
CATALYST

A Publication of the Higher Education Center for Alcohol and Other Drug Prevention
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Letter from the Director

Welcome to the first issue of Catalyst!

Published twice each year by **The Higher Education Center for Alcohol and Other Drug Prevention**, the newsletter reports on promising prevention activities from campuses around the country. Our goal is to circulate information about the lessons learned in alcohol and other drug prevention in higher education. In each column you will find tools you can use to initiate changes on your campus and to convert ideas into action.

This edition features some thorny enforcement issues, ways around the obstacles to enlisting campus-wide support for your program, creative ways to reach commuting students, and places to turn for funding information.

Each issue will include announcements about resources available to you. The Center will review publications regularly in the Literature Review section. Look for information about new publications, research, and other services available from the Higher Education Center in our Center Resources column.

Let us know what you think.

Sincerely,

Elaine Cardenas, Director

Scope of the Problem: Enforcement

"You know, you've got to be consistent with your policies. How can a student have respect for an administration that doesn't . . . back up what it says?"

- A university student

A new study of how rules against underage drinking are currently enforced on American college campuses reveals several ways that administrators can deal more effectively with drinking by students under age 21. With funding from the AAA Foundation for Traffic Safety, faculty at the Harvard School of Public Health surveyed a national random sample of 304 college administrators and 225 security officials. Over half the security officials reported that enforcement of the minimum drinking age law is "somewhat difficult" or "very difficult." Enforcement is especially hard in private settings such as residence halls and fraternity or sorority houses, they said, in contrast to public places such as intercollegiate sports facilities or campus pubs.

WHERE ARE RULES ENFORCED?

According to security officials, most alcohol-related problems occur at student gatherings in dorm rooms and at fraternity or sorority events. Yet, only one-third or fewer said that their school's alcohol policies are strictly enforced in those two settings. Focus group sessions confirmed this reluctance to address student drinking in these locations. As one resident assistant explained, "When they trained us, they said it was the state law that you have to be 21 to drink, but as long as

somebody has their door closed, you don't intervene. So it's the 'official' unofficial policy. I don't know how to explain it."

HOW ARE INFRACTIONS ADDRESSED?

How institutions respond to particular infractions is also revealing. For example, when a student is found with a fake ID, two-thirds of the college administrators reported they take some type of disciplinary action, but only about half said they confiscated the ID.

When a student is arrested for driving under the influence of alcohol, only 42 percent of the administrators said their institution takes any disciplinary action. The more common response, cited by half the administrators, is to refer the students to an educational or counseling program. One out of every six administrators reported that they "do nothing," leaving the matter entirely in the hands of the criminal justice system.

RECOMMENDATIONS

Many colleges have made their alcohol policies stricter in recent years, and many have toughened their enforcement of those policies. Despite these changes, two-thirds of the administrator identified student alcohol use as either a "moderate" or "major problem" on campus. The Harvard study suggests three specific strategies schools can

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use to make their enforcement efforts even more effective.

First, school officials can identify on-campus locations where underage alcohol use is occurring. Then they can take appropriate disciplinary action which addresses these problem areas, targeting specific places, times, and events. One way to do this is illustrated by the search for "killer bars" in drunk driving prevention: track where underage students get access to alcohol and then concentrate enforcement efforts on those locations.

Second, administrators should be less reluctant to take strong disciplinary steps against students who come to their attention because of problem behavior associated with drinking. Efforts to prevent drunk driving have demonstrated that tougher laws, coupled with prompt action and strict enforcement, are the keys to reducing this problem. College administrators need to apply this lesson on campus by taking firmer disciplinary action against students who drive or commit other infractions while under the influence.

Third, administrators need to be aggressive in preventing students from

using fake IDs to purchase alcohol. Only about one-third of colleges make clear to students that fake IDs are prohibited; this message needs to reach all students. When infractions do occur, too few administrators are applying strong penalties. At a minimum, colleges should confiscate fake IDs.

Look for findings from the Harvard study in an upcoming bulletin from the Higher Education Center called "Enforcing the Minimum Drinking Age Law: The Views of College Administrators and Security Chiefs."

Overcoming Obstacles

Institutions of higher education face a variety of barriers in developing effective prevention programs that reduce student drinking and drug use. Two of the most difficult obstacles are gaining the support of key school administrators and getting all the pertinent departments and organizations on campus to collaborate.

