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ABSTRACT

How community-based groups are confronting and preventing alcohol and other drug problems and related crime in their communities is the focus of this publication. A wide range of approaches and strategies, used by 10 nonprofit, community-based organizations representative of urban and rural areas, are presented. Case studies describe two community associations that mobilized residents to rid their neighborhoods of illegal drug activity. Three projects are highlighted that demonstrate the importance of developing partnerships and coalitions with a variety of community groups, building on the work of existing networks. Two case studies illustrate a comprehensive community development approach to prevention that includes providing prevention, intervention and treatment services along with decent and affordable housing, clean and safe streets and parks, opportunities and jobs for youth, and accessible social services. Finally, three case studies show how community-based organizations counter risk factors confronting youth through activities that provide employment training, academic assistance, education in life skills, and enhancement of cultural knowledge. Contact information follows each case study. A resource guide provides information on: technical assistance providers, selected publications, information clearinghouses, and funding opportunities. (JBJ)

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STRATEGY ALERT

L. M. Gault

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Community Development Strategies to Prevent Alcohol and Other Drug Problems

What does a group of Cheyenne youth in Clinton, Oklahoma have in common with a neighborhood housing organization in Salt Lake City, Utah? How is a public housing resident management organization in Philadelphia, Pennsylvania similar to a neighborhood improvement association in Grand Rapids, Michigan? Each is working to prevent alcohol and other drug problems in their communities.

Alcohol, tobacco and other drug use and associated crime is a national crisis. No community — whether in a large city, small town, or rural area — is immune from its impact. Nor is any population immune — the 1991 Household Survey on Drug Abuse estimates that 77 percent of all illicit drug users in the United States are White, 15 percent are African American and 8 percent are Hispanic.¹ Alcohol and other drug problems do not occur in isolation; they occur within a context that includes an individual's interactions with a network of personal settings (including work, school, peers, family, and community) and of larger institutions (including government, mass media, and religion).²

Community-based organizations around the country are finding that efforts to revitalize their communities are severely weakened if the problems of alcohol, tobacco and other drug use and the risk

factors that contribute to them are not also dealt with [see box, p. 2]. At the same time, community-based organizations are in a unique position to respond to these problems and develop protective factors. For many years, these organizations have worked to confront other issues impacting their communities, including housing, economic development, and neighborhood revitalization. Their approach to these problems — organizing, forming partnerships, working with the community to frame the problem and plan the solution — provides a solid foundation for addressing alcohol and other drug problems.

Exactly how community-based groups are confronting and preventing alcohol and other drug problems and related crime in their communities is the focus of this special issue of the *Alert*. Under a cooperative agreement with the federal Center for Substance Abuse Prevention (CSAP; formerly the Office for Substance Abuse Prevention, OSAP) and with the help of a specially-convened advisory panel, the Exchange found that hundreds of community and neighborhood groups all over the country are developing and implementing innovative and effective strategies for ridding their communities of drugs and crime and preventing alcohol and other drug problems.

We present the approaches and strategies employed by ten of these community-based organizations on the following pages. These groups represent a cross-section of urban and rural America. All are non-profit, community-based organizations who work in low and moderate income neighborhoods and have decided to take a stand against the problems of alcohol and other drug use and crime in their communities. While project costs range from almost nothing to over \$1 million, all depend greatly on the involvement of volunteers and community residents. All hinge on a basic community organizing process where residents were united and became involved, taking ownership of community problems and solutions. This process may have taken place directly in response to an alcohol and other drug problem or earlier in the history of the organization.

These cases were chosen because of the range of strategies and options used. We will look at groups that took small-scale actions that mobilized community residents, organizations that developed partnerships and coalitions, groups that implemented comprehensive community development initiatives, and communities that have created opportunities for youth. However, there is no one particular strategy or model that an organization should or must start with. Each organization's course

Risk Factors and Protective Factors in the Community

Risk Factors

Economic and social deprivation

Low neighborhood attachment and community disorganization

Easy availability of tobacco, alcohol and other drugs

Community norms and laws favorable to misuse

Protective Factors

Norms and public policies support nonuse among youth

Access to resources (housing, health care, child care, job training, employment, and recreation)

Supportive networks and social bonds

Youth involved in community service

From *Getting It Together: Promoting Drug-Free Communities*. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991. Page 5.

of action depends on the state of the group at present and where it wants to go in the future.

Following the case studies is information on funders of community-based prevention activities, organizations that provide technical assistance in these efforts, and other publications and resources that provide information and guidance for developing prevention strategies. We present all of this information with the hope that it provides practical examples and helpful resources for other community-based organizations as they plan and carry out their own alcohol and other drug problem prevention activities.

Note: We have highlighted only one or two aspects of the organization and their prevention strategies in this *Alert*. Complete case studies, along with information on additional funders, technical assistance providers, and resources, have been assembled in a packet that is available for \$15 (prepaid) from the Community Information Exchange, 1029 Vermont Avenue, NW, Suite 710, Washington, DC, 20005; (202) 628-2981. This information is also available in the Exchange's computerized databases, accessible to Exchange members.

