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BLOCK BY BLOCK: A COMMUNITY GUIDE TO RETAKING OUR STREETS AND NEIGHBORHOODS FROM DRUG DEALERS

REPORT

OF THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

ONE HUNDRED SECOND CONGRESS

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MESSAGE FROM THE CHAIRMAN AND THE RANKING REPUBLICAN

Block By Block is designed to provide practical information on how to safely and effectively deter drug dealing and discourage drug abuse. The techniques described in many cases were not devised by Washington bureaucrats, but by real people who have successfully employed them in their own communities. The inventors of these methods are ordinary citizens fed up with drug dealers on their streets. These citizens, in urban and suburban communities, met with their neighbors, dedicated some thought, time, and effort to the problem and discovered that they could win the part of the drug war which concerned them most: the one on their own block.

The guide is designed to be accessible and easy to use. Each of the first sections of this report (Getting Started, Neighborhood Patrols, Helping the Police Help Your Community, Using the Law Against Drug Criminals, Fighting Drug Dealing In Housing Projects, and Additional Community-Based Antidrug Initiatives) consists of a brief discussion of the topic and concludes with a summary list of concrete steps which community groups around the nation have found effective. The "Resources" section lists additional resources on community antidrug and anticrime programs.

The suggestions in this guide are included as examples of programs and techniques that a variety of community groups have found to work for them. Many of the initiatives discussed in this guide were presented to the Committee by community group leaders during a public hearing on May 14, 1992. Additional examples cited came to the Committee's attention during preparation for this hearing. By presenting them here the Select Committee is not endorsing any particular strategy or tactic. Nor are we suggesting that there are not other types of community action that can be employed effectively against drug dealing and drug abuse. Every community is unique. However, all communities can benefit from joining together to assess their problems and needs, and to discuss what actions are appropriate. It is our hope that this guide, by describing a number of successful programs, will show that communities can successfully fight back against drugs.

Please feel free to contact the Committee if you have any comments on this report or suggestions on how it can be improved. We can be reached at the House Select Committee on Narcotics Abuse and Control, Ford House Office Building, Room #234, Washington, DC 20515.

CHARLES B. RANGEL,

Chairman.

LAWRENCE COUGHLIN,

Ranking Republican.

INTRODUCTION

I don't care if you can pump $15, $20, $30 million into a community, if the drug problem persists and you let it persist, then nothing else will work within that market. Schools won't function, nothing will function within that market as long as drugs are present.—James Foreman, coordinator of the Metro Orange Hat Coalition, Washington, DC

Open drug dealing on our streets has proven to be one of the most intractable problems our Nation has ever faced. In spite of the billions of dollars spent by Federal, State, and local government, street level drug dealing continues to wreak havoc in our communities. As the only congressional committee working full time on the national drug problem, the Select Narcotics Committee naturally spends a great deal of time taking testimony and studying national trends of drug use. However, the members of the select committee also recognize that for most Americans what counts most to them are not data bases and trend analysis, but whether or not bullets will be whizzing by their children on their way home from school.

The Federal Government must continue to dedicate itself to stopping drug production at its source, interdicting drugs on their way to the United States, investigating major trafficking organizations within the United States, and supporting State and local law enforcement efforts and drug treatment and education programs. Over time, these programs should reduce the drug problem in our neighborhoods. Currently, they help to take some of the pressure off local efforts. However, citizens around the Nation have sent a very clear message: It is not enough.

Local leaders from a variety of backgrounds have stepped forward and taken action themselves against their local drug problem. Facing at first skeptical police and government officials, community groups discovered that they had it within their power to break the connection between drug dealers and their customers and to shut down open air drug markets. Open air drug markets expose community residents to constant threats to their personal safety and quality of life. They tempt neighborhood youth to try drugs or to become involved with dealing. And they attract a continuing stream of drug users from outside the community looking for quick, easy, and anonymous drug sales. Applying a number of tools to be discussed within this guide, including neighborhood patrols, cooperation with community residents and businesses, close coordination with police, local government agencies and the media, and the use of a variety of legal options, citizens have found that they could win their drug war.

Nationally, according to the National Association of Town Watch, there are approximately 20,000 organized neighborhood watch groups, involving an estimated 18 million volunteers. Local police, a critical element of any community's anticrime initiative, have reached out a helping hand. Currently, seven of eight police departments help citizens organize watch programs. Over 90 percent of police arrests are the direct result of a citizen's phone call. Best of all, 72 percent of crime watch area residents perceived the rate of crime in their communities to be lower than the crime rate in adjacent neighborhoods.

Recognizing the power of this grass roots movement, the select committee called a hearing on May 14, 1992, to hear testimony from a variety of successful community antidrug organizations. This guide is an attempt to distill the numerous lessons learned by these community group leaders who have been involved in local antidrug and anticrime activities for many years. The community group representatives testified, based on their own experiences, that citizens do not have to accept the permanent presence of drug dealers in their community. If there is not already a community group in your area why not start one yourself? Block by block, your community can become drug free if residents work together to make it happen.

GETTING STARTED

We responded to our community's social conditions by documenting all of our concerns through letters to the city council, editorials to the press, photography, or public discussions. During local campaigns we held candidate's night in our neighborhood to discuss with candidates their views on our problems. We also applied for and filled vacancies on various city boards, commissions, and task forces.— Maxine M. Clark, former president of the Hume Springs Citizens Association in Alexandria, VA

The first step is realizing that residents of areas with narcotics problems have a tremendous capability to force positive change if they get involved. There is evidence from around the country, in urban, suburban, and rural areas that a small group of committed individuals can transform their community. There is no reason why two or three neighbors cannot form an organization as the first step in coordinating an attack on local problems.

The frustration that you may feel about drug activity in your own community is assuredly shared by your neighbors. Before you can do anything you should meet with them. There is a need to identify the problem, share experiences and discuss what can be done. A list should be made of the problems. Some of the problems may be addressed by community members themselves, some by the police, some by the local government, and some by a combination. The Metro Orange Hat Coalition in Washington started with the organization of a single antidrug rally, demonstrating the community's desire to begin to fight back against the drug dealers.

Frequently the most visible problem of a drug-plagued community is garbage. Large amounts of trash or abandoned cars send a message to drug dealers that the community doesn't care if dealers conduct their business there. It also provides cover to conduct transactions and conceal drugs. In Tampa, FL, a local campaign by residents led to the removal of more than 80 tons of trash from a single community in a single day.

Many times local government agencies will respond to demands for better service on basic city maintenance, like clearing trash and repairing roads and street lights. Therefore, it is essential for residents who believe they have not received adequate service to repeatedly register their concerns, by phone and mail, to the appropriate agencies and to local political leaders. The Hume Springs Citizens Association in Alexandria, VA documented their complaints through letters to the city council—with photographs—and editorials to the press. A group in Houston, TX, initiated walking tours of drug infested areas for local officials and the media.

Many communities have found there is a lot they can do themselves. Local towing companies can be induced to take abandoned

cars in return for the money to be made by selling the cars as junk metal. Private businesses can chip in with equipment and other help. A Saturday block party can be dedicated to beautify the neighborhood.

Another way for communities to send the message to the drug dealers that they are not wanted, is to paint antidrug messages on the sidewalk or to fly antidrug banners over the major streets in the community. This is not to suggest that clearing out garbage and painting slogans will alone scare off drug dealers in most neighborhoods, but as part of a wider effort to make the community inhospitable to drug dealers, it's a good start.

HIGHLIGHTS

- Meet with neighbors to discuss the drug and crime problem, form an organization, choose a name, elect a leader or otherwise divide responsibility, and decide on some first steps such as a rally or a march.

- Remove trash from the neighborhood to send a message to drug dealers that citizens care about their community.

- Contact the local Department of Public Works and demand help on replacing broken street lights, pothole repair, street and alley sweeping, rodent control, tree maintenance, sidewalk repair.

- Conduct a letter writing campaign to local authorities in concert with local businesses, religious organizations and associations, urging action to fix up the neighborhood.

- Stretch antidrug banners across a drug market entrance or paint antidrug messages on sidewalks or display them on posters. Such messages are referred to as "scarecrows" and can sometimes deter drug customers from entering a neighborhood.

- Ask the phone company to remove public phones or to alter them so that they cannot receive incoming calls or be used with beepers.