SUPPORT FROM THE TOP

Support for alcohol and other drug (AOD) program planning from the administrators who determine school policy is usually necessary to focus the attention of staff, faculty, and students on the problem and its solution. This support is also a critical step in breaking through any institutional denial that alcohol and drugs are a problem on campus. Support from the top increases the chances that resources and expertise scattered throughout the campus community will be mobilized. Perhaps most importantly, key administrators can help every group and organization in the school realize that it stands to benefit by helping to reduce campus drug and alcohol abuse.

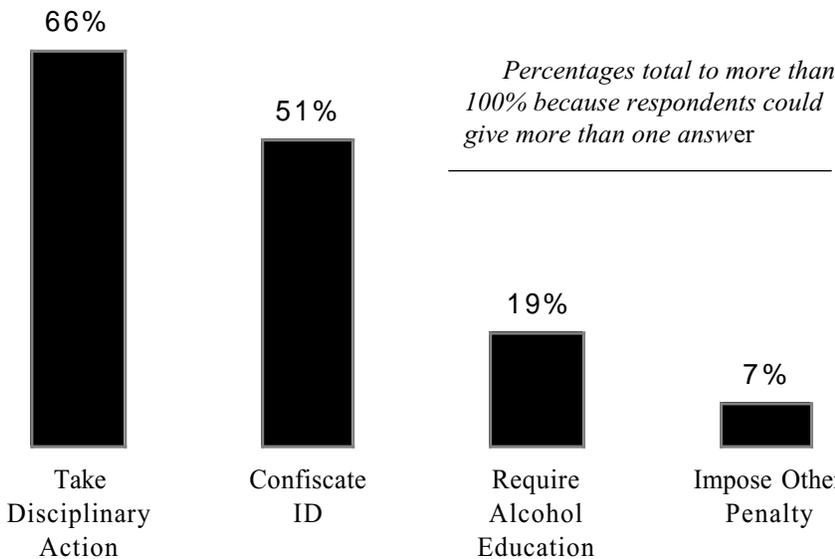
Gaining support from top administrators may require persistence and innovation. At the University of New Hampshire, AOD staff began by holding focus group discussions with staff, faculty, and students. Anne-Marie Elek, Project Coordinator, believes these meetings increased the staff's credibility with administrators and with the leaders of key organizations.

Later, AOD staff met frequently with about a dozen administrators and organizations, including the president, the vice president for student affairs, the vice president for academic affairs, student government leaders, and the parents' association. Using their contacts with the respective vice presidents, AOD staff were able to set up meetings with the directors of health services and campus security, and with the academic senate.

The AOD staff tailored their messages to each audience. For example, if they were meeting with the academic senate, they presented data on the impact of drinking on class absences, grades, and dropout rates. Through these presentations, staff were able to share information and make the issue compelling to each group.

Support from administrators grew over time at the University of New Hampshire and became evident in subtle and powerful ways. Top ad-

How College Administrators Respond to Infractions



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ministrators and campus leaders began asking AOD staff to appear regularly at their meetings; staff no longer had to initiate these requests. Without coaxing from AOD staff, top administrators began talking about alcohol and drug issues in meetings and conferences.

The vice president of academic affairs provided a cover letter urging all faculty to complete a survey on the impact of drinking and drug use on campus. The vice president of student affairs required the entire staff to participate in a training program on alcohol abuse problems. The president invited AOD staff to sit on his cabinet.

COLLABORATIVE PLANNING

The efforts of one individual, department, or group to prevent student alcohol and drug abuse can be multiplied when every relevant component of the school participates. Working together breaks down isolation among individuals and departments within a school and increases each participant's understanding of the concerns and limitations of the other participants. Stakeholders are more apt to "buy in" to the effort because each one sees that successful solutions can advance their particular interests. Collaboration also reduces duplication of effort and fragmentation of resources.

Collaboration may be harder to achieve on a large campus with a diverse population of students and faculty than it is on a smaller, more homogeneous campus. At the University of Maryland (current enrollment: 38,900), many individuals and departments were interested and active in prevention issues. However, the school lacked a central point of coordination. Officials developed a report to the president which documented the need for a clear focus and a consistent theme throughout the university's prevention programs. The report called for the creation of an umbrella organization called the Caring Coalition to pull together all the

individual efforts on campus.