Mobilizing Community Residents Against Alcohol and Other Drug Problems and Crime

Because many community organizations work directly in the neighborhoods they serve, they are forced to deal daily with alcohol and other drug activity and related crime and violence. Groups often must also confront a high level of fear, uncertainty, and distrust on the part of community residents that may keep them from becoming involved. One of the first steps these groups sometimes take involves visible actions by the organizations and community residents that send a message to drug dealers and buyers that the community will not tolerate their activity. These actions are also directed toward changing conditions so that the neighborhood is less attractive to dealers, buyers, and users. Residents also can become involved in reducing underage drinking and other alcohol-related problems.

As the following case studies illustrate, some simple, initial mobilization activities can succeed in ridding a neighborhood of illegal drug activity while organizing community residents to take fur-

ther steps in their fight against alcohol and other drug problems and crime. It is important to keep in mind that, while these strategies are successful, they must be followed up with long-term planning and activities that sustain that success.

Roosevelt Park/Grandville Avenue Neighborhood Association Grand Rapids, Michigan

Residents of the Roosevelt Park and Grandville Avenue neighborhoods held marches and a graffiti clean-up event to send a message to gangs and drug dealers and users that their activities would not be tolerated. These actions were not only successful in reducing open alcohol and other illegal drug use and sales in the neighborhoods; they also gave neighborhood residents a chance to get involved and opened up important channels of communication within the neighborhood.

The Roosevelt Park and Grandville Avenue neighborhoods cover about 50 city blocks in an economically depressed, predominantly White and Hispanic area of Grand Rapids. Crime, vandalism, gangs, and open alcohol use and other illegal drug activity

have been on-going problems, interfering with the Roosevelt Park/Grandville Avenue Neighborhood Association's mission to improve the neighborhood and attract businesses back to the Grandville Avenue commercial corridor.

In mid-1991, the Association decided to take action. As a first step, it held a "Take Back the Night" march. Over 200 residents turned out to march. For some time following the march, open alcohol and other illegal drug use and sales became less prevalent. In an effort to keep the momentum going, the Association held a "town meeting" in the week following the march. Residents identified other actions that they could take to deal with the problem. Teens in the neighborhood also spoke about their views of the problem, indicating that a lack of positive activities, including jobs, often left them with nothing better to do. This gave the Association a better idea of how to work with neighborhood teens and opened up an important dialogue between teens and adults.

One day in early 1992, Mary Diskin, Executive Director of the Association, arrived at work to find graffiti on a nearby building in the form of swastikas, thought to be the work of local gang members. She painted over the graffiti that same day and was inspired to mount a new action to remove all of the graffiti that covered Grandville Avenue. In March, the Association conducted the "Great Grandville Avenue Graffiti Coverup" to send a message that graffiti and the activities associated with it would not be tolerated. The Association received a lot of media attention for the event and attracted the attention of local gang members. The Director met with several gang members, who agreed not to

mark up the covered areas if some alternative sites for the graffiti were provided. The local Gannett Outdoor Advertising Company agreed to donate two billboards for their use. The first of the billboards was erected in July; the graffiti has not returned.

The Association has followed up this effort with beautification activities and another "Take Back the Night March." According to Mary Diskin, "Opening up the lines of communication [with gang members] has been absolutely critical to the continued success of our efforts." Ms. Diskin has also seen an increase in the number of neighborhood residents working to keep up their property.

These efforts have been spearheaded by the Neighborhood Association's executive director and two crime prevention specialists who are all supported by two small Community Development Block Grants. The Association also depends on donations and volunteer resident involvement.

For more information, contact Mary Diskin, Executive Director, Roosevelt Park/Grandville Avenue Neighborhood Association, 1251 Grandville Avenue, Grand Rapids, MI, 49509; (616) 243-2489.

Abbotsford Tenant Management Corporation Philadelphia, Pennsylvania

The Abbotsford Housing Development in Philadelphia contains 700 units of public housing. Bounded by light industrial parks and a major freeway, the Abbotsford community is isolated from surrounding neighborhoods. By the mid-1980s, the predominantly African-American residents of Abbotsford were facing a host of problems, including a high incidence of crime, violence, illegal drug use, housing deterioration

and a lack of needed social and health services.

Assisted by a local social services organization, a small group of residents on the volunteer Abbotsford Tenant Council took action to address these problems. First, they submitted proposals to several local foundations and received \$30,000 in grant funds. The tenants used the funds to administer a survey of residents' per-

"The Tenant Council held a march in 'the Gully,' the most drug-infested part of the community. Tenants sang, marched, and prayed around the clock for 14 days. On the 14th day, the police responded and made a number of arrests. With this victory, residents began to unite and work in cooperation with law enforcement officials."

spectives on the crime and drug problems facing their community. They also purchased some basic equipment, including walkie talkies, and started resident patrols of the community, along with an "Eyes and Ears" program where tenants could report suspected crime and drug activity with anonymity.

