a substantial increase in the consistency and severity of penalties for those who do no comply with the training.
- Core educational requirements for juvenile court judges and prosecutors on enforcement issues.
- The provision of technical assistance and funding for each state to develop substance abuse Internet referral systems for agencies and citizens seeking treatment resources and other information.
- Training for judges (local, state, federal, and tribal) on effective intervention strategies.
- Advocacy training for youth.
- Youth/adult partnership training.

Victim Issues

Participants recommended that OJP support and promote:

- The identification and engagement of youth victims in advocacy and healing;
- The development of programs to assist communities (especially minority communities) in collectively dealing with and addressing their experiences of

historical trauma and its impact on their alcohol-related problems;

- The development of restorative justice programs in youth/teen/peer courts;
- Mandatory training on victim's issues for juvenile court judges, prosecutors, public defenders, and probation officers at the local, state, and federal levels; and in tribal communities;
- The development of a strategy to address the impact of the underage use of alcohol on child victimization;
- The use of victim impact panels in the juvenile justice system; and
- The development of programs to assist children of alcoholics.

Youth Involvement

While the work group recommended that youth be substantively included in all programs, initiatives, and decisions that address the underage use of alcohol and its negative consequences, they also developed a specific list of recommendations regarding youth involvement.

Participants recommended that OJP support and promote:

- Efforts to "reach out" to youth who are not currently involved with this issue and encourage them to become engaged; and
- Peer based mentoring programs in schools starting in elementary school.

The participants recommended that OJP examine the following innovations and promising practices/programs which focus on substantive youth involvement:

- Youth empowerment programs which are supported through non-profit organizations at the local, state, and national levels (i.e. MADD Youth in Action Program, MADD National Youth Summit, MADD Student Activist Training, UNITY, SADD, and PRIDE);
- State coalitions organized by the American Medical Association to reduce underage drinking; and
- The United Way's Regional Youth/Adult Substance Abuse Project in Bridgeport, Connecticut.

Part V: Community-Based Responses and Initiatives

Background of the Discussion

The community-based responses and initiatives group identified current practice and knowledge regarding the ways in which communities have focused on alcohol outlets and availability as a way of addressing crime related to alcohol abuse.

In contrast with some initiatives related to alcohol abuse and crime which focus upon prevention, treatment, and rehabilitation approaches directed toward individual users of alcohol, this group focused upon alcohol abuse in specific geographic areas or communities. Typically, these initiatives involve the active participation of community members and collaboration among various stakeholders including merchants, alcohol beverage control (ABC) regulatory bodies, and law enforcement. They may also use mapping techniques to identify the location of alcohol outlets in relation to the incidence and prevalence of certain types of crime as a way of defining alcohol-related crime problems.

Current Responses

The experience-based and research-based knowledge represented in the group was extensive. The group's discussions highlighted some of this knowledge, and provided an overview of the process of developing and maintaining a community-based response or initiative to address alcohol-related crime.

The members of the group examined and reviewed the problems and issues in the communities with which they were familiar that led to the creation of organized community efforts to address alcohol abuse and crime. These included alarming numbers of increasingly violent crimes, public drunkenness, extremely high rates of protective custody related to public drunkenness, high rates of alcohol outlets per capita, sales of alcohol to minors and intoxicated persons, frequent instances of driving under the influence, a lack of community and police cooperation, a lack of an ability to control the issuance of alcohol beverage distribution permits, cultural discrimination, a lack of treatment programs (particularly for women and adolescents), and widespread unemployment.

There was some discussion regarding the extent to which problems and the solutions to them vary across communities. Some members of the group felt that the problems--especially related to alcohol distribution--were quite similar from community to community, and that the models for successful intervention were well-documented and

well-known. Other members of the group felt that the problems were quite different from community to community and that there were different solutions appropriate to those different communities--probably with some common elements.

There did seem to be agreement, however, that there is a common “process” across communities that could be emulated in a wide range of situations and settings. This process includes bringing key stakeholders to the table to collaborate on problem definition and the development of solutions; the use of the alcohol beverage control (ABC) regulatory mechanism as a crime prevention tool; the use of data--particularly mapping of alcohol outlets and crime--as a powerful tool in defining problems and solutions; and ways of ensuring substantive community involvement. There also seemed to be consensus in the group that the following stakeholders should always be included in the development process of any community-based response or initiative: law enforcement; alcoholic beverage control agencies; hospitality industry members; alcohol producers, wholesalers, and retailers; neighborhood representatives; local elected officials from all affected jurisdictions; crime analysts; and researchers.

