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Community Responses to Drug Abuse

A Partnership of National Crime Prevention Council and National Training and Information Center

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COMMUNITY RESPONSES TO DRUG ABUSE

INTRODUCTION

How can communities effectively address serious drug use, drug trafficking, and other crime disrupting the neighborhood? What strategies seem to have the greatest impact? How can residents of a neighborhood be empowered to be less fearful and more comfortable taking part in the community?

Community Responses to Drug Abuse is a demonstration project funded by the U. S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, in which eight resident led groups are seeking answers to these and other important questions.

This project, led by the National Crime Prevention Council in conjunction with the National Training and Information Center, helps eight communities in seven major urban areas develop and try out strategies for ridding their neighborhoods of drug-related crimes and improving the quality of life.

The cities include two sites in Chicago and one each in the Bronx, Cleveland, Hartford, Houston, Iowa (three sites) and Oakland. Each community organization has identified the primary crime and drug problems in their community that they plan to address. Each has also established a task force to address these problems. The task force includes local law enforcement, public and private agencies (e.g., housing, youth services, etc.), schools, churches, community residents, businesses, and others committed to curbing drug use and dealing with long-term prevention issues.

Critical safety issues are addressed immediately, (e.g., closing a drug house, creating drug free school zones). Longer term programs are also implemented which seek more permanent solutions (e.g., drug education, improved housing stock, youth programs, job training, etc.). Each local organization determines the most effective strategies for tackling drug problems on a short and long-term basis in their neighborhoods, and mobilizes and organizes the community to implement these strategies.

These communities are in the forefront of community action against drug abuse and crime. The National Institute of Justice is funding a study of the Community Responses to Drug Abuse project to draw lessons for the nation's drug prevention efforts.

October 1, 1990

COMMUNITY RESPONSES TO DRUG ABUSE

MISSION STATEMENT

The creation and testing of effective community-wide strategies that local groups can implement to reduce drug abuse and fear and to improve the quality of life in targeted communities.

GOALS

- To empower community residents to feel more comfortable and less fearful in their communities (willing to go out more, willing to participate in community life);
 - To provide community residents with knowledge of resources which can be of assistance to their community;
- To test a variety of drug abuse prevention strategies (e.g., those with special emphasis on housing, law enforcement, schools, youth, etc.);
 - To introduce effective drug reduction activities which empower communities to take action and implement prevention programs;
- To develop a local community task force to assist in the development of a community-wide drug abuse prevention program and evaluate its effectiveness;

To establish measurable indices of success which relate to each community's specific workplan (e.g., number of drug houses removed, number of community residents and agencies involved, number of prevention programs held in school, etc.);

PROFILES OF GROUPS

Logan Square Neighborhood Association 3321 W. Wrightwood Chicago, IL 60047 (312) 384-4370 Project Director: Nancy Aardema

The Logan Square Neighborhood Association (LSNA) is a citizen organization working to hold together a diverse community facing difficult problems including housing problems, a high drop out rate, unemployment, and crime. The Association, a long-standing group, has a strong working relationship with law enforcement.

Logan Square is an urban mosaic - a multi-ethnic and economically diverse community located on the near northwest side of Chicago. The neighborhood has nearly 85,000 residents - the fourth largest community in the city. In Logan Square approximately 60% of the residents are Hispanic representing Puerto Rican, Mexican, Cuban, South and Central American cultures. Anglo Americans make up the majority of the remaining population, and approximately 6% of the neighborhood is African American. Logan Square has a history of problems with youth crime, drugs, and violence. Gang activity regularly makes the news; at least 18 major street gangs currently operate in Logan Square. Drug dealers pressure students to become customers.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Implementing a drug abuse prevention education program in two neighborhood schools. This program is designed to involve youth and their families with emphasis being placed on a design which is sensitive to the needs of the culturally diverse Logan Square neighborhood.
- B. Educating and increasing residents' awareness of the nature and extent of substance abuse and dependency in the community.
- C. Planning, coordinating, and promoting activities for young people which will serve as positive alternatives to alcohol, substance abuse, and gang membership.