In 1989, a pivotal event took place. The Tenant Council held a march in "the Gully," the most drug-infested part of the community. Tenants sang, marched, and prayed around the clock for 14 days. On the 14th day, the police responded and made a number of arrests. With this victory, residents began to unite and work in

cooperation with law enforcement officials.

Today, the Abbottsford community stands as a model in tenant management and community development. Following the success in the Gully and recognizing that the problem would be not be resolved without improving other community conditions, the Abbottsford community embarked on a comprehensive community development effort. The Housing Authority made housing, street and lighting improvements. The Tenant Council received training in tenant management and, in 1991, became the only tenant

“CSAP surveyed 26 communities with successful prevention systems in place. In almost every community, coalitions and partnerships between different community groups were formed and proved essential to the planning and coordination of activities and services.”

management corporation in the state of Pennsylvania. With assistance from the University of Pennsylvania and funds from the U.S. Department of Health and Human Services, a health center and day care center were recently opened in “the Gully,” bringing needed services to residents.

For more information, contact Dorothy Harrell, President, Abbottsford Tenant Management Corporation, 3210 McMichael Street, Philadelphia, PA 19129. (215) 848-6911.

Developing Partnerships and Community Coalitions

Because the problems of alcohol and other drug use do not occur in isolation, they cannot be attacked in isolation. Another approach taken by community-based organizations as an alternative to or following mobilization of the community involves developing partnerships and forming coalitions with a variety of community groups.

In 1989, CSAP surveyed 26 communities with successful prevention systems in place. In almost every community, coalitions and partnerships between different community groups were formed and proved essential to the planning and coordination of activities and services.³ Partnerships with other community groups or representatives, whether informal or formal, can prove essential to a prevention effort if they are developed on a base of trust and allow for continued cooperation.

A coalition is a formal association of community groups working towards the same goal. Coalitions usually grow out of already existing community networks. They allow for the exchange of information and resources, the provision of technical assistance, the coordination of planning and services, and the strengthening of advocacy.⁴ They also provide a structure through which the variety of perspectives on this issue in the community can be heard and considered.

The projects highlighted here demonstrate the importance of developing partnerships with local law enforcement and government agencies and the effectiveness of neighborhood coalitions that build on the work of existing networks.

South Austin Coalition Community Council Chicago, Illinois

The South Austin Coalition Community Council (SACCC) was created in 1977 by residents of the 300-block South Austin community on the west side of Chicago to respond to gaps in housing, community investment and public services. By the late 1980s, however, SACCC was forced to confront the rise in open drug trafficking and related crime and violence in the South Austin area. A group of residents and SACCC staff began to meet regularly to discuss the problem. In the beginning, according to Bennie Meeks, community resident and SACCC member, “the most important tool we had was networking — finding out about other resources and techniques for approaching this problem.”

In 1989, and as a result of their networking, SACCC applied for and was selected as one of eight organizations to participate in a three-year U.S. Department of Justice demonstration program, implemented by the National Crime Prevention Council. The Community Responses to Drug Abuse Program was designed to help communities develop partnerships through which long- and short-term prevention strategies could be developed and implemented. One important requirement was the participation of law enforcement agencies.

With three \$22,500 grants supporting one and one-half staff persons, SACCC built on its past work and organized area residents, business persons, local government representatives, and law enforcement officials into a task force. With additional support from the Department of Justice, the Congress of National Black Churches organized a coalition of area ministers which joined the task force.

The task force developed a two-tiered approach to meet short and long-term goals for freeing the community of illegal drug use and sales and preventing their return.

On the first tier, SACCC launched a public campaign to inform residents about the program. The task force worked with local police to ensure that a visible police presence was maintained in the neighborhood. They pressured the local telephone company to modify public telephones in trouble spots so that the phones accepted out-going calls only. The task force also developed the concept of "Narcotics Enforcement Areas," where all drug laws are strictly enforced within a certain area, followed by a community clean-up and provision of information on prevention and treatment.

On the second tier, a core group of task force members met regularly with law enforcement officials to discuss problems and actions. After some trial and error, the task force developed relationships with several key officials from the police department and the State Attorney's office. Over time, these relationships have become trusting partnerships, allowing for an open dialogue between community residents and the police and coordination of efforts.

SACCC is now beginning to identify long-term community initiatives aimed at providing alternative opportunities for youth and revitalizing the areas it has reclaimed through housing rehabilitation, new construction and other improvement projects.

For more information, contact Bob Vondrasek, Executive Director, 5112 West Washington Boulevard, Chicago, IL 60644. (312) 287-4570.