Some of the specific responses and tools that the communities represented in the group developed as parts of their overall solutions include: the closing of selected alcohol outlets on Sundays, the strict enforcement of alcoholic beverage control regulations, sobriety checkpoints, victim impact panels, community policing, linking the efforts of police and state alcohol beverage control agencies, the closing of drive-up alcohol outlets, and an increase in alcohol excise taxes.

There is extensive documentation of these responses in the literature, including the evaluations of community prevention trials funded by the National Institute on Alcohol Abuse and Alcoholism and in the efforts of the Partnership for Responsible Hospitality. The NAPRH is a voluntary alliance of trade and professional associations, government agencies, and related organizations developing safe communities and healthy businesses through the promotion of responsible hospitality principles and practices. Members are united by the common goals of providing information, sharing resources, and serving as models for states and local communities creating similar alliances.

Targets for Change

When asked to summarize the major issues that they were addressing, the members of the group identified the following:

- The reduction of alcohol-related crime at the community level is an achievable goal;

- Communities should be/must be empowered to act to reduce alcohol-related

crime, particularly with respect to the regulation of alcohol outlets and advertising; and

- Communities need information about what works.

While the group agreed that there is a good deal of experience and knowledge to build upon in this area, they identified several issues and problems that their recommendations would address. These include:

- The need to document, evaluate, and research current community-based efforts so that other communities can build upon what has already been learned;

- The need to institutionalize the innovations that have emerged in communities working on these issues; and

- The need to change community norms to reinforce prevention efforts at the community level.

Recommendations

The group developed a set of recommendations that reflect participants' judgements about actions that the Office of Justice Programs might take to further the goal of substantive community involvement in addressing crime that is related to alcohol abuse. The recommendations fell into several areas:

- Advice about "What Works;"

- Program Initiatives;

- Research, Evaluation, and Knowledge Dissemination;

- Training;

- Technical Assistance;

- Economic Strategies;

- Funding; and

- Leadership.

Advice About "What Works"

As a prelude to the recommendations about the specific actions which OJP might wish to pursue, the group discussed the lessons that had emerged from their own experiences, and what they would like to communicate to OJP and other participants at the symposium. Taken together, this experience provides advice to OJP about how and why community initiatives can begin to prevent alcohol-related crime and its consequences.

The group used the specific lessons they have learned from their own experiences as the basis for their recommendations in this section.

- State (and local) alcoholic beverage control agencies can be seen and used as instruments for crime prevention.

- Partnerships across organizational lines at all levels--local, state, national and in Indian Country--are important to all effective efforts.

- At the community level, residents, law enforcement, alcoholic beverage control enforcement, local retailers, members of the hospitality industry, and others must work together to define problems and develop solutions.

- Community-based efforts that are culturally and gender sensitive and competent are essential.

- Community-based efforts that allow communities to assess their own individual needs and to create plans to address those needs are essential.

- The alcohol industry--manufacturers, wholesalers, and retailers--should be encouraged to be part of the dialogue on this issue and to be part of efforts to address the problem.

- The use of crime mapping technology can be helpful to alcoholic beverage control agencies where licensing commissions are willing to limit the number and size of alcohol outlets.

- The practical experiences offered by this work group are very valuable. The initiatives and responses about which they are familiar are representative of some of the best solutions that exist for an array of alcohol-related crime problems. The development, implementation, and evaluation of new community responses and initiatives must be based upon model programs and new research.

Program Initiatives

A large number of recommendations offered to OJP by this group relate to specific program initiatives which OJP might support through its funding, program design, and knowledge dissemination activities.

- The participants felt that OJP should under take community-based initiatives that empower local communities to focus on alcohol availability, advertising, and driving under the influence of alcohol. These initiatives must be sensitive to issues of culture and gender, and should be based upon research and science. The participants emphasized that all initiatives should include multiple stakeholders (i.e., community residents, law enforcement, alcohol beverage control regulatory bodies, retailers, researchers, etc.).

- One way to view community initiatives in this area is as attempts to change the culture of communities regarding alcohol use. Because such change takes place gradually, it is not always possible for OJP-funded initiatives to be planned, developed, implemented, and evaluated during a single federal funding cycle. The participants encouraged OJP to consider ways in which it might support change over time, perhaps by sequential funding of the phases of such an effort to allow for planning, community education, implementation, and evaluation.