ACCOMPLISHMENTS TO DATE (10/1/90)

Organized the "Safe School Zone" Rally, in which 300 residents showed support for drug abuse prevention programs in area schools. Resulted in the implementation of "Drug Free School Zones" in all six Logan Square area schools. (11/89) An LSNA-sponsored community meeting on June 28, 1990 secured increased police visibility around a senior home parking lot. A stricter towing policy and mandatory parking stickers for residents and guests were implemented in the lot, which had been used for prostitution and drug trafficking.

Working with the 14th and 25th District Police Commanders, more than 60 "Hot Spots" were identified by area residents, resulting in 50 arrests through Fall 1990.

Working with other community organizations, a school based curriculum which focuses on drug abuse education and treatment for youth and their families in the Logan Square community will be implemented.

Area Block Clubs established by LSNA sponsored numerous activities including graffiti paint outs, distribution of gang prevention and education information, and organization of meetings with police commander to identify suspected drug sale locations.

Conducted outreach to schools, churches, and block clubs to mobilize residents against drug abuse in and around six elementary schools in Logan Square.

Hartford Areas Rally Together 660 Park Street Hartford, CT 06106 (203) 525-3449 Project Director: James Boucher

Hartford Areas Rally Together (HART) is a non-profit community organization of organizations active in the south end of Hartford, Connecticut. HART began in 1975 to unite neighborhoods to act on common problems. HART's neighborhoods encompass 55,000 people, 28% Hispanic, 10% black, 60% white, and 2% other.

HART's approach to the drug problem includes four components: education, early intervention, enforcement, and treatment. HART has uncovered a wide range of issues in these four areas. Priorities are determined through input from affected communities.

PROGRAM FOCUS

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An important focal point of HART's strategy has been the identification of priority issues and the development of an Anti-Drug Collaborative.

During the second year, the focus will be on the following:

- A. Developing a drug education curriculum.
- B. Developing treatment facilities for adolescents.
- C. Creating drug-free housing (15 subsidized buildings are targeted for rehabilitation in one neighborhood).
- D. Strengthening the current partnership with law enforcement.
- E. Developing a long-term fundraising plan to ensure continued support for HART.

ACCOMPLISHMENTS TO DATE (10/1/90)

- Established forty Drug Free Zones covering almost the whole city. Three hundred and twenty signs have been posted. The 3M Corporation donated materials for the signs.
 - Expanded the Alcohol and Drug Abuse Prevention Training (ADAPT) Program from three schools to eight schools. The goal is for all schools in the City of Hartford to obtain ADAPT. HART secured a \$25,000 grant to help administer ADAPT programs in the schools.

Established Hogar Crea, a rehabilitation center for adult with 50 beds. The Collaborative was instrumental in securing the funding and location for this center.

Helped six groups in Connecticut secure a \$300,000 grant from the Department of Health and Human Services to update work with youth at high risk for drug abuse using the funding from the Bureau of Justice Assistance as leverage to win the grant.

Closed down with local law enforcement, 11 drug houses used for major distribution of heroin, crack, and marijuana.

Organized "Rally Against Drugs" involving 200 participants. A booklet explaining strategies to "fight back" against drugs was distributed to 15,000 area residents, and a drug-free school poster contest was held in which 300 elementary school students from eight area schools participated.

Expanded the current housing database to include a greater number of entries and more detailed information on housing inspections, violations, and owner response. Database was used to sort survey results collected from the residents of target buildings. Survey identified other areas of need, such as job training, child substance abuse, and legal counseling.

lowa Citizens for Community Improvement

lowa Citizens for Community Improvement (ICCI) is a coalition of groups throughout the state addressing the problems of crime and drugs. Statewide project goals are: to develop and maintain a networking system for Iowa CCI Drug Task Force members and staff; to share ideas, evaluate progress, and discuss project possibilities; to provide local groups with information regarding the availability of state resources; and to offer training and technical assistance to these groups. The following is an overview of each group's efforts.