Roger Segalla, Director of Substance Abuse Programs at the University of Maryland says, "We have found power in numbers. There is a lot of synergy, and that creates enormous enthusiasm. The number of collaborative projects allows us to do a lot more with the same amount of money than we could manage independently."

The Caring Coalition includes representatives from academic departments, student organizations, and individuals committed to improving campus AOD prevention programs. They coordinate several campus-wide programs and activities, including substance-free housing, a campus nightclub, a community service project, programs for new students, and a curriculum infusion project. The university plans to document the impact of the coalition on campus by producing a video this summer.

Literature Review

MEDIA ADVOCACY

A New Approach to Prevention

Media Advocacy and Public Health: Power for Prevention

Lawrence Wallack, Lori Dorfman, David Jernigan, and Makani Themba. Newbury Park, California: Sage Publications, 1993. 226pages.

Many college students misuse alcohol. Like good parents, college officials have tried to solve this problem by giving students the facts about underage and heavy drinking, and maybe even a pep talk or two. The hope has been that if students are better informed, they will act in their best interests and modify their alcohol consumption.

None of this has really worked, judging by the fact that binge drinking continues to be a major problem on most college campuses. The fact

that preaching is not the answer should surprise few. After all, TV public service campaigns, which involve the best advertising minds in the country, usually fail too. Is there anything left to try?

Lawrence Wallack and his colleagues say there is. What health educators often ignore, they point out, is that people's behavior is shaped by their environment. The implication is clear: college officials will succeed in changing the behavior of individual students when they change the environment in which students are making decisions about their drinking. To change the alcohol environment, college officials have to try to reduce the availability of alcohol. This means working for changes in public policy both on campus and in the larger community, such as restricting fraternity and sorority activities, and eliminating unacceptable alcohol sales and marketing practices at off-campus establishments.

Whatever policy change is proposed, there will be controversy. This is where media advocacy comes in. Media advocacy is the strategic use of the mass media (whether it is a local TV station or a college newspaper) to advance public policy change. In one sense, media advocacy is the public health sector's equivalent of public relations, but, as its proponents will quickly add, it is much more than that.

Successful media advocacy requires a thorough knowledge of how the mass media cover social issues, how they frame policy debates, and how their conventions and rules can be turned to the advocate's own advantage. Wallack et al. explain all of this with great skill:

- how to "peg" a story to get access;
- how to make research data fresh, newsworthy, and compelling;
- how to craft effective "media bites;"
- how to select visual images and

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Quick Read: More on Media Advocacy

Raising More Voices Than Mugs: Changing the College Alcohol Environment through Media Advocacy. Washington, D.C.: Advocacy Institute, 1994. 47 pages plus appendixes.

This practical how-to manual focuses on strategies for using media advocacy (1) to bring attention to alcohol-related problems on campus, (2) to win support for solutions to these problems, and (3) to counter the arguments of groups, including the alcohol industry, that often resist meaningful efforts to prevent drinking problems on campus. After reviewing the role of alcohol on college campuses, the manual presents the key elements involved in media advocacy. It provides practical, concise, step-by-step instructions on how to access and use the media. A wide range of fully executed sample letters to the editor, news releases, and pitch letters to get air time on radio talk shows are presented. It concludes with a list of sample responses to difficult questions people ask about the public health approach to alcohol problems, such as, "How will the campus paper and broadcast outlets replace revenues which come from alcohol ads?"

Progress Report: Alcohol Promotion on Campus. Barbara E. Ryan and James F. Mosher. San Rafael, California: The Marin Institute for the Prevention of Alcohol and Other Drug Problems, 1991. 78 pages plus appendixes.

This monograph documents the significant progress made in fighting the aggressive marketing practices of the alcoholic beverage industry on college campuses. Despite recent progress, the authors conclude that the alcohol industry maintains a major and harmful marketing presence on campus. They suggest that schools change campus and community environments that encourage abusive drinking and offer six recommendations to address the industry's continuing abuse. The monograph is filled with compelling illustrations and case studies of successful and not-so-successful efforts by colleges to limit promotional activities by the alcoholic beverage industry. It may provide more information than some administrators care to read, but this is clearly the best publication for learning how the alcoholic beverage industry operates on and off campus, and for learning what the best overall strategies are for countering the industry's influence on students.