NEIGHBORHOOD PATROLS

My message to you and to others is that the war against drugs can be won—we know, we used to have 15 drug markets in our neighborhood and a community in turmoil. Now there are maybe two and they are inside. The only way to win is for everyone to work together—and that means everyone. If there are drugs in your community, and there are, then you are involved in the problem. The question is: Do you want to get involved in the solution or stay part of the problem?—Linda Hope, president of the Sulphur Springs Action League, Tampa, FL

The public or street drug market hurts many more people than just the consumers. It tempts the young, frightens the old and brings violence into the community. The street drug market causes much of the damage to communities associated with drugs. Where dealers congregate the likelihood of violence, and the injuring or killing of an innocent bystander is always there. Children can't play in the front yards and residents become prisoners in their own homes. Neighborhood youth become potential recruits to serve as runners or lookouts for drug dealers. Police may come in for an occasional raid, but often they cannot get rid of the dealers for more than a couple of days. Committed citizen action, in concert with police, can make a difference.

The good news, however, is that it is not as difficult or as dangerous as some might presume to displace drug dealers through community patrols. The key is avoiding direct confrontation, marching in groups, and focusing on the drug customer. The drug buyer often drives in from out of the community and seeks to buy drugs quickly, safely, and anonymously. Eliminating these assets to a drug market will scare off most drug buyers and force them to either buy elsewhere or to give up their dangerous habit.

Citizen patrols, according to Roger Conner, author of "The Winnable War," are the most effective way of signaling community intolerance, increasing police presence, and decreasing the sense of impunity commonly felt by street drug dealers. Patrol members can wear some kind of visible uniform such as an orange cap or a brightly colored jacket which would indicate to drug dealers and to residents that they are a part of a citizen patrol group. Mr. Conner recommends certain equipment, such as walkie talkies, bull horns, note pads, and whistles be used both for their utility and because they serve as a badge of authority intimidating to drug buyers. The use of still and video cameras, employed with great success according to Conner in Washington, Chicago, Los Angeles and elsewhere can be extremely effective in intimidating drug customers and drug dealers.

Marches and protests in front of specific trouble spots have also proved successful. In Kansas City, the Ad Hoc Group Against Crime over the last 5 years organized more than 300 antidrug marches in their campaign to close down over 200 crack houses. Father Clements and his colleagues in Chicago have used similar tactics to stop stores from selling drug paraphernalia.

Where and when the patrols should be conducted depends on the local situation. Washington's Orange Hat Patrols work primarily between 7 p.m. and 11 p.m. when dealers are usually most active. However, patrols Thursdays, Fridays, and Saturday nights might be enough to reduce traffic in the drug market for the rest of the week. Some groups have found it is most effective just to set up chairs on a local corner in order to physically occupy the space dealers are used to controlling. In Jim Foreman's words, the goal is to be a "buffer between the seller and the buyer, to prevent the money from getting into the pocket of the seller. With no money, no market, no customer, drug dealers, like any other merchants, will pack their bags and leave."

Picture the situation from the perspective of a drug customer coming into a neighborhood with the activities described above going on. Immediately the potential buyer realizes the situation has changed. The risks and uncertainty are dramatically increased. Who are these people in the hats with the walkie talkies? What if someone takes a picture of him? What if residents copy down his license plate number and the make of his car? What if his regular dealer is nowhere to be found? Veterans of patrol groups describe, in many cases, the ease in which drug markets can be disrupted. Customers panic and don't come back. Drug dealers find they are not making the money they need to pay their suppliers. Ultimately dealers are business men, they do not choose a street because they like a neighborhood, they choose it because it is possible to make money there. Remove the profit and you remove the dealer.

Many of the witnesses at the committee's hearing, including Father Clements, Mr. Conner, Mr. Foreman, and Ms. Clark addressed the question of danger to marchers. Their response was that it obviously can be dangerous on the street, but that if marchers act in groups, focus on the buyer, and use common sense, danger can be avoided. Mr. Foreman added that all of his orange hat groups include women because their presence tends to reduce the chance of confrontation.

HIGHLIGHTS

- Form a citizen patrol to march through areas used by drug dealers. It is not necessary to patrol all night every night. Patrolling during peak times and peak days for several weeks is often sufficient to break the connection between drug buyers and sellers.

- Capture on video tape or take still photos of drug dealers and customers and pass copies on to local police and post them in the neighborhood.

- Have patrol group members carry walkie talkies, bull horns, note pads and whistles—all of which serve as badges of authority intimidating to drug dealers and drug customers.

- Picket or march in front of crack houses.

- Sustain support for patrol by distributing flyers or newsletters to residents as well as posting them in stores, places of worship, and schools. Flyers or newsletters have been employed successfully by groups in Virginia, Ohio, Florida, and elsewhere.

HELPING THE POLICE HELP YOUR COMMUNITY

We marched on the crack houses, bringing caskets to lay in front of them. We took pictures, we harassed people who were coming there. The police didn't want us to do it, but when we told them we were going to do it anyway they joined us, and we were able to close down over 200 crack houses.—Alvin Brooks, president of the Ad Hoc Group Against Crime, Kansas City, MO

The establishment of a community antidrug/anticrime group can transform the way the police see the neighborhood. It encourages the police, as well as the local city government, to focus more on the needs of the community. Active neighborhood patrols and other related initiatives send a very clear message that residents in crime-ridden neighborhoods want to make things better and are willing to put in time and effort for the cause. The police have a difficult and dangerous job; knowing they have the support of the community can improve their morale as well as their effectiveness.

For the most part, police welcome the help and assistance of community groups, once the citizens demonstrate that they are serious and responsible. However, some police may feel threatened by citizen groups "taking over" their responsibilities. It is important for local groups to make every effort to have a good relationship with the police. Groups in Ohio and Florida found it useful to arrange informal, get acquainted sessions. Such outreach initiatives help send a clear signal that neighborhood patrol groups want to be complementary to, and not a substitute for, professional full-time law enforcement officers.

The police should be responsive to requests for some basic training in how citizens can most effectively and safely help police officers do their jobs. The police can explain what type of information they need to prosecute a criminal or conduct an investigation, and will sometimes agree to accompany residents on patrols. Training has been beneficial to Orange Hat Patrol participants in Washington and has led to productive relationships between patrol participants and police officers. The police have even referred residents of other neighborhoods to the Metro Orange Hat Coalition for help in organizing patrols.

In general, community members, whether on patrol or sitting by their window, should collect as much information as possible about the practices of drug dealers and their customers, including dates, times, and places of transactions, and where drugs are stashed. Particularly effective is noting the license plate numbers and models of cars being used by dealers and customers. Police in Fort Lauderdale, FL, and Yakima, WA, trace the cars of drug customers and mail them a warning postcard indicating that they have been seen near a drug market. Such a notice can be very effective in

scaring some users straight. Also useful, if available, are the names, physical descriptions, and photos of the dealers as well as customers.

In Tampa, local police have given residents their beeper numbers. In the event of a drug deal in progress, residents can beep police who are able to call back on their cellular phones. This process dramatically increased the response time of police.

The community should work with police to establish a phone line where residents and others with information about neighborhood crime can call police directly. Anonymous tip lines have been used successfully in Kansas City, as well as in other places.

In Newark, NJ, Houston, TX, and many other communities, police have established mini stations within communities. These substations, in mobile trailers or public housing apartments can greatly facilitate community/police cooperation and understanding.

Fortunately for community antidrug and anticrime groups, community policing is increasingly catching on in large and small cities as an effective law enforcement tool. Community policing, whereby policemen are taken out of the patrol cars and assigned to a specific neighborhood to work directly with citizens in solving crimes and trying to prevent new ones, has proven very successful when there is sufficient public support. The American Alliance for Rights and Responsibilities recommends that police forces "stop grading officers and units on the number of arrests made, and instead hold individual officers and units accountable for the number of street drug markets in their area of patrol." When this change was made in Tampa, FL, it contributed to a reduction in street markets from 154 to 4 in less than 2 years' time.

If your local police do not employ community policing you should ask the police chief to consider it. Many already enthusiastically support community policing. In the words of former New York Police Chief Lee Brown:

> Police leaders must recognize that they alone cannot attack the problem of violence in the community. They should demand that others play a role. For too long, they attempted to deal with these problems in isolation. Just as community policing calls for a new role for the beat cop, it also requires a new role for the police chief.

HIGHLIGHTS

- Meet regularly with police to share information about the drug and crime situation in the community.
- Encourage "community policing" activities such as foot and bicycle patrols and the establishment of local substations.
- Take down license plate numbers of cars driving through open air drug markets and give the numbers to police. Consider asking police to establish license and registration checkpoints near drug markets.

- Encourage police to trace drivers from licenses and to send them postcards in the mail warning them to avoid drug markets for their own safety.

- Set up an anonymous "tip-line" in cooperation with police to help gather information on drug dealers.