- State legislatures and alcohol beverage control regulatory bodies should be encouraged to support model programs and empower communities to more effectively regulate alcohol sales, advertising, and availability.

- OJP should undertake such an initiative(s) in Indian Country that provide for tribal involvement and is designed to competently address the cultural dimensions of alcohol abuse in Indian Country.

- More rehabilitation resources should be available for communities.

- Fund longer term, comprehensive treatment services that are proven by research to be effective.

- Place initiatives firmly in the contexts that this group highlighted--poverty, cultural discrimination, and racism.

- Fund local communities in order to address the possible over-concentration of alcohol outlets in high crime areas.

- Communities should focus upon offering alternatives to alcohol use that would meet community needs as alcohol use and related crime decrease (i.e., sports programs for young people, respite care for parents, etc.).

- Conduct a community-based initiative within the context of a multi-site urban neighborhood demonstration/evaluation project.

- Characteristics of an effort to develop and increase the effectiveness of community-based initiatives include:
  - Weaving research on current community programs into ongoing, related, and new initiatives in communities;
  - Allowing a one year to 18 month planning period to involve stakeholders;
  - Identifying high risk areas in the United States through a review of the incidence and prevalence of alcohol-related crimes;
  - Identifying existing community coalitions in those high risk areas;
  - Supporting the development of community coalitions where none exist and their continuation where they do exist; and
  - Supporting regional forums on alcohol and crime on an annual basis.

Training

The group made several recommendations regarding OJP's support of training efforts.

- Train interested court officials on options for promoting effective community programs.

- Train interested court/community officials to increase community awareness of alcohol-related crime problems.

- Include an emphasis on alcohol issues in the design of all criminal justice training (i.e., police, corrections, etc.) sponsored by OJP.

- Provide training and direction to law enforcement with the goal of effectively partnering with alcoholic beverage control agencies on enforcement issues.

Technical Assistance

The group offered two recommendations involving how technical assistance might be used to further OJP's activities in this area.

- Provide culturally sensitive technical assistance to communities who are working to reduce alcohol-related crime.

- Provide technical assistance to communities who are interested in promoting the closing of problem liquor outlets (or limit proliferation of outlets) and in banning liquor billboards that might be seen by young people.

Part VI: Research, Evaluation, and Knowledge Dissemination

Overview

A pervasive theme throughout the symposium and across all working groups was the need to develop and disseminate knowledge on the nature of alcohol abuse and crime and on effective policy and program responses. The beginning of this part of the report identifies recurrent, research related themes from across all four working groups. The remainder of this part highlights specific research needs and topics that arose within each working group.

Developing Knowledge on "What Works"

Each of the four groups identified as a priority the development of sound evaluation research on current interventions to create a more complete understanding of the approaches and programs which are most effective in addressing alcohol-related crime problems in diverse cultural settings.

Disseminating Existing Information on "What Works"

Each of the four groups asserted that existing research knowledge is not easily available or accessible to those who develop policy and programs to address these issues--particularly at the state and local level. There is a strong desire to understand "what works" with respect to domestic violence, offender interventions, underage alcohol use, and community initiatives. The four groups recommended that OJP:

- Promote and market research about what works and about best practices through the Internet, the use of video formats, and more extensive publications;

- Translate the results of research into "user-friendly" formats in addition to their publication in the research literature; and

- Develop a clearing house specifically on alcoholic beverage control issues.

Collaboration between Researchers and Practitioners

A third area of agreement that emerged across the groups was the need for researchers and practitioners to form partnerships. As researchers begin to understand more clearly the context of interventions, the needs that practitioners have for information, and the goals of interventions, their research efforts will become more targeted to practitioner needs and, hopefully, more useful to practitioners. Similarly, as practitioners communicate more directly with researchers, they will be able to provide better information for research purposes and will benefit from rigorous thinking about defining program outcomes.

All four groups recommended that OJP:

- Support research and evaluation that includes the collaboration between the researchers and practitioners as part of its design;

- Support research that specifically involves communities who are implementing the interventions to be studied or evaluated; and

- Collaborate with other federal agencies who fund research on different aspects of alcohol abuse and crime should, themselves, collaborate to develop a better understanding of this complex problem.