Marketing Booze to Blacks. George A. Hacker, Ronald Collins, and Michael Jacobson. Washington, D.C.: Center for Science in the Public Interest, 1987. 54 pages.

This booklet documents how the alcoholic beverage industry specifically targets African Americans in many of its advertising campaigns. This marketing strategy is especially disturbing because alcohol abuse is the leading health and safety problem for African Americans. The authors describe the marketing techniques and practices the alcoholic beverage industry is using to promote drinking among blacks. They also point out the collusion among some segments of the African-American community, especially black-owned advertising firms that develop ads and African-American community groups and businesses that fail to speak out against ad campaigns because of the income or charitable contributions the alcoholic beverage industry provides them.

The publication does not offer program administrators practical assistance in how to curb alcohol industry marketing efforts on campus. However, the authors recommend that black groups, including educational institutions, "examine whether their financial and other relationships with alcohol producers have compromised their ability to take all steps necessary to tackle alcohol problems among blacks." This monograph represents an excellent case study of only one of several industry marketing efforts that target young people.

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symbols that under-score the need for change;

- how to deflect the opposition's arguments.

These concepts are brought to life in eight case studies that appear in the book's sixth chapter. Each narrative concludes with a list of lessons to be learned. For example, a story about an eighth grader's battle to eliminate alcohol billboards near her school reminds us of the power that young people have to bring attention to important issues.

None of the case studies involves a college or university, which puts the burden on program coordinators to think about how to apply these lessons. For example, a case study about an anti-violence advocate illustrates how college-based researchers can choose projects that will attract news media attention. The story of a community activist from San Diego shows how a breaking news story (in this case, Anheuser-Busch's purchase of Sea World and the introduction of retail beer sales there) can be used to forge a new prevention coalition with an environmental perspective.

College officials face a choice. One option is traditional health education, which tries to teach people how to negotiate a dangerous environment and survive. Another option is media advocacy, which works to create a safer environment. After reading this new book, college officials will want to tap into the power of media advocacy.

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Call 800-676-1730 for more information about these publications and additional reviews available from the Center.

Special Concerns: Commuting Students

For most program coordinators, finding ways to reach students with prevention messages is an ongoing challenge. On campuses with commuting students, that challenge is magnified by what Candyce Reynolds and Sandra Franz of Portland State University call "the PCP (Parking lot-Classroom-Parking lot) phenomenon."

FIND THEM AND FEED THEM

Rather than waiting for students to come to the program, prevention coordinators have taken creative steps to ensure their programs get to the students. At some schools, this has meant creating a newsletter which is mailed directly to commuting students' homes. At the University of Maryland, students told staff at the Office of Commuter Affairs that because they are so busy while on campus, the best way to reach them was through direct mail.

With seed money from a Fund for the Improvement of Postsecondary Education (FIPSE) Institution-Wide Grant, the office started a commuter newspaper, called The Commuter Connection, to address all issues of concern to commuters. The newspaper includes an article on alcohol and other drugs (AOD) in every issue. Martha Wilmes, Assistant Director of the Office of Commuter Affairs at the University of Maryland, says this general issues format allows them to deal with other concerns, such as loneliness and depression, that may contribute to AOD use. It also presents the AOD prevention message in a subtle way.

Bill Smith of York College in Jamaica, New York, where all students are commuters, even puts fliers for his program in the bathroom stalls on campus.

Another strategy is to determine where (besides parking lots and

classrooms) commuting students congregate, particularly where they eat. Free food has been an effective way of enticing students to see or hear prevention messages. At the University of Maryland, commuters are invited to a free weekly breakfast called "Good Morning, Commuters!" which features free donuts.

SPECIAL ORIENTATION ACTIVITIES

The University of Maryland, which has a majority of commuting students, also hosts an annual Commuter Survival Day. This abbreviated orientation provides commuters with information about the university and its AOD prevention programs in as efficient a manner as possible. The university provides AOD prevention information at the orientation in the context of a wellness workshop.

In addition, the school has a mentor program in which returning students are trained to provide new students with prevention information and to suggest social alternatives to AOD use.