Wilmington Cluster Against Substance Abuse Community Partnerships Wilmington, Delaware

The Wilmington Cluster Against Substance Abuse (WCASA) provides a good example of how a coalition built on the base of a traditional community institution can benefit a specific neighborhood. The success of WCASA also illustrates how a larger coordinating group of neighborhood coalitions can further the positive work and widen the impact of the individual coalitions.

at Risk grant from the U.S. Cooperative Extension Service. The first grant was to be used to identify the needs of community youth living in high-risk environments. The grant was also used to cultivate the resources to meet those needs, including resources to prevent the use of alcohol and other drugs. WCASA received a second Youth at Risk grant in 1992 and was required to match each grant dollar for dollar with local funds. Each grant also supported a project director, project coordinator and project evaluation.



A WCASA Community Partnerships workshop focused on ways coalition members could help youth in high-risk environments build crucial life skills. From left to right are Linda Stillis, WCASA Neighborhood Coordinator for the West Side; Muhammad Salaam, Youth Coordinator for William Anderson Community Center; and workshop facilitator Jan Miller-Heyl from Colorado State Cooperative Extension.

WCASA is a group of seven community center coalitions representing nine low- to middle-income urban and suburban neighborhoods of various sizes in the City of Wilmington. These community centers have served their neighborhoods for many years and together were part of a network of centers. In 1991, the centers developed a proposal with University of Delaware's Cooperative Extension and won a Youth

The director of each community center plays a central role in the continuing success of WCASA. Initially, the directors met to establish ground rules and discuss expectations of the cluster. They then hired a coalition coordinator for each center to organize representatives of local government, businesses, schools, religious organizations, neighborhood and civic associations, youth and parents and potential community-

based funding sources into a community coalition. Each coalition developed a series of goals and meets regularly to plan activities aimed at developing alternatives for youth and increasing their involvement in the community. An overarching committee of the coalition coordinators and center directors also meets regularly to discuss and coordinate issues and activities.

“Edgemoor’s Neighborhood Coalition has joined people of different segments of the community together to address commonly shared concerns. For the first time, people are taking ownership for resolving community problems and genuinely working together to improve community interaction.”

WCASA has made an impact on the communities it serves on several levels. At the top and most visible, a wide range of activities are changing community attitudes about the ability to make a difference. The Edgemoor Community Center, for example, provided Human Diversity Training for neighborhood residents, focusing on valuing differences and cooperative networks. Sue Early, Director of the Edgemoor Center, states that “Edgemoor’s Neighborhood Coalition has joined people of different segments of the community together to address commonly shared concerns. For the first time, people are taking ownership for resolving community problems and genuinely working together to improve community interac-

tion.” The West Side Coalition sponsored inter-generational community beautification projects and held two non-alcoholic happy hours for adults and hosted by a youth group to encourage socializing among coalition members.

At another level, community center clients have benefitted from additional on-site services and residents have come to view their center in new, positive light. The clusters’ work also has resulted in increased “relationship building” among community centers. Finally, the process of developing the cluster and coordinating center activities has put in place a base and framework for these communities to work together on other important issues.

For more information, contact Patricia Tanner Nelson, Local Project Coordinator, University of Delaware Cooperative Extension, College of Human Resources/College of Agricultural Sciences, 125 Townsend Hall, Newark, DE 19717-1303; (302) 831-2509.

Marshall Heights Community Development Organization Washington, DC

Efforts by the Marshall Heights Community Development Organization (MHCDO) in Washington, DC to combat a growing illicit drug and violence problem have culminated in its “Fighting Back” program. This effort emphasizes early identification, prevention, and intervention; relapse prevention; and public awareness.

Since 1978, MHCDO has served the over 100,000 residents of the Benning/Marshall Heights area in Southeast Washington, DC. The organization develops affordable permanent and transitional housing, provides a full range of social services, and has revitalized the neighborhood’s commercial sector. By the late 1980s, the area’s

alcohol and other drug problem had escalated along with shootings and robberies. Residents had little access to treatment and social services. MHCDO helped community residents form a coalition to deal with these problems. The coalition created citizen patrols who walked the neighborhood nightly to monitor activities, wearing orange hats and shirts to increase their visibility.

In 1990, MHCDO received a grant from a local foundation to hire a community organizer. Over the next two years, the organization also received several planning and implementation grants from the Robert Wood Johnson Foundation. These funds were used to develop “Fighting Back,” a comprehensive community-based prevention and treatment program. A Citizens’ Task Force, a coalition of representatives from social service, religious, business, resident, and youth organizations, oversees implementation of the program. Activities such as Community Awareness Day, where residents are encouraged to become involved in MHCDO’s activities, along with Drug Summits and Policy Forums where residents discuss the issues, are also held.

As another part of Fighting Back, MHCDO is working in collaboration with the D.C. Community Prevention Partnership, George Mason University, and other local organizations to develop culturally-based prevention strategies for area youth. And with support from the Robert Wood Johnson Foundation and the D.C. Department of Human Services, MHCDO is opening a “Fighting Back” Community Resource Center which is accessible to 23 neighborhoods.