Research within Different Cultural Contexts

All of the groups identified knowledge gaps in their particular areas and recommended specific areas that need further investigation. Topics varied widely across all four groups, every one of the groups identified the need for knowledge development about alcohol-related crime within specific cultural contexts. Collectively, the four groups strongly conveyed the sense that whatever the limits of our existing knowledge about alcohol-related crime in the majority culture, they pale in comparison with our lack of knowledge about alcohol-related crime within Native American, Native American, and Hispanic cultures. In order to address these research needs, the four groups recommended that OJP:

- Conduct ethnographic and qualitative research to understand the variable impact which alcohol abuse and crime has in certain cultural contexts;

- Develop better research tools and methods to reach under-represented, immigrant, and other populations who are not being reached by current research methods;

- Pursue research specifically designed to assess the impact of alcohol policy on violence in communities generally, but especially within communities in Indian Country; and

- Develop research programs that examine the relationship of community contexts (i.e., racism, cultural discrimination, poverty, political and personal powerlessness) to alcohol-related crimes.

Research Methods

Participants at the symposium articulated a number of recommendations about research strategy and methods. Members of the working group of effective interventions for offender populations encouraged:

- The use of experimental designs; and

- The support of long-term studies to measure the impact of treatment among offender populations.

Research Recommendations from the Working Group on the Role of Alcohol in Domestic Violence and Its Implications for Criminal Justice Interventions

Participants emphasized that basic research is needed regarding the complex relationship between alcohol abuse and domestic violence, as well as the impact which both alcohol treatment and batterers interventions--alone and in combination--have upon victim safety. The positive impact of treatment on violent crime in general appears to be fairly well established through existing research. It is not clear, however, whether this research is generalizable to intimate violence.

This particular recommendation is critical because of the anecdotal information which suggests that during the early stages of alcohol treatment for domestic violence offenders the risk of violence (physical and non-physical) and coercion may actually increase. This has obvious implications for victim safety.

Yet another dimension of this complex set of issues, is the degree to which alcohol treatment for the victims of domestic violence may actually increase their risk of re-victimization. Many chemically dependent victims leave substance abuse treatment in response to the increased danger or are otherwise unable to comply with treatment demands because of the obstacles constructed by their partners.

Other recommended research topics included:

- The epidemiology of violence against women in all forms through the life span;
- Pre-intervention and root problems as a pre-requisite to designing interventions;
- Effective assessment strategies;
- Domestic violence and substance abuse developmental issues relating to young women and teens;
- Differences and similarities between illicit drug use and domestic violence, and alcohol use and domestic violence*;*
- The impact of community involvement in domestic violence and alcohol intervention programs--both through process and outcome evaluations;
- The impact of managed care on services for both domestic violence and alcohol abuse; and
- Prevention oriented research on the inter-generational nature of domestic violence and alcohol.

Research Recommendations from the Working Group on Effective Offender Interventions

Perhaps the most significant outcome of the discussion on offender interventions was a recognition of a lack of consensus about what constitutes acceptable treatment standards for this population. Specific recommendations for research topics which the group felt should be pursued in this area are:

- Scientifically-based assessment tools for alcohol abuse screening, risk assessment related to alcohol abuse, and diagnosis;
- Effective treatment and interventions, both short and long term, for drunk drivers;
- The effects of combining treatment and sanctions when intervening with offenders; and
- Alcohol abuse and crime in proportion to its importance as a drug of abuse--which is significant, and greater than many drugs of abuse which we research extensively.

Research Recommendations from the Working Group on the Underage Use of Alcohol

The participants in this group asserted that OJP should support and promote research on:

- The impacts of all policies and initiatives developed and implemented at the state or local level to address the underage use of alcohol and its negative consequences (in the form of empirical evaluations);
- The use of the empirical evaluations to inform policy development;
- The effects of alcohol advertising on underage persons;
- Topics in both basic and applied studies over both the short and long term;
- The relationship between underage illicit drug use and the underage use of alcohol;
- The prevalence of alcohol-related victimization among youth;
- The determinants (including psychiatric comorbidity) of drinking patterns among youth;
- The effectiveness of all initiatives and policies on minority communities before broad implementation efforts occur;
- How alcohol problems lead to and develop from other social and psychological problems in underage persons;
- The forms of communication that influence the way that underage persons who use alcohol act; and
- Alcohol as a cause and correlate of delinquency.