Des Moines

1607 East Grand Avenue Des Moines, IA 50316 (515) 266-5213 Project Directors: Julie Anderson and Joe Fagan

Situated in the middle of the heartland, Des Moines seems to many from outside and within the state to be insulated from the problems of drug use, sales, and related criminal activity. But the capital city of lowa with a population of 211,000, 90% of which is white, is struggling to fight the grip that illegal drug activity has on several neighborhoods. Gang-related crime is on the increase and drive-by shootings are reported weekly. Dealers take over entire city blocks, basing their operations in abandoned houses or rental properties. Crowds of youth, often carrying weapons, roam the streets, blocking traffic, harassing residents, and starting fights. Children as young as 10 years old can be seen directly involved in the sale of crack on street corners and neighborhood parks. The section of Des Moines most affected by these conditions is an area called "Model Cities." Model Cities has a population of 11,000, 53% are white, 38% are black, and 9% Asian.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Continuing work of the local Drug Task Force composed of neighborhood residents, law enforcement officials, and drug abuse treatment and education agencies. The task force will provide a forum for groups to discuss drug issues specific to their neighborhoods.
- B. Adding a youth component to the Drug Task Force consisting of youth and adults who will identify and implement at least three strategies to address youth, gang, and drug-related problems.
- C Stopping illegal activities in at least five rental properties, three of which are in the Model Cities area.

Iowa Citizens for Community Improvement page 1

- D. Gaining commitment from city to board up, tear down or convert five abandoned houses to low-income housing.
- E. Assisting in the formation of at least three new neighborhood groups that will devise their own strategies to address the drug problem.

ACCOMPLISHMENTS TO DATE (10/1/90)

Established a city-wide Drug Task Force with support from neighborhood groups, law enforcement, residents, churches, and representatives of public and private agencies, including substance abuse and crisis centers and community development agencies.

Worked with local city officials to demolish four drug houses.

Conducted state-wide training and technical assistance sessions which provided community groups with strategies to address drug abuse issues.

Waterloo 612 Mulberry Street Waterloo, IA 50703 (319) 233-9920 Project Director: Donna Jones

Waterloo, a city of 72,000, has the largest proportion of minorities of any city in lowa. Blacks comprise 13% of the community; other minorities are also represented. The city is divided into the east and west side. Low-income blacks and whites make up the east side of Waterloo; the west side consists predominantly of middle and upper income whites. Waterloo is one of the most economically depressed communities in Iowa. In the 1970s, Waterloo thrived on the high wages of its John Deere workers. When the farm crisis hit, the demand for Deere's farm machinery dropped, and Deere layed off over 10,000 workers. As families lost everything they had, many turned to alcohol, some chose suicide. The divorce rate went up. Crime and drug problems have increased significantly throughout Waterloo.

PROGRAM FOCUS

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During the second year, the focus will be on the following:

- A. Continuing work with east side residents to drive drug activity out of their neighborhoods
- B. Persuading west side residents to acknowledge and fight the drug problem in their neighborhoods.
- C. Developing a plan to introduce innovative drug education at the middle school level.

ACCOMPLISHMENTS TO DATE (10/1/90)

- Conducted an anti-drug rally attended by 200 people including representatives of law enforcement and community institutions. The rally spearheaded resident efforts against crime and drugs.
- Introduced "hot spot" cards as an anonymous way for residents to report drug dealers and crack houses, which has resulted in increased arrests of individuals involved in drug activities.
- Formed a Waterloo Drug Task Force to focus on drug abuse issues.
- Secured a VISTA volunteer to assist in drug prevention organizing in the community.

Involved resident living in the area of a drug infested park on the east side of Waterloo in a campaign against drug abuse in the park. Activities included a candlelight march, petitioning to oust a problem bar, and meeting with the police chief and park commissioners. Lights are kept on all night at the park now, and six new security lights have been installed, 16 arrests were made outside the problem bar in one night, and two churches have agreed to hold family activities in the park every Sunday afternoon.

Formed partnership with the African American Recreation Transformation System (AARTS) Youth Center. The center offers a drug-free environment and activities for youth (e.g., recreation, tutoring) and attracts approximately 500 youth each weekend. A youth Adversary Board makes and enforces strict rules at the center.

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Council Bluffs 628 1st Avenue Council Bluffs, IA 51501 (712) 322-1114 Project Director: Gene Hohertz

Council Bluffs, a community of 60,000, sits across the Missouri River from Omaha, Nebraska. The population is 90% white, 2% black, 2% Native American, and 6% Hispanic. Economic conditions are rocky at best; years of neglect are apparent in older neighborhoods.