REACH OUT IN THE CLASSROOM

Curriculum infusion and faculty involvement may be particularly useful methods for reaching commuting students. Ron Glick heads the curriculum infusion project at Northeastern Illinois University and contends that AOD issues can be woven into almost any curriculum.

Project LEAP (Leadership in Education to Advance Prevention) awards small grants to faculty members to develop modules on AOD for their academic courses. Participating faculty members have incorporated AOD topics into anthropology courses (which examined the differences between peyote taking in Native American culture

with partying in campus cultures), Latin American geography courses (which explored the impact of the demand for drugs on Third World producing countries), and women's studies (which investigated the differences in how women and men metabolize AOD, pregnancy and AOD use, and attitudes toward women AOD users).

For more information on this approach to curriculum infusion, contact Project LEAP at Northeastern Illinois University, 550 N. St. Louis Ave., Chicago, IL 60625, 312-583-4050.

York College's Bill Smith notes that it is important to pinpoint classes where prevention presentations will fit effectively into the curriculum, such as health education. Collaborators for Change, the student development program at York, sponsors a class on health education which requires field work on campus. This year, students are designing an alcohol, tobacco, and other drug awareness week. Because evening students were not receiving information about AOD prevention, resources, the class designed a primary prevention campaign around a free-food offer at information tables before evening classes.

At the University of Utah, AOD staff found that orientation and collaboration with student organizations was not getting the message to commuting students. So they started a program called Partners in Prevention which trained faculty members to serve as resources for students with AOD problems.

The faculty training manual is available by writing Beth Schwenzfeier, Outreach Coordinator, Alcohol and Drug Education Center, 328 Student Services Building, University of Utah, Salt Lake City, UT 84112, or calling 801-581-7776.

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Legislative Update

The president recently signed legislation that reauthorizes the drug prevention programs for higher education administered by the U.S. Department of Education. The new provisions, which are contained in the Safe and Drug-Free Schools and Communities Act, are part of a five-year reauthorization of the Elementary and Secondary Education Act (ESEA).

The new statute authorizes a variety of activities designed to prevent alcohol and other drug use as well as violence at the elementary, secondary and postsecondary levels. Specifically, it authorizes: a state and local grant program to provide funding on a formula basis for elementary and secondary programs; and a "national programs" subpart that authorizes a variety of federal activities, as well as grants to or contracts with institutions of higher education for drug and violence prevention programs.

Section 4122, Grants to Institutions of Higher Education, authorizes awards for the "development, implementation, validation and dissemination of model programs and strategies to promote the safety of students attending institutions of higher education by preventing violent behavior and the illegal use of alcohol and other drugs."

Higher education professionals should also be interested in congressional action on the Fiscal Year 1995 budget. The president also signed the Labor, Education, Health and Human Services appropriations bill for FY 95. The president's FY 95 budget requested \$480 million for the state and local grant program, \$64 million for national programs, and \$16 million for postsecondary prevention programs. The enacted appropriations statute provides \$482 million for Safe and Drug-Free Schools and Communities programs: \$457 million for the state and local grant program, and 425 million for national programs.

The Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse

Did You Know...

The Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse was created in 1987 to provide a support structure for institutions of higher education as they endeavor to eliminate alcohol and other drug abuse on their campuses. The Network encourages schools to carry out drug-free campus policies and programs, and to share information with colleagues at other colleges and universities. The Network has grown from 250 to over 1,500 member schools and has endorsements from 18 higher education associations. Twenty-one regional networks have been established throughout the United States to facilitate the exchange of information and to collaborate nationally in areas of alcohol and other drug abuse education and prevention. Activities of the regions include conferences, newsletters, and co-sponsorship of local events.

For more information about the Network and how to join, contact The Higher Education Center at (800) 676-1730.

Center Resources

The Higher Education Center receives requests for a variety of information from callers across the country. Below are answers to some recent questions.

Q: What do you know about the Internet? I am interested in learning more about electronic resources in the alcohol and other drug prevention field. — Robin Childers, Prevention Coordinator, Hazard Community College, Hazard, Kentucky.

A: You may want to invest in a resource book to guide your travels on the information highway. Your local library or book store should have plenty to choose from, but here are a few suggestions:

The Internet for Dummies. John R. Levine and Carol Baroudi. San Mateo, California: IDG Books, 1993. 355 pages. \$19.95.