Research Recommendations from the Working Group on Community-Based Responses and Initiatives

The participants in this group agreed that research and evaluation on alcohol abuse and crime should be vigorously pursued by the Office of Justice Programs. The group encouraged OJP to support and promote research which:

- Focuses on the evaluation of initiatives that involve community-based, collaborative approaches which link alcoholic beverage control agencies, law enforcement, community and neighborhood representatives, merchants, the hospitality industry, and others in crime prevention efforts;

- Identifies patterns of drinking that are most closely associated with crime and then work to effectively address that link;

- Focuses on communities that have already demonstrated some promise and that are being funded by OJP agencies;

- Focuses on the evaluation of initiatives in communities who have undertaken alcohol-related crime reduction strategies on their own, rather than ones created by outside intervention; and

- Focuses on cross-site evaluations of communities and on outcomes where possible.

Appendix 1

NATIONAL SYMPOSIUM ON ALCOHOL ABUSE AND CRIME

Convened by the
Office of Justice Programs
U.S. Department of Justice

Hyatt Regency Washington on Capitol Hill
April 5-7, 1998

Symposium Agenda

Sunday, April 5, 1998

3:00 p.m. - 7:30 p.m. Registration
Ticonderoga Wall

4:00 p.m. - 4:15 p.m. Welcome and Opening
Yorktown
Assistant Attorney General Laurie Robinson

4:15 p.m. - 5:15 p.m. Plenary Session I: *Setting the Framework for Discussion*
Yorktown
Panel Moderator: **Shay Bilchik,** Administrator, Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice
Speakers:
- **Enoch Gordis, M.D.,** Director, National Institute on Alcohol Abuse and Alcoholism, *Biological/Psychosocial Perspective*

- **Robin G. W. Room, Ph.D.**, Vice President, Addiction Research Foundation, Ontario, Canada, *Cultural and Anthropological Perspective*
- **Susan Cameron, Ph.D.**, College of Education, University of New Mexico, *American Indian Perspective*

5:15 p.m. - 5:45 p.m. Interactive Discussion with Panelists
Yorktown

5:45 p.m. - 6:15 p.m. Working Groups: Introductions and Expectations
Yorktown
Symposium Moderator: **Honorable Joanne Smith,** Ramsey County Court, St. Paul, Minnesota

6:15 p.m. - 7:30 p.m. Reception
Congressional A

Monday, April 6, 1998

7:00 a.m. - 6:00 p.m. Registration
Ticonderoga Wall

8:00 a.m. - 8:30 a.m. Continental Breakfast
Yorktown

8:30 a.m. - 8:35 a.m. Call to Order
Review of Symposium Themes
Yorktown
Symposium Moderator: **Honorable Joanne Smith**

8:35 a.m. - 9:30 a.m. Plenary Session II: *Identifying the Issues--Crime and Alcohol Abuse*
Yorktown
Panel Moderator: **Jeremy Travis**, Director, National Institute of Justice, Office of Justice Programs, U.S. Department of Justice
Speakers:
- **Andrew McGuire,** Executive Director, The Trauma Foundation and Pacific Center for Violence Prevention, *Review*

of Prevention Issues and Initiatives

- **Brenda Miller, Ph.D.** Acting Director Research Institute on Addictions, *Impact on Victims, Domestic Violence Perspective*
- **Robert Nash Parker, Ph.D.**, Director, Robert Presley Center for Crime and Justice Studies, University of California, *Review of What We Know About the Relationship Between Crime and Alcohol Abuse.*

9:30 a.m. - 9:55 a.m. Interactive Discussion with Panelists
Yorktown

9:55 a.m. - 10:00 a.m. Introduction to Working Groups
Yorktown
Symposium Moderator: **Honorable Joanne Smith**

*The Role of Alcohol in Domestic Violence and Its Implications for Criminal Justice Interventions*
Chair: **Katia Garrett**, Attorney Advisor, Violence Against Women Grants Office, Office of Justice Programs, U.S. Department of Justice

*Effective Interventions for Offender Populations*
Chair: **Stephen Amos**, Deputy Director, Corrections Program Office, Office of Justice Programs, U.S. Department of Justice

*Community Based Responses and Initiatives*
Chair: **Thomas Feucht**, Director, Crime Control Division, National Institute of Justice, Office of Justice Programs, U.S. Department of Justice

*The Underage Use of Alcohol*
Chair: **Gina Wood**, Director, Concentration of Federal Efforts Program, Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice

10:00 a.m. - 10:15 a.m. Break

	Refreshments served in the *Hall of Battles*
10:15 a.m. - 12:30 p.m.	Working Groups: Defining Problems and Issues
	The Working Group on ***The Role of Alcohol in Domestic Violence and Its Implications for Criminal Justice Interventions*** will meet in the *Columbia Foyer*.
	The Working Group on ***Effective Interventions for Offender Populations*** will meet in the *Regency Foyer*.
	The Working Group on ***Community Based Responses and Initiatives*** will meet in *Bunker Hill.*
	The Working Group on ***The Underage Use of Alcohol*** will meet in *Columbia C.*
12:30 p.m. - 12:45 p.m.	Break
12:45 p.m. - 3:00 p.m.	Lunch and Plenary Session III: *Current Criminal Justice Responses* *Yorktown*
1:15 p.m. - 1:25 p.m.	**Associate Attorney General Raymond Fisher** will provide welcoming remarks.
1:25 p.m. - 2:45 p.m.	Panel Moderator: **Nancy Gist,** Director, Bureau of Justice Assistance, Office of Justice Programs, United States Department of Justice Speakers: ♦ **Leo Hayden,** Executive Director, Corrections Options Programs, TASC, Inc., *Interventions for Offenders within the Correctional System* ♦ **Harold Holder, Ph.D.,** Director, Prevention Research Center, Pacific Institute for Research and Evaluation, *Prevention and Intervention in the Community* ♦ **Honorable J. Michael Kavanaugh,** Albuquerque Metropolitan Court, *Court Interventions with DWI Offenders*

- **David J. Mactas,** Vice President, Hazelden Recovery Services of New York, *Alcohol and Substance Abuse Treatment--Overview of Practice and Effectiveness*

2:45 p.m. - 3:00 p.m.	Interactive Discussion with Panel Members *Yorktown*
3:00 p.m. - 3:15 p.m.	Break Refreshments served in the *Hall of Battles*
3:15 p.m. - 5:00 p.m.	Working Groups: Current Responses and their Effectiveness The Working Group on ***The Role of Alcohol in Domestic Violence and Its Implications for Criminal Justice Interventions*** will meet in the *Columbia Foyer*. The Working Group on ***Effective Interventions for Offender Populations*** will meet in the *Regency Foyer*. The Working Group on ***Community Based Responses and Initiatives*** will meet in *Bunker Hill*. The Working Group on ***The Underage Use of Alcohol*** will meet in *Columbia C*.
5:00 p.m. - 5:15 p.m.	Break
5:15 p.m. - 6:00 p.m.	Plenary Feedback *Yorktown* Symposium Moderator: **Honorable Joanne Smith**

Tuesday, April 7, 1998

7:30 a.m. - 11:00 a.m.	Registration *Ticonderoga Wall*
8:00 a.m. - 8:30 a.m.	Continental Breakfast *Capitol Room Wall*

8:30 a.m. - 9:00 a.m.	Plenary Session IV: *Charge to Working Groups-Development of Recommendations* *Capitol Room* Symposium Moderator: **Honorable Joanne Smith**
9:00 a.m. - 10:55 a.m.	Working Groups: Development of Recommendations (Please note that some locations for the working groups are different on Tuesday than they were on Monday.) The Working Group on ***The Role of Alcohol in Domestic Violence and Its Implications for Criminal Justice Interventions*** will meet in *Congressional A*. The Working Group on ***Effective Interventions for Offender Populations*** will meet in *Concord*. The Working Group on ***Community Based Responses and Initiatives*** will meet in *Bunker Hill.* The Working Group on ***The Underage Use of Alcohol*** will meet in *Lexington.*
11:00 a.m. - 1:00 p.m.	Registration *Capitol Room Wall*
11:00 a.m. - 1:00 p.m.	Plenary Session V: *Report of Working Groups and Close* *Capitol Room* Symposium Moderator: **Honorable Joanne Smith** **Attorney General Janet Reno** will attend a portion of the closing Plenary session to hear the Working Groups' preliminary recommendations. **Karol Kumpfer, Director, Center for Substance Abuse Prevention** will provide preliminary comments on the recommendations. **Assistant Attorney General Laurie Robinson** will close the Symposium.

Appendix 2

NATIONAL SYMPOSIUM ON ALCOHOL ABUSE AND CRIME

Convened by the Office of Justice Programs U.S. Department of Justice

Hyatt Regency Washington on Capitol Hill
April 5-7, 1998

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