USING THE LAW AGAINST DRUG CRIMINALS

I feel that there's nothing at all we can do, as small community groups, about the cartels in Colombia, but we can do something about the little playgrounds, the school yards, the neighborhoods that we live in. And, if we can just protect them, just that area around us, then I feel there is no more that can be asked.—Father George Clements, former pastor of the Holy Angels Church, Chicago

Many neighborhoods with drug problems contain businesses and residences which violate business license and housing code laws. Some of these properties can be seized by law enforcement authorities and sold, with the proceeds going to support local police. Some seized properties can actually be turned over to community groups. In Philadelphia a grocery owned by a dealer is being turned into a drug rehab center by a Latino community agency and another store will be used by another group, United Neighbors Against Drugs, to host after-school, literacy, and job training programs. Representatives of your group should contact the police, city council members and the appropriate local government agency and ask them to investigate businesses and properties suspected of code violations.

Speak directly to the owners and managers of the housing and businesses in question. When they are confronted with an organized citizen group with a specific, documented complaint, they might be prepared to comply with any reasonable request. In cases where owners refuse to fulfill their legal obligations, groups can consider picketing the property or conducting a boycott while at the same time intensifying efforts to have the appropriate government agency step in. Community groups in Kansas City successfully encouraged local landlords to evict those who allowed their apartments to be used by drug dealers or users by marching and rallying near the properties. Father Clements and his colleagues used similar tactics in Chicago to stop local stores from selling drug paraphernalia.

Some community groups have also taken direct legal action. The American Alliance for Rights and Responsibilities, AARR (see address and phone number in the resource section) does help local groups find legal firms for pro bono representation. The mere act of informing the potential litigant that you have initiated legal action might bring quick results.

Some groups worked to enact new local ordinances to deter local drug dealing. One common tactic is to ban loitering with intent to distribute drugs. This type of specific antiloitering was enacted by the Hume Springs Citizens Association in Alexandria, VA, as well as in Seattle, WA, and in Tampa, FL. Nuisance abatement laws designed to facilitate the closing down of properties used by drug

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dealers are employed in New York, Boston, and a number of Florida cities.

Some communities have found it helpful to have local police set up driver's license checkpoints to ensure compliance with State licensing, auto registration, and automobile insurance laws. In Charleston, SC, and Washington, DC, these checkpoints are sometimes set up at the entrance to drug market areas.

The seizure of cars used by drive-through drug customers can, says Roger Conner, be "particularly effective at deterring street drug traffic." He suggests that "putting seized cars on display at local malls, schools, and youth recreation centers can reinforce the message that there is a price to be paid for buying and using drugs."

HIGHLIGHTS

- Pressure owners of properties used for drug dealing or consumption, such as bars or clubs, to crack down on such activities.
- If businesses refuse to comply, picket the establishments and begin proceedings to revoke their liquor licenses.
- Alert the local media about establishments which allow drug dealing.
- Consider the eviction of tenants engaged in illegal drug activities in their apartments.
- Consider the enactment of local antiloitering ordinances to deter drug dealing. If needed, contact local law firms for pro bono aid in defeating challenges to antiloitering proposals.
- Explore padlock or nuisance abatement laws which would require that a building be sealed if there is evidence it is being used for illegal activities or ask authorities to bulldoze down crack houses.
- Encourage police to seize vehicles of drug buyers and display seized vehicles in the community.
- Encourage police to establish drivers license checkpoints at entrances to drug markets.
- Enact a State or local law outlawing the sale of drug paraphernalia, as was done in Chicago.

FIGHTING DRUG DEALING IN HOUSING PROJECTS

Drug markets are dependent upon a steady stream of customers. When the police do show up, dealers prefer locations where they can disappear in a moment's notice into nearby housing developments, bars, or other hard-to-access areas. If the local drug problem is centered around a public housing development, focus on preventing nonresident dealers and customers from entering the building.—Roger Conner, executive director, American Alliance for Rights & Responsibilities

Large apartment complexes, including many public housing projects have often fallen victim to a serious infestation of drug activities. There are a number of reasons why apartments become vulnerable to drug dealers. The most important factor is that drug dealers are usually able to establish escape routes through the maze of apartment buildings, giving them a sense of security.

The drug problems of housing projects have been addressed through the work of organized community groups in many cities. Generally it is a good idea for group members to meet first with police and discuss their concerns before taking any action. Different communities have chosen different tactics depending on their particular problems. Housing projects in Washington have installed fences and barriers to prevent cars from driving in. An identification photo-card system which would only allow residents and their guests entry to the building, has been employed in Chicago. Security check points could be manned by residents if it is not possible to have local police or hired security guards do it.

Another widely used tactic is to evict those tenants who allow their apartments to be used by drug dealers, as was done with great success in Kansas City. Also important is the establishment of procedures to screen new tenants to ensure that they have the background which suggests they will not tolerate drug dealing. Maxine Clark from Alexandria, VA told the committee how important it is, once residents move in, to educate them on how to appropriately maintain their property.

Many public housing units, encouraged and supported by Housing Secretary Jack Kemp, are moving toward self-management. However, even if the apartment complex is not tenant-managed, tenants do have rights to control what is going on in their complex, and they have the ability to apply pressure to those who manage the building and to the local government to ensure their basic security needs are met. HUD also provides grants targeted specifically at drug prevention and control activities in public housing.

Father Clements told the committee of his concern about the escalation clause which increases the rent paid by many public housing residents when they increase their income. "In public housing

the greatest thing you could possibly have is stability." Raising rent encourages those who are the most positive role models for the community to move out. Residents should consider reviewing the rental rate policies of their projects with local housing officials or with colleagues on management boards.

Linda Hope from the Tampa, FL, Sulphur Springs Action League testified about her efforts to win a down-zoning for her neighborhood, from multifamily homes to single-family residences. "In the late 1970's and the early 1980's dozens and dozens of duplexes had been built in the Springs, bringing a very transient population, with about 50 percent rental." She found that down-zoning contributed to her group's campaign to revive her community and suggests other communities review their zoning laws.

HIGHLIGHTS

- In public housing or other apartment building complexes, restrict access by requiring picture I.D. cards for residents.
- Lobby local housing authority or police to put up gates and fences, limit the number of entrances and exits, trim view-obstructing bushes and trees, and ensure that there is adequate lighting.
- For severe problem areas, initiate a community patrol, hire security guards, or install remote video monitors.
- Work to have problem tenants who protect drug dealers evicted from property and encourage the careful screening of new tenants before they are allowed to move in.
- Increase the residents' role in managing the building or form civic organizations to acquire and rehabilitate drug-plagued properties or those seized and forfeited to the Government.
- Consider working to alter rental rates in public housing projects in order to encourage working people to stay.

ADDITIONAL COMMUNITY ANTIDRUG INITIATIVES

I strongly recommend that public policy focus on community building, and reestablishing the strength of community neighborhoods, and empowering residents to improve their quality of life.—Deloyd Parker, Self Help for African People Through Education, Inc. (SHAPE)

Although much of this guide focuses on community efforts to stop drug dealing, there are many other needs which can and should be addressed through community action. In many cases the relationships built through a block patrol or a clean-up rally can also be useful in other prevention, education, or treatment initiatives that will be discussed in this section. Some are measures that can be taken by community groups alone, and others are receiving at least some support from the Federal Government or from national, not-for-profit organizations, as well as the private sector.

There has been a great deal of discussion about the Justice Department's Weed and Seed Program. Officials from New Jersey and Trenton—one of the first Weed and Seed sites—testified about this initiative.

Robert J. Del Tufo, the attorney general of the State of New Jersey, described the development of the program. "Weed and Seed is a reorganization," an attempt to coordinate law enforcement with social programs. The basic objective is to "mobilize the community to work with government to reclaim neighborhoods, to reclaim parks, to reclaim what is rightfully the people's, and to hold onto and occupy that territory, and not to be deterred by drug dealers or other criminals." The weed part of the program is designed to remove from the neighborhood the most violent criminal offenders and the seed part is designed to make available to residents a variety of social services and economic resources. In Trenton, the seed part includes educational and recreation programs for children and adults, job training, a mentoring program and the use of forfeited money to buy materials to help rehabilitate housing.