Drug trafficking in Council Bluffs has increased sharply in recent years. California gangs (Bloods and Crips) have branched out to this region compounding local problems. These problems are community-wide rather than neighborhood specific.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Stopping illegal activity in at least one liquor establishment to signal to other businesses the risk involved with selling alcohol to minors.
- B. Closing at least two crack/drug houses and enlisting police support to close others as they develop.
- C. Urging police to enforce drinking/loitering curfew regulations in parks.
- D. Identifying and bringing together resources to plan youth activities and plan the creation of a youth center.

ACCOMPLISHMENTS TO DATE (10/1/90)

- Educated 2,000 youth and adults on the dangers of substance abuse during the Pottawattamie County Fair.
- Worked with Council Bluffs police to identify drug trafficking "hot spots" from observations and reports to police.
- Launched a plan to make Neighborhood Watch more effective, working with the Council Bluffs Crime Prevention Officer.
- Recruited a volunteer who updates records to identify Neighborhood Watch groups.

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Formed a youth board to obtain young people's ideas and solutions for positive, law abiding activities.

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- Gained law enforcement support for drug-free zone signs around area schools and parks. Began posting these signs with help from VISTA volunteers and city workers.
- Conducted a city-wide drug conference to educate, motivate, and mobilize residents. As a result, Council Bluffs CCI has become a reference point for other local agencies concerned with drug issues. Representatives from schools, law enforcement agencies, counseling agencies, churches, and parent groups took an active role in the conference.

Northwest Bronx Community Clergy Coalition 103 E. 196th Street Bronx, NY 10468 (212) 584-0515 Project Director: Elizabeth O'Leary

Northwest Bronx Community Clergy Coalition (NWBCCC) is a neighborhoodbased umbrella organization whose mission is to preserve and develop the area for all who reside there.

The Northwest Bronx neighborhoods include over 420,000 people - 47% Hispanic, 43% black, 6% white and 4% other. Over 60% receive public assistance and reside in sub-standard housing. Drug trafficking and dealing are pervasive.

In an attempt to avoid detection by local law enforcement, drug dealers have developed highly elaborate communication networks to warn of approaching police. They also have sophisticated ploys to avoid eviction and possess heavy weaponry.

Most Coalition activity has centered around affordable and sub-standard housing and drug issues. Neighborhood associations of the Coalition have waged "Take Back the Streets" campaigns against crack and other drugs.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Organizing ten tenant associations to halt drug trafficking in and around their buildings.
- B. Building and developing community multi-agency teams that include law enforcement and community development officials (e.g. police, parks department, and schools). This strategy will be used to help residents take back their parks, playgrounds, school yards, and streets from drug dealers.
- C. Working with neighborhood religious leaders and involve them in the fight against drugs and to coordinate actions with area churches and synagogues.

ACCOMPLISHMENTS TO DATE (10/1/90)

 Closed down a major drug supermarket by obtaining federal seizure of the apartment complex. Drug dealers were evicted from the building.

- Moved 24 families, of which 60% were from the city shelter system, into a refurbished house which formerly was vacant and a drug "hot spot."
- Identified a site for a youth/community center which will serve many homeless families. The center will provide counseling and drug treatment referrals.
- Built a partnership between businesses and law enforcement that stopped the installation of a public phone in a heavy drug trafficking area.
- Secured a tenant stimulated police sweep through a 160-unit apartment building in the target area which interrupted drug trafficking and produced numerous arrests.
- Reclaimed a neighborhood park from drug dealers through the efforts of the Drugs Out Task Force.
 - Forged working relationships with key drug enforcement and prosecution agencies, winning pledges of swift and coordinated action against drug trafficking situations.

Oakland Community Organizations 3914 East 14th Street Oakland, CA 93707 (415) 261-6440 Project Director: Ron Snyder

Oakland Community Organization (OCO) is a federation of organizations which seek to restore and maintain neighborhoods throughout the city, working through such stable community institutions as churches.

OCO includes 20,000 families, 80% of whom are low income. The OCO target area in Oakland has 200,000 residents; more that half live in low-income, female-headed households. Fifty-five percent of the residents are black, 25% are Hispanic, and 20% are white.