For more information, contact Lloyd Smith, Director, MHCDO, 3917 Minnesota Avenue, N.E., Washington, DC 20019; (202) 396-1200.

Implementing Comprehensive Community Initiatives

As community-based organizations mobilize residents and develop partnerships and coalitions to share resources and coordinate activities, they can begin to turn their attention to the needs of the community that must be met in order to counter the factors that contribute to the growth of the alcohol and other drug problem. The process involved in mobilizing residents and developing coalitions is the same organizing process needed to implement a comprehensive community initiative.

As the following case studies illustrate, a comprehensive community development approach to prevention is one that impacts every element of the community. This includes providing alcohol and other drug use prevention, intervention and treatment services along with decent and affordable housing, clean and safe streets and parks, opportunities and jobs for youth, and accessible social services. [Note: In the section after this one, we look at prevention programs for youth in more detail.]

Operation P.O.P. Miami, Florida

Operation P.O.P. (Push Out the Pusher), a collaborative effort of the Urban League of Greater Miami and the Miami Coalition for a Drug-Free Community, has succeeded in reclaiming Liberty City, a 20-block, primarily African American neighborhood in Miami. In 1980, Liberty City was at the center of one of the nation's worst race riots. Looting and fires damaged a number of residences and businesses. The residents of Liberty City were of-



Youthworks (p. 10) gives youth the opportunity to develop construction skills for future employment while they complete high school. Participants also learn life management skills and prepare personal development plans.

ferred few commercial or social services.

The Urban League of Greater Miami has been active in Miami for almost 50 years. In the mid-1980s, the Urban League chose to expand its mission to include working for the eradication of illegal drug use and sales and for the improvement of life in Liberty City. In the late 1980s, the Miami Coalition for a Drug-Free Community made the success of the Urban League's efforts one of its primary goals. The Miami Coalition was created in 1988 by a group of community business and academic leaders who were concerned about the city's growing illicit drug problem. Over time, the broad-based coalition, including representatives of law enforcement, private industry, academic institutions, the public sector, and the religious community, was formed with a goal to strengthen Miami's efforts in prevention, intervention and treatment.

After a kick-off "Hands Around Liberty City" event, where residents joined hands around a two-block area of the neighborhood, Operation P.O.P. went into full swing. A heavy police presence was concentrated in the neighborhood, along with stepped up code enforcement to identify abandoned houses and cars, absentee landlords, and illegal businesses. The Liberty City Renaissance Committee, a task force of community representatives, worked to coordinate these efforts.

The success of these initial efforts was followed up by housing rehabilitation activities, renovation of African Square Recreational Park in the heart of the neighborhood, and implementation of structured activities for youth at the park and in area schools. The Urban League also operates the "Drug Mobile," a van that moves about the neighborhood and uses displays, videos, and dramatic presentations about preventing illegal drug use.

The Urban League has annually dedicated funds from a variety of sources to Operation P.O.P. It also relies heavily on the assistance and technical resources provided by the Miami Coalition for a Drug-Free Community. For example, members of the coalition from local universities have helped to conduct community surveys and influential coalition members help to ensure media coverage of important events. The Coalition also provides a structure for the Urban League to network and coordinate its efforts with other prevention efforts in the city.

For more information, contact T. Willard Fair, President and CEO, Urban League of Greater Miami, 8500 Northwest 25th St., Miami, FL 33147; (305) 696-4450; or Marilyn Culp, Executive Director, Miami Coalition for a Drug-Free Community; (305) 375-8032.

Chicanos por la Causa, Inc. Phoenix, Arizona

Chicanos por la Causa (CPLC) is a multi-faceted community development corporation headquartered in Phoenix. CPLC serves over 20 urban and rural, primarily Chicano, communities throughout the state. It provides a range of social services, develops affordable housing and sponsors commercial and industrial improvement projects. Over time, CPLC has come to view alcohol and other illegal drug use as products of an array of other larger problems its clients face, including poverty, unemployment, and family problems. With this perspective, CPLC has made a concerted effort to make the prevention of alcohol and other drug problems an integral part of all of its activities.

Via de Amistad (Pathway to Friendship), for example, was developed in 1980 to teach young mothers proper nutrition and the

impact of alcohol and other drug use on their babies. Participants are also assisted in completing high school and finding employment.

Through Cultural Pride Linking Communities, CPLC works with other community agencies to generate awareness of the issue. For example, CPLC trains teachers and police officers to detect and mediate conflict and to understand the cultural context in which Hispanic youth and gangs live. In addition, CPLC has developed, and is implementing in a number of schools, a prevention curriculum which is sensitive to the cultural context of Hispanic students. The curriculum provides for cultural education, mentoring, tutoring, and the involvement of senior citizens.

CPLC also provides a juvenile counseling program for youth living in high-risk environments, a center for family support, and a career development and training center for youth and older workers. Services that connect residents to the resources they need include translation assistance, referral to community agencies, and assistance in completing forms and applications.