Trenton Mayor Douglas Palmer endorsed Weed and Seed as a multifaceted strategy that is working to alleviate drug-related problems in Trenton and that can work in other communities as well. He emphasized that it is the comprehensive nature of the Weed and Seed approach that makes the program attractive to him and has convinced the community to accept it. He said Weed and Seed combines three elements that he views as essential: Removing violent offenders from targeted neighborhoods; resources for "seeding" programs which have been used to keep schools open late to provide "safe havens" where youth and adults can participate in educational and recreational activities; and economic revitalization to rehabilitate housing and create jobs. He praised local community efforts to improve cooperation between police and citizens

through community policing. He said, however, that "just . . . locking people up is not the answer." Jobs, treatment, and hope, he said, are what is needed in the cities to reduce drug abuse and drug-related crime.

For information on the Weed and Seed Program in your area, please call your local U.S. Attorney's Office or the Executive Office of Weed and Seed, Department of Justice, (202) 616-1152.

The committee also heard testimony from the SHAPE Community Center (Self Help for African People Through Education, Inc.) in Houston, TX. SHAPE is a private, nonprofit, tax exempt organization founded in 1969 to create and support education, cultural enrichment, economic, and crime prevention programs. In 1989, it was one of 10 community-based groups to receive a Community Response to Drug Abuse [CRDA] demonstration grant funded by the Bureau of Justice Assistance in the Department of Justice and administered by the National Crime Prevention Council.

The CRDA initiative sought to create and test effective community-based strategies that local groups could implement to reduce drug abuse and fear in targeted communities. Each recipient's program had to include three elements: The active involvement of law enforcement in planning and implementing local initiatives; a multisector task force representing all with an interest in the community's well being; and a locally designed workplan tailored to meet locally defined needs and priorities.

Programs initiated by SHAPE include community watch programs, demolishing abandoned buildings used as crack houses, media tours of drug infested areas, after-school and enrichment programs for youth, public forums and workshops, parent awareness networks, and safe school zones. Their school watch programs focus on intervening in violence between drug dealers or gang members. Over 170 school watch volunteers were recruited to escort students safely in and out of schools. After-school programs for the kids made it very difficult for the drug dealers to recruit them into the drug business. Deloyd Parker of SHAPE concluded that: "We were able to accomplish our goals because of the involvement of so many stakeholders in the community. If you can get everyone who is affected by what happens in the community to realize that they have a vested interest in the success of the community, you will be able to accomplish great things."

The committee also heard from representatives of Newark, NJ's Fighting Back Program. Fighting Back is an initiative of the Robert Wood Johnson Foundation, which is providing a 5-year, $3 million grant to address the issue of drug and alcohol abuse in Newark's neighborhoods. The Newark initiative is one of 13 programs, selected from more than 300 applicants nationwide. Total funding for the foundation's national Fighting Back Program may exceed $40 million over the next 5 years. The purpose of these grants is to support the creation and implementation of effective, comprehensive, coordinated, community-wide plans to combat substance abuse through prevention, early identification, treatment, relapse prevention, and public awareness. Each of the 13 winning sites is implementing a plan to unify the services and skills of many diverse sectors of their community including business, education, health care, social services, and law enforcement.

Newark also received Federal support through the Office of Substance Abuse Prevention's Community Partnership Program. Information about both these grant programs are also in the following section.

An important element of the Newark Fighting Back Program is Operation Homestead. It is a joint effort with the Newark Police Department and the State police to put police directly into a building that was known to have high drug activity. "They actually had their headquarters located there," explained Greg Grant, chairman, Executive Committee of the Newark Fighting Back Initiative. Police worked on a 24-hour basis within the building.

Other programs planned or began include: The development of youth councils, intensive community supervision for juvenile offenders, weekend canteens at local churches, late night basketball leagues, a community support group for recovering substance abusers, block clean-ups, community gardens, field trips for children, increased programs at local recreation centers, health awareness worships, job fairs, single parent support groups, and the development of a resource directory on after-school opportunities available in local schools and other youth-serving activities. As part of the program, religious institutions and schools have opened their doors beyond traditional hours to serve as meeting places for residents, and tenant associations have asked landlords to provide meeting rooms inside their buildings.

Mr. Grant concludes that "hope and optimism are growing in Newark because, as a city, we are 'fighting back' on many fronts and gaining ground. In the fight against drugs and associated pathologies, the challenge is great. But working building-to-building, block-to-block, and neighborhood-to-neighborhood," Newark is creating new capacities that residents and outsiders alike are using to build drug-resistant families and drug-free neighborhoods.

A very promising prevention program was described to the committee by Ms. Susan Healy with Ohio's Citizens Opposing Drug/Alcohol Abuse [CODA]. They have developed a county-wide driver's issuance certification program, so that when 16-year-olds are about to receive their license they must go with a parent or guardian before the local judge, prosecutor, and sheriff and hear directly about the legal and health risks of drugs and alcohol. CODA also developed programs against drinking and driving for prom/graduation time, sponsored drug and alcohol education training for school personnel, provided speakers to community and school forums, met with state liquor officials, and invited candidates for Congress to CODA meetings.

George Bellinger, with the Bridgeport, CT, Regional/Youth/Adult Substance Abuse Project [RYASAP] discussed his group's effort to prevent drug abuse through a city-wide campaign. RYASAP built a coalition involving educators, legislators, parents, youth, police, community organizations, religious groups, and business groups from Bridgeport's six communities. Partnerships with the University of Connecticut Alcohol Research Center, Boston University's Center on Work and Family, and the Bridgeport Regional Business Council brought special expertise to RYASAP's initiatives to evaluate treatment services and in effectively dealing with substance abuse in the workplace.

Hundreds of RYASAP volunteers are working in schools as part of student assistance teams which help teachers implement a regional antidrug prevention curriculum in kindergarten through grade 12. Through funding from the Robert Wood Johnson Foundation, RYASAP developed and now manages the Youth Evaluation Services [Y.E.S.] which serves as an assessment and case management service available to troubled adolescents. Mr. Bellinger says that partly because of RYASAP's efforts, drug use in the region is heading down according to recent surveys.

Kansas City's Ad Hoc Group Against Crime operates a variety of education, social, and support programs for residents in need. Some of their initiatives include: a victim/witness support program, an ex-offender in schools project, a rites of passage program, a mentoring program, a youth and gang services program, a gang graffiti removal project, a youth entrepreneurial project, a speakers bureau, an HIV/AIDS Information and Prevention Program and a youth information and drug abuse help-line.

HIGHLIGHTS

- Get involved with existing Weed & Seed, Community Partnership, Robert Wood Johnson, or other programs already initiated in your region. If such programs are not present, find out what it takes to get one going for your community.

- Initiate after-school programs for kids by working with schools, local businesses, and other community groups. If needed, consider setting up a program to escort kids to and from school.

- Consult with neighbors on the need for parent support groups, health awareness workshops, community programs to work with juvenile offenders, tutoring and mentoring for students, sports activities, or other social or recreational activities.

- Arrange for judges, police chiefs or other figures of authority to address young adults receiving their drivers' licenses on the danger of driving under the influence of drugs or alcohol.

- Establish an entrepreneurial activity for kids. Such things as washing cars, mowing lawns, selling cookies or candy have been tried.

CONCLUSION

Although many of the programs discussed above receive grants or assistance from State or Federal Government sources or from private foundations, they still are community-driven programs that are based on the activity and entrepreneurial spirit of local residents. Their success or failure rests not on directives from Washington, but on the sustained commitment of communities to help themselves by helping their neighbors. Community groups across the Nation have pioneered ways to overcome challenging problems by turning their frustration into action and their anger into determination. They have set the tone for a revolution of community activism which has revived the American dream for millions of our citizens. With your help this revolution will continue to deepen and spread until all Americans can live their lives free from the fear of drugs and crime.

RESOURCES

Witness List for Select Narcotics Committee Hearing on Community-Based Anti-Drug Initiatives, Held May 14, 1992*

Father George Clements—Retired from Holy Angels Church, now a missionary in the Bahamas. While working in Chicago, Father Clements led the successful effort to enact State legislation to ban drug paraphernalia. He is also the winner of a MacArthur prize and the founder of an African-American police league.

Mr. Roger Conner—Executive director, the American Alliance for Rights and Responsibilities [AARR]. The AARR is a small, privately funded Washington organization which provides advice to local groups on organizing programs to eliminate drug trafficking through neighborhood patrols and demonstrations. Also promotes close citizen/police cooperation and the application of legal means, such as antiloitering laws and eviction proceedings, to rid neighborhoods of drug dealers. Address: Suite 1112, 1725 K Street NW., Washington, DC 20006.

Mr. James Foreman—Coordinator of the Metro Orange Hat Coalition. Co-founder of "orange hat" neighborhood patrols in the District and former Marine. There are currently 200 such groups operating in Washington. Mr. Foreman will be accompanied by a contingent of his colleagues wearing their signature orange hats. Address: 1713 17th Street SE., Washington, DC 20020.