The housing stock in the target area ranges between 50-100 years of age; approximately 20% is in sub-standard condition and 40% is subsidized housing.

Many residents either use or sell illegal drugs. Drug-related arrests have more that quadrupled in the past five years. There is a six to twelve month waiting list for treatment.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Closing an additional 100 crack/drug houses through a variety of strategies which will include residents, housing agencies, and law enforcement working together to abate them.
- B. Recruiting an additional 500 families from the Oakland community to help build cases against crack/drug houses.
- C. Implementing "Drug Free School Zone" activities in ten schools. These activities will include meeting with law enforcement officials, residents, district attorney, and presiding judges to use and enforce existing laws to reduce drug trafficking in and around the schools.

ACCOMPLISHMENTS TO DATE (10/1/90)

Developed working relationships with 16 community churches, thus mobilizing 1,500 people to address drug abuse in the community

Assisted law enforcement in identifying and closing 300 crack/drug houses.

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- Implemented, for the first time in Oakland, Drug Free School Zone programs in three schools. Since the implementation, drug arrests have increased from 7 in 1989 to 55 for the first two quarters of 1990.
- Worked to win city council funding of one million dollars a year for the next three years to expand the Beat Health Unit. This unit uses civil procedures and health and housing code violations rather than drug infractions to close crack/drug houses. A portion of the funds have been used to hire and train nine officers to expand the efforts of the unit.

Self-Help for African People Through Education (SHAPE) Community Center 3815 Live Oak Houston, TX 77004 (713) 521-0629 Project Director: Dierdra Rideaux

The targeted area for the demonstration program is the Third Ward Community Development Area. The SHAPE Community Center is located in the heart of this area. The Third Ward Community Development Area covers 4.5 square miles and is 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% of its residents are single-parent families receiving public assistance. Twenty-two percent of the families have income below the poverty threshold. In addition, this area is impacted by crime, economic, and social problems which include crack cocaine, prostitution, and teenage pregnancy.

Census figures estimate that over 40,000 individuals reside in this area. This is one of the most densely populated areas in the city; the ethnic composition is 91% black, 6.0% white, 1.5% Hispanic, and 1.5% other.

PROGRAM FOCUS

During the first year, the focus will be on the following:

A. Developing and implementing a holistic, culturally relevant, communitybuilding program aimed at eliminating and/or reducing the conditions that lead to crime, drug abuse, and fear among residents of the Third Ward area.

ACCOMPLISHMENTS TO DATE (10/1/90)

- Mobilized 10,000 people for the Pan African Festival at which crime and drug prevention information was provided to festival participants.
- Eliminated fights among students at three third ward schools during the last four weeks before summer recess (June 1990) for the first time in eight years.
- Mobilized youth to serve as partners and resources in the community school watch program.
- Implemented community crime prevention school watch program at six schools in Houston's Third Ward. This program is designed to reduce drug dealers' recruitment of youth and reduce fights after school.
- Secured committments from the south central patrol district to join SHAPE Center's task force and increase patrols in the target areas.

South Austin Coalition Community Council 5112 W. Washington Boulevard Chicago, IL 60644 (312) 287-4570 Project Director: Bob Vondrasek

The South Austin Coalition Community Council (SACCC), an amalgam of groups, began in 1976 when local churches and community groups formed the South Austin Coalition. SACCC has spearheaded efforts to maintain and rehabilitate housing stock and has been in the forefront of the community's fight against crime and drugs.

The Austin area of Chicago has 130,000 residents - the most of any neighborhood in the city. Over the last twenty-five years, Austin's make-up has shifted from predominantly white to predominantly black.

In South Austin, which comprises roughly half the Austin area and population, 95% of the residents are black and 5% are white. Much of the housing stock is marginal. There are major signs of urban decay - rampant graffiti, abandoned structures, pervasive drug trafficking. However, in scattered blocks, residents have maintained or regained control, due in part to SACCC.

The growth of crime and especially of blatant drug trafficking has threatened to wipe out the gains of the past decade. Most of the area's 300 blocks have at least one location where drugs are sold. Violent crime, much of it tied to local gangs which control most of the drug traffic, has increased dramatically.