The Whole Internet: User's Guide and Catalog. Ed Krol. Sebastopol, California: O'Reilly and Associates, 1992. 376 pages. \$24.95.

The Internet Complete Reference. Harley Hahn and Rick Stout. Berkeley, California: Osborne McGraw-Hill, 1994. 817 pages. \$24.95.

Other electronic resources include the following:

World Wide Web. The Higher Education Center has recently created a Web site which includes all our publications, upcoming events in the field of Alcohol and Other Drug Prevention, and links to related Web resources.

Visit us at <http://www.edc.org/hec/>

Mailing lists. Each mailing list has its own address on the Internet. Messages sent to the list go to all subscribers. Individuals can reply to messages and often have ongoing conversations. To get on or off a mailing list, simply send an e-mail message. Mailing lists are managed automatically by a family of programs known as LISTSERV. The list DRUGHIED covers drug and alcohol prevention in higher education. Subscribe by sending the message, "subscribe drughied <your name>" to: listserv@tamvm1.tamu.edu.

Newsgroups exchange information, postings, or articles similar to the way that e-mail is exchanged. Here the exchange takes place in an open forum rather than directly between individuals. Groups like the two listed below are constantly forming and dissolving. For more information about accessing news-groups, consult with your system administrator or your service provider.

alt.drugs for general discussion of drugs and their uses.

talk.politics.drugs for discussion of the politics of drugs, laws, and policies.

Q: We are reviewing the current alcohol policy on our campus. Can you provide any information about policies in place at other colleges? — Barbara Allanach, Director of Student Health, Illinois Benedictine College, Lisle, Illinois.

A: Several publications may prove useful as you review the alcohol policy on your campus. The Higher Education Center is developing a handbook, *Preventing Alcohol-Related Problems on Campus: Setting Policies*, which emphasizes the need for integrated policies, support from top administrators, and participation of key stakeholders in the community. The book provides a step-by-step process for defining, reviewing, selecting, revising, and implementing new or current policies. A model set of policies is included in the publication. Call the center at (800) 676-1730, or (301) 492-5336 in Maryland, for a free copy.

In addition, one complete set of *The College Series* is available free to every college by calling the National Clearinghouse for Alcohol and Drug Information (NCADI) at (800) 729-6686. The series includes the following three titles: (1) *Alcohol Practices, Policies, and Potentials of American Colleges and Universities: A White Paper*; (2) *Strategies for Preventing Alcohol and Other Drug Problems on College Campuses: Program Administrator's Handbook*; and (3) *Strategies for Preventing Alcohol and Other Drug Problems on College Campuses: Faculty Member's Handbook*.

For additional information about current policies in place at schools in your area, The Higher Education Center can put you in touch with a regional coordinator from the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse.

For more information, or if you have additional questions, contact:

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Funding Sources

A NEW SOURCE OF FUNDS

AmeriCorps was created as part of President Clinton's plan to engage a new generation of young Americans in service. By offering opportunities for Americans to serve their country and earn education awards in return, AmeriCorps will support locally driven projects that address the nation's education, human, public safety, and environmental needs at the community level. Over \$115 million will be allocated in 1994. Sixty million dollars will be dispersed through state governments while nearly \$57 million will be distributed directly to programs by the Corporation for National and Community Service. For information about funds available through AmeriCorps and the Corporation for National and Community Service, contact: Goodwin Liu, Senior Program Officer, The Corporation for National and Community Service, 1100 Vermont Ave., N.W., Washington, D.C. 20525, (202) 606-5000.

OTHER RESOURCES

The following companies offer publications and subscriptions that provide information about Federal grants and other funding sources. Please contact The Higher Education Center at 800-676-1730 for additional information about these and other resources.

Capitol Publications
P.O. Box 1453
Alexander, VA 22314-2053
(703) 683-4100

CD Publications
8204 Fenton Street
Silver Spring, MD 20910-9935
(301) 588-6380

**Commerce Business Daily & The
Federal Register**
U.S. Government Printing Office
Superintendent of Documents
Washington, D.C. 20402
(202) 783-3238

The Grant Advisor
P.O. Box 520
Linden, VA 22642
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Grants Magazine
233 Spring Street
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