Ms. Maxine Clark—Former president of the Hume Springs Citizens Association in Alexandria. She is a school teacher in northern Virginia who led efforts to eliminate dealers from her neighborhood by successfully lobbying for an antiloitering law and pressuring the local government and police not to tolerate drug trafficking. Address: 29 West Reed Avenue, Alexandria, VA 22305.

Mrs. Susan Healy—Executive board member of Citizens Opposing Drugs/Alcohol Abused Youth [CODA]. The group sponsors antidrug education and training for teachers and students and has organized a lobbying effort to close down head shops. CODA serves as a community rallying point against drug and alcohol abuse for Findlay, OH, a town of 40,000. Address: 1112 South Main Street, Findlay, OH.

The Honorable Douglas Palmer—Mayor of Trenton, NJ, where one of the first "weed and seed" projects has been initiated by the city in concert with the U.S. Department of Justice. Address: Office of the Mayor, City Hall, room 208, 319 East State Street, Trenton, NJ 08608.

The Honorable Robert J. Del Tufo—The attorney general of the State of New Jersey. Address: Richard J. Hughes Justice Complex, CN080, Trenton, NJ 08625-0080.

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* For a copy of the complete hearing record, contact the Select Committee on Narcotics.

Mr. Deloyd Parker—Director of the Self Help for African People Through Education [SHAPE] project in Houston, TX. Address: SHAPE Community Center, 3815 Live Oak, Houston, TX 77004.

Mr. Glenn A. Grant, Esq.—Chairman, executive committee of the Newark Fighting Back Initiative in Newark, NJ, accompanied by Irene James, project director, Newark Fighting Back Initiative. 35 James Street, Newark, NJ 017102.

Mr. George M. Bellinger—Chairman of the Regional Youth/Adult Substance Abuse Project in Bridgeport, CT. Address: 75 Washington Avenue, Bridgeport, CT 06604.

Mr. Alvin Brooks—President, the Ad Hoc Group Against Crime.—As just one part of a comprehensive effort to fight drugs this group negotiates with landlords to close down crack houses. The group has closed down over 200 crack houses and also utilizes existing ordinances to fight narcotic sales and distributions near schools. P.O. Box 15351, Kansas City, MO 64106.

Ms. Linda Hope—President of the Sulphur Springs Action League—led Tampa, FL community efforts in Sulphur Springs to work with the parks department to clean 88 tons of trash from neighborhood streets and parks and to fight the community's problem with drugs, crime and deteriorating housing. Address: 320 West Waters, Tampa, FL 33604.

Names, Addresses and Phone Numbers of Antidrug Groups

The **House Select Committee on Narcotics Abuse and Control** can provide additional copies of this report, as well as copies of the committee's May 14, 1992, hearing on Community-Based Anti-Drug Initiatives and copies of other hearings, depending on supply. The committee's address is: House Narcotics Committee, Ford House Office Building, room No. 234, Washington DC 20515. The majority staff can be reached at (202) 226-3040 and the minority staff at (202) 225-3779.

The **American Alliance For Rights and Responsibilities [AARR]**, is a national nonprofit membership organization dedicated to restoring a sense of responsibility and civic duty in American life. For information on gaining legal assistance or on acquiring copies of their book, "The Winnable War: A Community Guide to Eradicating Drug Markets," please write AARR at suite 1112, 1725 K Street NW., Washington, DC. Their phone number in Washington is (202) 785-7844.

Center on Addiction and Substance Abuse [CASA] at Columbia University. CASA was founded in 1992 by Joseph A. Califano, Jr., former Secretary of the U.S. Department of Health, Education, and Welfare, and Herbert Kleber, former Deputy Director of the Office of National Drug Control Policy, with a grant from the Robert Wood Johnson Foundation. CASA will study all forms of substance abuse, illegal drugs, pills, alcohol, and tobacco, as they affect all aspects of society; 152 West 57th Street, New York, NY 10019 (212) 841-5200.

Institute for a Drug-Free Workplace, 1301 K Street NW., West Tower, suite 1010, Washington, DC 20005, (202) 842-7400.

President's Drug Advisory Council, Executive Office of the President, Washington, DC 20500, (202) 466-3100.

Office of National Drug Control Policy, Executive Office of the President, Washington, DC 20500, Bureau of State and Local Affairs (202) 467-9669, Office of Demand Reduction (202) 467-9600.

Executive Office for Weed and Seed, Office of the Deputy Attorney General, United States Department of Justice, 1001 G Street NW., suite 810, Washington DC 20001 (202) 616-1152.

State Government Contacts. Most States have a State drug policy coordinator or "state drug czar" which can provide specific information about that State's drug program as well as information on grants community groups might be eligible to apply for.

Note: The following list was compiled as part of the Office of National Drug Control Policy's Bulletin entitled "Building Effective Community Coalitions Against Drugs." ONDCP Bulletin No. 8, July 1992.

Publications

Community Coalition Criteria, President's Drug Advisory Council, Executive Office of the President, 1991.

Intervening with Substance-Abusing Offenders: A Framework for Action, Report of the National Task Force on Correctional Substance Abuse Strategies, National Institute of Corrections. U.S. Department of Justice, 1991.

What Works: Workplaces without Alcohol and Other Drugs, U.S. Department of Labor, 1991.

Building A Drug-Free Workforce, Office of National Drug Control Policy, 1990.

National Drug Control Strategy, Office of National Drug Control Policy, 1992.

Understanding Drug Treatment, Office of National Drug Control Policy, 1990.

Understanding Drug Prevention, Office of National Drug Control Policy, 1992.

The Community Coalition Manual, National Collaboration for Youth, 1991.

Other Resources

Office of Substance Abuse Prevention Community Partnership Training Program, 8201 Greensboro Drive, suite 600, McLean, VA 22102, (703) 821-8955.

Workshops open to community drug and alcohol use prevention professionals, volunteers, and community coalition members.

Robert Wood Johnson Foundation, Join Together: A National Resource for Communities Fighting Substance Abuse, 441 Stuart Street, 6th floor, Boston, MA 02116, (617) 437-1500.

Training, technical assistance, and networking for community coalitions provided free or at low cost.

National Center for Community Policing, Michigan State University, School of Criminal Justice, East Lansing, MI 48824-1118, (800) 892-9051.

Technical Assistance Center, National Crime Prevention Council, 1700 K Street, NW., 2d floor, Washington, DC 20006-3817, (202) 466-6272.
Workshops and seminars, information service, and publications to support anticrime coalitions.

National Clearinghouse for Alcohol and Drug Information, Post Office Box 2345, Rockville, MD 20852, (800) 729-6686.
Extensive collection of free antidrug publications, curricula, posters, and public service advertisements.

OSAP National Training System [NTS], 8630 Fenton Street, suite 300, Silver Spring, MD 20910, (301) 588-5484.
Workshops on a wide variety of prevention and community organization topics. NTS also operates the Prevention Training Information System which provides information on trainers, prevention curricula, and program designs.

OSAP National Volunteer Training Center, 2800 Shirlington Road, 9th floor, Arlington, VA 22206, (703) 931-4144.
The Center will train teams of volunteers, leaders of volunteer organizations, and individual volunteers. Priority groups for training include members of the faith community, parents, and youth group volunteers.

Note: The following resource list is from "Creating a Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis," published by the National Crime Prevention Council, Washington, DC (1992).

The agencies and organizations listed below may be able to offer information or materials to facilitate a community-based crime and drug prevention program.

ACTION, 806 Connecticut Avenue NW., room 1000, Washington, DC 20525, 202-634-9424.
Provides support to community-based volunteer organizations through its "mini-grant" program. Also operates the Retired Senior Volunteer Program [RSVP]; Volunteers in Service to America [VISTA]; and Peace Corps.

American Prosecutors Research Institute, 1033 North Fairfax Street, suite 200, Alexandria, VA 22314, 703-739-0321 National Center for Prosecution of Child Abuse, 703-549-6790 National Drug Prosecution Center.
The research, technical assistance and program affiliate of the National District Attorneys Association.

Boys and Girls Clubs of America, 771 First Avenue, New York, NY 10017, 212-557-7755.

Helps young people gain competence, usefulness, and a sense of belonging through the Targeted Outreach Program. A variety of resource materials are available.

Bureau of Justice Assistance [BJA] Clearinghouse, Box 6000, Rockville, MD 20850, 800-688-4252, 301-251-5500.
Provides information and publication on BJA-funded crime and drug programs, including formula grants, technical assistance, and training and demonstration projects.