PROGRAM FOCUS

During the second year, the focus will be on the following:

- A. Closing down an additional eight drug trafficking sites through community mobilization and cooperation with law enforcement.
- B. Identifying and implementing drug prevention curricula and drug education programs in local elementary schools.
- C. Working with local ministries to build an on-going partnership which will strengthen and support fragile families that are faced with drug abuse problems.
- D. Working with community groups to develop a comprehensive plan on enforcement, prevention, education, treatment, and positive programs to fight back against the drug epidemic.

ACCOMPLISHMENTS TO DATE (10/1/90)

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- Played a key role in the planning and implementation of a newly revamped State's Attorney's Nuisance Abatement Program.
 - Identified eight drug houses and closed four using housing code violations and narcotics enforcement area strategies.
- Shut down the most notorious site of open drug dealing, with the cooperation of law enforcement and the City of Chicago Building Court. This was the result of an intense civic campaign combining a Special Enforcement Zone declared by the Police Department with considerable community activity.
- Mounted a campaign throughout Austin that removed drug paraphernalia from approximately 30 stores and got owners to pledge drug-free premises.
- Converted public telephones outside identified drug houses to outgoing calls only, with the cooperation of Illinois Bell.
- Secured a \$27,000 MacArthur Foundation grant to bring local churches into the drug prevention fight, using the funding from BJA as leverage to win the grant.
 - Obtained a grant of \$5,000 from the National Presbytery.
 - Worked on the implementation of program D.A.R.E. in three of the ten local schools in the South Austin Area.
 - Profiled in a half-hour special on WLS-TV, the local ABC affiliate, prior to a nationally televised parade against drugs. A SACCC community leader was featured in the parade.

Union Miles Development Corporation 12002 Miles Avenue Cleveland, OH 44127 (216) 341-0757 Project Director: Paul Herdeg

The Union Miles Development Corporation (UMDC) is a non-profit organization originally formed by residents to promote reinvestment in the community and address problems associated with housing abandonment, disinvestment, and crime. UMDC recognized that drugs and related crimes were a major impediment to reinvestment and decided to tackle these issues.

The Union Miles neighborhood in the southeast section of Cleveland has approximately 50,000 residents. The housing stock of the area consist largely of one and two bedroom family wood-framed houses which are 50 to 100 years old approximately 60% of the dwellings are owner-occupied. The Union Miles neighborhood has the highest rate of mortgage foreclosure cases of any Cleveland neighborhood. Approximately 200 foreclosure cases are filed each year. The population is predominantly black (95%), with the balance being Hispanic and white. Average household income is \$16,000. Approximately 29% of the population receives public assistance.

The Union Miles neighborhood falls squarely within the Fourth Cleveland Police District. The most frequent crimes include robbery, burglary, auto theft, and drug offenses. The sale of crack and cocaine by residents of Union Miles has shifted from residential facilities to the sale and distribution of these drugs in open air neighborhood drug markets.

PROGRAM FOCUS

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During the second year, the focus will be on the following:

- A. Expanding its neighborhood task forces which have which have developed to address the community's crime and drug problem.
- B. Expanding the task force to include youth as partners and to identify resources to address the increase of gang-related activities.
- C. Shuting down at least five locations where illegal drug sales are known to occur.
- D. Establishing two drug-free school zones in the Union Miles community.

ACCOMPLISHMENTS TO DATE (10/1/90)

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- Conducted open air prayer services in known drug sales areas. This strategy has reduced drug trafficking at several locations.
- Organized 150 residents into neighborhood street clubs, educating them about various drugs that invade their community and strategies to address drug problems.
- Instituted the use of "Hot Spot" cards for residents to identify drug activities in their community and pass this information on to the police.
- Obtained agreement from housing authorities to provide a nighttime security guard for a senior citizen high rise building whose residents were being robbed and mugged by crack users.
 - Sponsored a workshop, "Mission on Miles,." that resulted in a neighborhood platform exhorting churches to provide meeting places for drug counseling, youth training, and alternative activities for young people. Workshop was funded through contributions from local small businesses.
 - Generated support from area churches allowing UMDC to use church buildings. Church leaders offered to distribute "Hot Spot" cards among parishioners during services.