CPLC dedicates approximately one-sixth of its annual budget to prevention and treatment. Funds come from a variety of private, local, state, and federal sources.

For more information, contact Pete Garcia, Executive Director, Chicanos por la Causa, 1112 East Buckeye Road, Phoenix, AZ 85034; (602) 257-0700.

Creating Alternative Opportunities for Youth

Strategies aimed at reaching youth are an extremely important part of any comprehensive prevention effort. According to

CSAP, an individual is most vulnerable to start using alcohol, tobacco, and other drugs between the ages of 12 and 20; the peak age for initial use is 15. In addition, the younger persons are when they first use alcohol and other drugs, the more likely they are to have alcohol and other drug problems.⁵

Most communities are aware of the education and "Just Say No"-type of campaigns designed to help youth deal with the very real problem of peer pressure. CSAP and others working in the field have found, however, that education alone will not equip youth with the skills they need to resist the onset of alcohol, tobacco and other drug use. Rather, these efforts must be combined with strategies that provide youth with a range of alternative activities and opportunities with which they can build life skills and learn how to make decisions.⁶

Assessments of prevention projects for youth in high-risk environments suggests that youth are subject to a number of individual-based, family-based, school-based, peer group-based and community-based risk factors. *Signs of Effectiveness: The High-Risk Youth Demonstration Grants* shows that approaches that are successful in countering these risk factors are made from each environment. These approaches include providing positive role models to youth, increasing self-esteem, equipping youth with tools to make decisions and deal with problems, enhancing knowledge and understanding of traditional culture, and involving youth in their community.⁷

The following case studies show how three community-based organizations counter the risk factors confronting their community's youth through activities that provide employment training,

academic assistance, education in life skills, and enhancement of cultural knowledge.

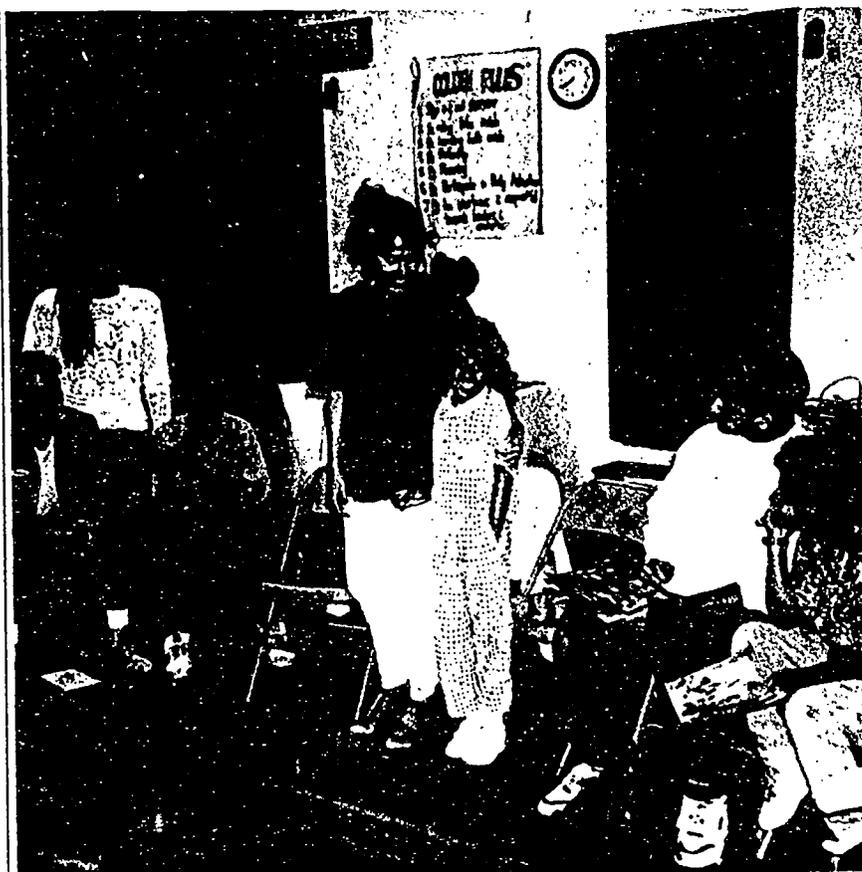
Berkeley Youth Alternatives Berkeley, California

There are few recreational and employment opportunities for many of the mostly African American and Latino youth served by Berkeley Youth Alternatives. These youth are at risk of school failure, alcohol and other drug use, and involvement in criminal activity.

Originally established 25 years ago as a runaway shelter for youth, Berkeley Youth Alternatives (BYA) has grown to provide these youth with an alternative vision of the future. It does this through a number of programs that help youth to deal with life stress, improve academic performance, increase self-esteem and prepare for employment. All programs work under the model of positive reinforcement; that is, finding the good in each child and helping them to feel good about themselves. Over time, BYA has found that participants in their programs stay in school and maintain or improve their academic performance.