Center for Community Change, 1000 Wisconsin Avenue NW., Washington, DC 20007, 202-342-0519.
Assists urban and rural poor community groups in making positive changes in their community. Designs and delivers technical assistance to these community organizations, focuses attention on national issues dealing with human poverty, and works to make government more responsive to the needs of the poor, publishes "Citizen Action Guide" and other periodicals.

Citizens Committee for New York City, 3 West 29th Street, New York, NY 10001-4501, 212-684-6767.
Supports the growing community movement against drugs by offering technical assistance, how-to publications, and incentive grants to neighborhood groups within the five boroughs of New York City.

Congress of National Black Churches, 2021 K Street NW., suite 701, Washington, DC 20006, 202-429-0714.
Seeks answers to problems that confront or are of interest to blacks in the United States and Africa, including economic development, family support, social support, housing, unemployment, education, and foreign relations. Focus is on religious education.

National Criminal Justice Reference Service [NCJRS], Box 6000, Rockville, MD 20850, 800-851-3420, General Criminal Justice Information, 800-732-3277, Criminal Justice Statistics.
Provides free, up-to-date data and statistics on crime and drug-related crime. Maintains the largest criminal justice system library in the world.

National League of Cities [NLC], 1301 Pennsylvania Avenue NW., Washington, DC 20531, 202-626-3000.
Develops and pursues a national municipal policy which can meet the future needs of cities and help cities solve critical problems. Offers training, technical assistance, and information to municipal officials to help them improve the quality of local government. Maintains 20,000-volume library.

National Puerto Rican Coalition, 1700 K Street NW., Washington, DC 20006-3817, 202-223-3915.
Conducts research and analyzes public policies as they affect Puerto Ricans. Provides members with a newsletter and special memoranda on current issues.

National Training and Information Center, 810 North Milwaukee Avenue, Chicago, IL 60622-4103, 312-243-3035.
Serves as a resource center for community-based organizations across the country, specializing in training and consulting.

Oakland Police Department, Beat Health Unit, 455 75th Street, Oakland, CA 94607, 415-287-6368.
Uses civil and legal procedures to close drug houses by working together with residents, city departments, and utility companies.

Office for Substance Abuse Prevention's National Clearinghouse for Alcohol and Drug Information, P.O. Box 2345, Rockville, MD 20852, 800-729-6686.
Services include a videotape loan program, the newsletter "Prevention Pipeline," dissemination of grant announcements and application kits, database searches, and referrals. Hearing-impaired persons may call 800-487-4889 for teletype service.

Police Executive Research Forum [PERF], 2300 M Street NW., Suite 910, Washington, DC 20037, 202-466-7820.
A national membership organization of police executives from the largest city, county, and State law enforcement agencies. Conducts research and engages in public policy debate.

Public Management Institute, 358 Brannan Street, San Francisco, CA 94107, 415-896-1900.
"Corporate 500: The Directory of Corporate Philanthropy 1991-1992" provides profiles on contributions of 590 companies, including direct corporate giving and donations through foundations.

U.S. Conference of Mayors, 1620 I Street NW., Washington, DC 20006, 202-293-7330.
Provides improved municipal government by encouraging cooperation between cities and the Federal Government. Provides educational information, technical assistance, and legislative service to cities.

U.S. Drug Enforcement Administration [DEA], U.S. Department of Justice, Demand Reduction Section, 700 Army Navy Drive, Arlington, VA 22202, 703-307-7936.
Offers speakers and literature regarding drug enforcement and demand reduction.

Council on Foundations, 1828 L Street NW., suite 300, Washington, DC 20036, 202-466-6512.
Membership organization for grantmakers offers conferences, publications including a magazine and newsletter.

Data Center and Clearinghouse for Drugs and Crime, Bureau of Justice Statistics, 1600 Research Boulevard, Rockville, MD 20850, 800-666-3332.
A central source of data on drugs and crime from Federal, State, and local agencies as well as from the private sector.

Eisenhower Foundation, 1660 L Street NW., suite 200, Washington, DC 20036, 202-429-0440.

A private-sector recreation of the late 1960's Presidential Commission of Violence and the Kerner Commission that focuses national attention on the causes and prevention of violence in inner city neighborhoods.

Foundation Center, 79 Fifth Avenue, New York, NY 10003, 800-424-9836.

"The Foundation Directory, 1991 Edition" provides data on private and community foundations that hold assets of $1 million or distribute $100,000 in grants annually. "The Foundation Directory, Part II, 1991-1992 Edition" provides data on smaller foundations whose grants total between $25,000 and $100,000 and whose assets are less than $1 million.

The Grantsmanship Center, 1125 West Sixth Street 5th Floor, P.O. Box 17220, Los Angeles, CA 90017, 213-482-9860.

Offers training to staff members of public and private agencies in grantsmanship program management, and fundraising.

Independent Sector, 1828 L Street NW., suite 1201, Washington, DC 20036, 202-223-8100.

A nonprofit coalition of over 800 corporate, foundation, and voluntary organizations with national interest in philanthropy and voluntary action. Offers public information and education regarding giving and volunteering, works to develop and maintain effective relationships with government, conducts research.

Juvenile Justice Clearinghouse, NCJRS, Box 6000, Rockville, MD 20850, 800-638-8736.

Clearinghouse of programs and practices for juvenile justice professionals. Collects program descriptions, project reports, research studies, and evaluations and maintains information in a computerized database with on-line search and retrieval capabilities. Covers many subjects on prevention and treatment.

National Crime Prevention Council, 1700 K Street NW., 2d floor, Washington, DC 20006-3817, 202-466-6272.

The National Crime Prevention Council [NCPC] is a private, nonprofit, tax-exempt organization whose principal mission is to enable people to prevent crime and build safer, more caring communities. NCPC publishes books, brochures, program kits, reproducible materials, posters, and other items; operates demonstration programs, especially in community and youth issue areas, including Youth as Resources, Teens as Resources Against Drugs, and Teens, Crime and the Community; provides training on a wide range of topics; offers technical assistance and information and referral services; manages (with The Advertising Council, Inc., and the U.S. Department of Justice) the McGruff public education campaign; and coordinates the activities of the Crime Prevention Coalition, 136 national, Federal, and State organizations and agencies active in preventing crime.

DEA Demand Reduction Program

Note: The following information was supplied by the Drug Enforcement Administration's Office of Demand Reduction.

Demand Reduction Coordinators

Some of the Demand Reduction Coordinators serve several States. Others serve a single State or part of a State. In the listing that follows, the abbreviation S/A stands for Special Agent.

Atlanta Field Division (Georgia, South Carolina, North Carolina, Tennessee) S/A Steve Starling or S/A Gary Shoats, (404) 331-4401

Boston Field Division (Massachusetts, Connecticut, Vermont, Rhode Island, Maine, New Hampshire) S/A Steve Morreale, (617) 557-2205

Chicago Field Division (Northern and Central Illinois, Indiana, Wisconsin, Minnesota, North Dakota) S/A Nancy Lane, (312) 353-7875

Dallas Field Division (Northern and Western Texas, Oklahoma) S/A Greg Thrash, (214) 767-7151

Denver Field Division (Colorado, New Mexico, Utah, Wyoming) S/A Donn Fox, (303) 784-6300

Detroit Field Division (Michigan, Ohio, Kentucky) S/A Jim O'Brien, (313) 226-7290

Houston Field Division (Southern Texas) S/A Robert Paiz, (713) 681-1771

Los Angeles Field Division (Central California, Nevada, Hawaii) S/A Roland Talton or S/A Warren Rivera, (213) 894-5632

Miami Field Division (Florida, Puerto Rico) S/A Wayne Roques, (305) 590-4604

Newark Field Division (New Jersey) S/A Ronald Brogan, (201) 645-6060

New Orleans Field Division (Louisiana, Arkansas, Alabama, Mississippi) S/A Michael Streicher, (504) 585-5500

New York Field Division (New York) S/A Nicholas Alleva, (212) 337-1260

Philadelphia Field Division (Pennsylvania, Delaware) S/A John Smith, (215) 597-9530

Phoenix Field Division (Arizona) S/A Tom Childers, (602) 640-5700

St. Louis Field Division (Missouri, Southern Illinois, Iowa, Kansas, Nebraska, South Dakota) S/A Shirley A. Armstead, (314) 425-3241

San Diego Field Division (Southern California) S/A William Powers, (619) 585-4200

San Francisco Field Division (Northern California) S/A Maurice Brown, (415) 556-6771

Seattle Field Division (Washington, Oregon, Idaho, Montana, Alaska) S/A Tom Pool, (206) 442-5443

Washington Field Division (District of Columbia, Virginia, Maryland, West Virginia) S/A Thomas R. Russo, (202) 401-7817

NOTE.—For further information, contact the Demand Reduction Section, Drug Enforcement Administration, Washington, DC 20537. Telephone (202) 307-7960.

DEA-Produced Demand Reduction Publications

"DEA's Demand Reduction Program: What It Is, What It Does"—As the title suggests, this booklet describes why DEA is involved in drug prevention. It also lists the various kinds of activities engaged in by Demand Reduction Coordinators. (7 pages)

"Time to Focus on the User"—A brief explanation of the user accountability concept, including examples of actions that can be taken by employers, community institutions, local government, and individuals, et cetera, to make users accountable. (5 pages)

"It Never Went Away"—An explanation of what LSD is and how it affects users. This publication also notes that LSD—in the 1960's, almost exclusively a drug consumed by college-age users—has been making inroads in the Nation's high schools. (6 pages)

"Guidelines for a Drug-free Workplace"—A handbook for employers who need to learn the steps that can bring them closer to the ideal of a drug-free workplace. Discusses company policy, drug testing, legal issues, training supervisors, et cetera. (16 pages)

"Anabolic Steroids and You"—Recites the dangers of using anabolic steroids and emphasizes that possession is now a Federal violation. (pamphlet)

"Drug Abuse Prevention for Explorers: a Guidebook"—Combines information about the Law Enforcement Explorer Program of the Boy Scouts of America with examples of drug prevention programs and some soft-sell DEA recruiting information. (23 pages)

"No Magic Bullet"—Responds, in Q&A format, to a number of arguments advanced by proponents of drug legalization. (pamphlet; can be reproduced on a copying machine)

"Drug Free Community Programs: What Works"—A listing of traits that successful community-based antidrug programs have in common. (1 page)

APPENDIX A

METRO ORANGE COALITION—WHERE CARING PEOPLE MEET

History of the Orange Hat Coalitions

In August 1988, a small group of concerned neighbors in the Fairlawn section of Southeast Washington, DC, joined together to organize an effective Neighborhood Watch Program to combat the large numbers of youths selling drugs from their street corners. An equally distressing problem was the offspring of these activities—rampant increase in robberies and burglaries, vehicular traffic, and crack houses operating throughout the community.

At that time, police were not regularly patrolling the neighborhood and the "blue and white" response to citizens' calls reporting crimes was, at best, slow. However, the neighbors soon realized it was unreasonable to blame police for community problems since everyone living in the neighborhood was collectively responsible for allowing the criminal activity to get out of hand. Pulling together, the determined group of neighbors, renters as well as home owners, organized a successful rally and antidrug march in the Fairlawn area of Anacostia.

Eighteen people attended the initial organizational meeting to establish a Neighborhood Watch Patrol; eight of them pledged to begin walking their streets the following week. At subsequent meetings that were held in an open field near a busy bus stop, flyers and drug information were distributed to people getting on and off buses and to passersby. By September 21, the coalition membership had grown to 50 people and the group's name was changed to Fairlawn Coalition.

When Captain Beheler of the Seventh Police District—with Deputy Chief Joyce Leland's encouragement—joined forces with the coalition in October, the foundation for effective citizen/police cooperation was laid. Seventh District officers provided training and information on drug-related criminal activities. Officers accompanied coalition members during patrols.

Orange Hats first appeared on the neighborhood streets on March 15, 1989, both as a symbol and rallying spirit for neighbors working together to save and improve their community and as a way for coalition members to identify one another at night.

As word of Fairlawn Coalition's success spread throughout the city, coalition members were asked to assist other neighborhoods form similar Orange Hat groups.

The Metro Orange Coalition was subsequently organized early in 1990 to help coordinate the efforts of all Orange Hat Coalitions on a metropolitan-wide basis and to provide a forum to exchange news and views. The coalition enables neighborhood patrollers to get to know one another, to network.

By January 1992, membership of the Metro Orange Coalition was 14,200 people, which includes 209 community/neighborhood groups.

PURPOSE

A. To organize as a city against the sale of drugs and crime within communities.

B. To facilitate the change for a better quality of life for all residents of the Washington, DC area by identifying contributors to the social, moral, and economic decay. To encourage greater community involvement in developing solutions to these problems.

C. To provide wholesome, community-spirited, and productive tactics for the residents of Washington, DC, to use to combat illegal and immoral activities in the city.

D. To identify and recognize contributions made by residents to the growth and development of the Washington, DC area.

STRATEGIES

A. Patrolling the neighborhood every night—standing and walking in problem areas, observing drug activity.

B. Video-taping drug activity. This strategy has proven effective; neither dealers nor their customers want to be recorded on film.

C. Writing down tag numbers of suspicious cars.

D. Reporting suspicious activity to the police.

RESULTS

The groups have reported disruptions in drug activities in their neighborhoods: Cars are no longer coming into their neighborhoods for drugs, and so the dealers are moving away from the area.

The groups point to a changing attitude of teenagers in the community. There was great concern for the way teenagers tended to identify with the drug dealers. When the Fairlawn group first started their patrols, teens were not supportive and were sometimes hostile. However, teens' response to the groups' efforts to reach them has been good; some are beginning to participate in the groups' activities. Many now not only support the goal of the groups but are proud of their parents' and neighbors' involvement.

MOTIVATING RESIDENTS

To encourage residents to become involved in antidrug activities, members of the Fairlawn Coalition believe it is important to show them what is actually going on in the community. People who attend meetings are taken on a walk through the area to see the problems to help them understand the impact drug activity is having on their neighborhood.

When asked to help other communities organize against illegal drug activities, the Fairlawn Coalition educates them about the strategies that they have been using successfully. Though some are afraid of drug dealers, coalition members emphasize that there is safety in numbers and they challenge and coax residents to take action. The drug dealers depend on citizens' inertia and remaining afraid. Once citizens form a group and take power, they realize that they have power to run the drug dealers out of their neighborhoods and they no longer fear them.

RESOURCES

Police officers were assigned to protect residents as they patrolled the neighborhood and the community/police relationship improved as police learned that residents were determined to take back their neighborhoods. Residents and police now cooperate: Residents provide information about suspicious activity and see that police act on the information; uniformed police officers regularly accompany the patrol; undercover police officers often walk with residents on patrol; police refer residents of other neighborhoods to the Metro Orange Coalition for help in organizing patrols.

ADVICE TO OTHERS

The Metro Orange Coalition believes that a critical element of the groups' success is their commitment to change the environment they live in. We encourage residents in other communities to get involved and "believe that each individual can make a difference."

EQUIPMENT

Video camcorders have been an important tool. They have been used to rid communities of illegal drug activities. They are set up on street corners with the groups of orange hatters recording vehicular and pedestrian traffic moving in and out of drug markets. Information is turned over to law enforcement.

Radios are used by group members to communicate between different locations.

Orange hats and jackets are used to identify the group members.

Mailing Address—1713 17th Street SE., Washington, DC 20020.

Telephone No.—(202) 678-2389.

Coordinator, James F. Foreman; secretary, Elnor Hill; treasurer: Lucy M. Brown.

The following summary of the SHAPE Program is from "Creating a Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis," published by the National Crime Prevention Council, Washington, DC (1992).

APPENDIX B

The following summary of the SHAPE Program is from "Creating a Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis," published by the National Crime Prevention Council, Washington, DC (1992).

SELF HELP FOR AFRICAN PEOPLE THROUGH EDUCATION *(SHAPE)*

SHAPE Community Center, 3815 Live Oak, Houston, TX 77004, 713-521-0629.

Contacts: DeLoyd Parker, Dierdra Rideaux.

SETTING

The targeted area for the demonstration program is the Third Ward Community Development Area. The SHAPE Community Center is in the heart of this area, which covers 4.5 square miles, located 2.7 miles from Houston's central business district. Seventy-five percent of the housing stock (17,000 housing units) is in need of major rehabilitation, and 60 percent of its residents are single-parent households receiving public assistance. Twenty-two percent of the families have incomes below the poverty threshold. An estimated 40,000 individuals reside in the area. Its ethnic composition is 91 percent African-American, 6 percent white, 1.5 percent Hispanic, and 1.5 percent other.

FOCUS

SHAPE centers its efforts on a holistic, culturally relevant, community-building program aimed at changing the conditions that lead to crime, drug abuse, and fear among residents of the Third War. The scope of their activities includes:

Instilling in young people a sense of self-esteem and cultural pride.

Including those individuals most affected by community problems in finding solutions.