Under a contract with the City of Berkeley, the Youth Employment Program gives up to 10 youth aged 16-18 the opportunity to maintain two public parks and earn \$5 an hour for a period of six months. Participants learn landscaping skills, park maintenance and upkeep, and plant identification, as well as interview and employability skills. Participants must stay in school throughout the program.

Up to 85 children participate in the Afterschool/Summer Recreation Program. They receive individual tutoring and participate in a variety of activities including



A participant in Berkeley Youth Alternatives' Mentoring Program introduces her Big Sister.

arts and crafts, karate, and dance. Nikki Williams, BYA Executive Director, describes these as the "old, traditional, silly things" that children most enjoy. Staff monitor the academic performance of all the children and reward them with special field trips (for example, to ball games and amusement parks) and by making a "fuss" about their achievements.

Some participants in the Afterschool/Summer Program are also part of an all-girls teen club and an all-boys teen club that meet regularly to discuss important issues and to participate in a variety of activities aimed at increasing self-esteem.

BYA's Mentoring Program pairs children and youth from ages 7 to 16 with a volunteer mentor. Many mentors are college stu-

dents. They help children with their school work, talk regularly with their parents, and take the youth to college classes. To participate, both the child and mentor must complete an application. Berkeley Youth conducts background checks and gets references for all mentor applicants. In 1991, the organization was honored with a J.C. Penney Golden Rule Award for this program.

These activities are supported with a variety of funds, including those from the city, local foundations, the federal Neighborhood Development Demonstration Program, and fundraising events.

For more information, contact Nikki Williams, Director, Berkeley Youth Alternatives, 2141 Bonar Street, Berkeley, CA 94702; (510) 845-9010.

Youthworks Salt Lake City, Utah

In the early 1980s, residents of the Poplar Grove neighborhood decided to address the problems of crime, unemployment, and alcohol and other drug use among community youth. They worked with Salt Lake City Neighborhood Housing Services (NHS), a non-profit organization that rehabilitates and constructs affordable housing, to develop a program for ethnically diverse 14-18 year olds from low-income families. Drawing on its own capabilities and expertise, the Salt Lake City NHS started Youthworks, a construction training program.

Youthworks combines three program components — Employment/Employability, Education, and Self-Concept — to prepare youth for future employment, to help them to complete school, and to improve self-esteem. Most participants are African American, Hispanic, and South Asian males who have had a history of experimenting with alcohol and other drugs, gang involvement, school truancy, and/or arrests. Fifteen youth participate in each four month session; some are chosen to serve as peer leaders for an additional two months. The youth work 20 hours per week during the school year and 40 hours per week during the summer.

In addition to gaining on-the-job construction skills, the youth develop skills in interviewing, resume writing, and job searching. All participants must stay in and attend school daily. They also attend life management classes in financial planning, sexual responsibility, and alcohol and other drug awareness. Finally, counselors help participants prepare a personal development plan that includes the identification of strengths, managing stress, avoid-

ing gang involvement, and exercising personal awareness.

Both the community and participating youth have benefited greatly from the Youthworks program. Since 1982, over 300 youth have completed the Salt Lake City program, constructing fifteen new homes and rehabilitating 25. Program assessments show that participants reduced their use of alcohol and other drugs and that 90 percent finished high school while at least 20 percent went on to college. The community has experienced improved homes, an elimination of gang graffiti, and reduced violence and fear.

“Youthworks combines three program components — Employment/Employability, Education, and Self-Concept — to prepare youth for future employment, to help them to complete school, and to improve self-esteem.”

Youthworks is supported by Salt Lake County and by the United Way and other local organizations. The Salt Lake City NHS receives technical support from the Neighborhood Reinvestment Corporation (NRC), a Congressionally-chartered quasi-public non-profit organization. NRC has developed a manual for developing the Youthworks program and is now working to implement programs in fourteen other communities around the country.

For more information, contact Maria Garcia, Director, Salt Lake City NHS, 1268 West 500 North, Salt Lake City, UT 84116; (801) 539-1590 or Carol Hauser, Neighborhood Strategies Officer, Neigh-

borhood Reinvestment Corporation, 2368 Victory Parkway, Suite 401, Cincinnati, OH 45206-2800; (513) 684-6912.

Cheyenne Cultural Center, Inc. Clinton, Oklahoma

According to CSAP, four of the 10 leading causes of death of American Indians are alcohol-related.⁸ As is true for many Native American communities, alcohol abuse is a serious problem to the Cheyenne residents of Clinton and several other small towns in rural, west central Oklahoma. Residents here live in continually difficult economic times; many turn to alcohol as a way to deal with poverty, prejudice, and the difficulty of living in and moving between two cultures. Many Cheyenne youth are children of alcoholics. With few youth activities or family services, these youth are also at great risk of using and abusing alcohol.