Working with families to ensure that drug prevention begins in the home.

MAJOR STRATEGIES

Community watch programs.
Parent patrols.
Media tours of drug-infested areas.
Press conferences.
After school programs.
Public forums.
Rallies.
Parent awareness network.
Safe school zones.
Summer enrichment programs for youth.

SIGNS OF SUCCESS

Parent patrols at area schools support and assist youth, teachers, and administrators by monitoring rest rooms, cafeterias, and school grounds.

Recruited 140 school watch volunteers to escort students safely in and out of schools, and offer them assistance as needed.

Area tours held for city and State officials, law enforcement personnel, school administrators, clergy members, business owners, and residents to highlight accomplishments as well as continuing need to work in partnership on drugs and related crime.

Fifteen abandoned buildings demolished and lots cleared; nine others boarded up.

Enrollment of 100 students in an after-school enrichment program begun in partnership with schools and other agencies, including a branch library.

Public forums on the need to address troubled relations between police and residents based on reports of police brutality. A civilian review board was created to review these reports and make recommendations.

Worked in partnership with the Houston Housing Authority to hold a crime prevention rally. Speakers from various agencies attended, as well as more than 175 residents.

The Harambee Community Watch provided community watch services for three events.

An annual summer youth enrichment program focusing on team-building skills and other activities aimed at instilling confidence and self-esteem and developing coping techniques.

Mobilized 10,000 people for the Pan African Festival, where crime and drug prevention information was distributed.

COMMUNITY PARTNERS

Law enforcement.
Mayor's office.
City council.
State representative.
State Senator.
MAD DADS.
Hospitals.
Schools and universities.
Churches.
Businesses.
Fire department.
Civic clubs.
Media.

FUNDING

Local and State, private, and public sources.

CHALLENGES

Abandoned and open buildings located near schools where parent patrols worked. In response, SHAPE held a tour for city officials and others, and the area has gotten increased attention.

Question. What is the one piece of advice you would lend to those considering beginning a CRDA-based venture?

Answer. Important things to remember when beginning a CRDA program are faith, consistency, patience, and partnerships; all are crucial to the life of a community drug prevention program.

APPENDIX C

THE NEWARK FIGHTING BACK INITIATIVE

The Newark Fighting Back Initiative is a citywide social movement of people and institutions, applying the collective capacity of families, neighborhoods, and institutions to win the battle against substance abuse and drug dealing in Newark's most troubled areas. Noting that "professionals alone are not enough," the 18-month planning process involved several hundred people and more than 150 public and private sector institutions.

The Boys' and Girls' Clubs of Newark, Inc., under the direction of Barbara Wright Bell, serves as the host agency for the Newark Fighting Back Program. Mayor Sharpe James is the honorary chairman and the four project cochairs are Cary Edwards, Richard Monteilh, Representatives Donald Payne and Edwin Stier, all major political and civic leaders in Newark.

Along with the same high levels of alcohol and cocaine use reported in other major cities, Newark also has a major heroin problem. During a recent 6-month period, Newark had twice as many heroin-related episodes per hundred thousand population as the next highest metropolitan area. As many as 60 percent of Newark's intravenous drug users are estimated to be HIV positive. Reducing the number of young people who venture into this deadly lifestyle is a major purpose of Newark Fighting Back.

A comprehensive set of goals and objectives have been developed involving neighborhood social development, prevention, and redirection initiatives for youth, expanding support for treatment and recovery programs, family support initiatives, housing initiatives, community policing, economic development, and increasing public awareness of the harm associated with drug and alcohol use. One early project is linking a Fighting Back neighborhood development team with a community policing effort to rescue a blighted area from drug dealers and users. A part of the youth initiative will create an Attendance Watch dropout prevention program for 4th graders. An intensive outpatient treatment program is planned for female heads of household and the housing initiative will work on regulations to assist tenant's associations in evicting drug traffickers.

Major collaborators in Newark Fighting Back include the Victoria Foundation, Integrity House, the CLEAN Program, the Metropolitan Ecumenical Ministry, the Enterprise Foundation, the Newark Coalition for Neighborhoods, and many other civic, business, and community organizations.

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APPENDIX D

THE REGIONAL YOUTH/ADULT SUBSTANCE ABUSE PROJECT [RYASAP]

Background Information—May 1992

The Regional Youth/Adult Substance Abuse Project [RYASAP] of the United Way of Eastern Fairfield County is a comprehensive, regional, coordinating organization created in 1985 as a public/private partnership to address the serious problem of youth substance abuse in the Greater Bridgeport region. Originally known as RYSAP, the project expanded its reach to adults in September 1990, as a Regional Action Council [RAC] as designated by the Connecticut Alcohol and Drug Abuse Commission [CADAC], and modified its name to reflect this broadened focus.

RYASAP's goals are two-fold: To impact on the incidence and prevalence of substance abuse in a comprehensive continuum of care comprised of community awareness, prevention, intervention, treatment, and aftercare; and to demonstrate the effectiveness of regional multisystem collaboration in addressing a major human service problem.

RYASAP is operated by the highest level of community leaders, its coordinating committee. Actively participating are every chief municipal official, school superintendent, and chief of police in the six-town region, four State legislators, the CEO's of Bridgeport's three hospitals, selected business leaders, the Executive Director of CADAC, and the commissioner of the Department of Children and Youth Services [DCYS].

Assisting this body in an advisory capacity are four standing committees: The Prevention Committee, Youth Committee, Work and Family Committee, and the Treatment Systems Development Committee. At the grass roots level, more than 1100 volunteers are linked to RYASAP as community-based Prevention Councils, and through its school-based network, comprised of Student Assistance Teams [SAT's], Central Office Coordinators, and teachers implementing a comprehensive antidrug curriculum in grades K through 12.

RYASAP's major role over its 5 years of operation has been one of planning, facilitation, and coordination. It has worked to establish a vital network of people and organizations to address the substance abuse problem by identifying needs, and by developing strategies and policies to effect change through established systems or to create new systems when needed.

Providing no direct service, RYASAP has conducted this function

by drawing segments of the community together to plan, and to take ownership of an issue, and oversee the implementation of new initiatives. This collaborative effort has resulted in many significant achievements over the past 6 years, including:

To identify and get help for drug- and alcohol-involved youth, RYASAP has established, trained, and continues to support teams of school personnel, the SAT's, now operating in all public and parochial middle and senior high schools, and in many elementary schools in the region.

Hundreds of teachers, administrators, health educators, and substance abuse coordinators have been trained by RYASAP to implement the comprehensive K through 12 drug prevention curriculum, "Here's Looking At You, 2000," adopted by all the region's school systems.

RYASAP's research on student drug prevalence conducted in 1984, and followed up by a 1989 survey administered by the University of Connecticut Alcohol Research Center has provided the first comparative data in Connecticut on drug and alcohol use among students in grades 7 through 12.

Its early intervention and treatment system for drug-involved youth which has received funding in excess of $1,600,000 from the Robert Wood Johnson Foundation and DCYS has been cited as a model for the State and the Nation.

Through the U.S. Office of Substance Abuse Prevention [OSAP] and CADAC, RYASAP is implementing a 3-year grant to help high-risk youth in the city of Bridgeport.

In each of the six municipalities, RYASAP has helped create and supports prevention councils comprised of community volunteers who have been officially appointed to implement prevention activities focused on each community's need.

In collaboration with the Greater Bridgeport Adolescent Pregnancy Program [GBAPP], RYASAP has produced a video and educational training program targeted to inner-city teenagers which focuses on the dangers of substance use to the fetus during pregnancy.

In November 1990, a partnership was formalized with the Bridgeport Futures Initiative to broaden both organizations' reach and capacity to help Bridgeport high-risk youth.

In tandem with the Task Force on Substance Abusing Pregnant Women and Their Children, RYASAP recently presented the first conference for health professionals in the Greater Bridgeport region on the critical issue of drug-exposed babies.

Focusing on substance abuse in the workplace, the Work and Family Committee, in partnership with the Bridgeport Regional Business Council and Boston University, is developing a comprehensive substance abuse prevention program with the active participation of local businesses.

Through ongoing year-round communications, RYASAP strives to raise awareness among youth, adults, and the community about substance abuse and where to go for help.

In 1990, RYASAP was cited as an exemplary program by NBC "Nightly News" with Tom Brokaw on its "What's Working" series, and as one of six model antidrug programs by OSAP and the Presi-

dent's Drug Advisory Council. In March 1991, this collaborative effort received national recognition from President Bush as the 395th Daily Point of Light, a designation awarded to community efforts of significant volunteer involvement and achievement.

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