Cheyenne Cultural Center, Inc., a non-profit community organization, recognized this risk and its relationship to the loss of Cheyenne culture. It has developed programs with support from private foundations as well as state and federal agencies that reach children and youth. These programs are designed not only to educate youth about alcohol and other drugs but also to help Cheyenne youth better understand and appreciate Cheyenne history and culture. Youth can use this knowledge to strengthen their commitment to remain free of alcohol and other drugs.

CCC supplements standard prevention education curricula with components on Cheyenne history, culture, and language. With a grant from CSAP's Division of Communication Programs, CCC is developing videos and posters that link Cheyenne history and culture with prevention messages.



The Circle Keepers visit Bear Butte, the sacred mountain of the Cheyenne. The visit was a part of the Cheyenne Cultural Center's "mobile day camp" tracing the migration route of the Cheyenne.

CCC also developed and supports the Circle Keepers, a group of 40 children and youth dedicated to learning Cheyenne culture and remaining free of alcohol and other drugs.

The Circle Keepers is based on the powerful Cheyenne concepts of the Circle and the Keeper (a person who keeps knowledge and tradition). All members must meet four requirements: 1) each member must take a pledge to be alcohol- and other drug-free and to preserve the Cheyenne way of life; 2) each member must undergo a traditional "sweat", a ceremony for the purification of the mind, body and spirit; 3) each member must learn and recite a Cheyenne prayer in the Cheyenne language; and 4) each member must remain free of alcohol and other drugs.

The Circle Keepers provides a positive environment in which community youth can meet, learn about their culture, and talk about important issues. They are

also able to feel comfortable in seeking help and support with family and alcohol-related problems. An important component of the program is the involvement of the youth in decision making; in fact, community youth developed the logo for the group and the pledge.

The Circle Keepers also developed a "mini-drama" about preventing alcohol and other drug use and won a contest to become the state of Oklahoma's teen theater group. In the summer of 1992, the Circle Keepers participated in a Mobile Day Camp that traced the migration route of the Cheyenne from Minnesota to Oklahoma. "It was a great trip," reported CCC Director Lawrence Hart, "the children really learned much about who they are."

For more information, contact Lawrence Hart, Director, Cheyenne Cultural Center, Inc., Route 4, Box 230, Clinton, OK 73601; (405) 323-6224.

Footnotes

¹ 1991 Household Survey on Drug Abuse — Population Estimates. National Institute on Drug Abuse, Department of Health and Human Services. 1991.

² Getting It Together: Promoting Drug-Free Communities. Page 3. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

³ The Future by Design: A Community Framework for Preventing Alcohol and Other Drug Problems through a Systems Approach. Page 5. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

⁴ Getting It Together: Promoting Drug-Free Communities. Page 33. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

⁵ Stopping Alcohol and Other Drug Use Before It Starts: The Future of Prevention. Page 3. Office for Substance Abuse Prevention, Department of Health and Human Services. 1989.

⁶ Getting It Together: Promoting Drug-Free Communities. Page 16. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

⁷ Signs of Effectiveness: The High Risk Youth Demonstration Grants. Pages 14-18. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

⁸ Prevention Resource Guide: American Indians and Native Alaskans. Page 2. Office for Substance Abuse Prevention, Department of Health and Human Services. 1991.

Resources

Technical Assistance Providers

CSAP Communications Team
7200 Wisconsin Avenue, Suite 500
Bethesda, MD 20814
(301) 951-3277

A service of the Center for Substance Abuse Prevention, the CSAP Communications Team provides technical assistance to groups and individuals who are developing and disseminating messages and materials aimed at preventing alcohol and other drug problems. Contact Rebecca Razavi, Technical Assistance Coordinator.

CSAP's Technical Assistance Services to Communities
Managed by Westover Consultants, Inc. (WCI)
820 First Street, NE, Suite 510
Washington, DC 20002
1-800-388-5556

The "Technical Assistance Services to Communities" program provides technical assistance to community-based organizations working to develop prevention projects. Special attention is given to projects that target youth, parents, and multi-cultural groups. These services are free, but organizations must complete a detailed application and be accepted for assistance. Contact Will Kniseley at WCI for more information.

Institute on Black Chemical Abuse (IBCA)
2616 Nicollet Avenue South
Minneapolis, MN 55408
(612) 871-7878

Provides a holistic approach to alcohol and other drug abuse treatment and prevention among African Americans. IBCA operates a technical assistance center providing services in intervention and assessment, treatment, co-dependency, and maternal and

early child intervention. IBCA also produces a monthly newsletter and other publications.

National Asian Pacific American Families Against Substance Abuse (NAPAFASA)
420 East Third Street, Suite 909
Los Angeles, CA 90013
(213) 617-8277

Dedicated to promoting culturally-competent prevention and treatment for Asian Pacific Islanders. NAPAFASA offers technical assistance to promote understanding of Asian and Pacific cultures and their relationships to alcohol and other drug abuse and publishes informational materials on funding and successful programs.

National Association of Native American Children of Alcoholics (NANACOA)
P.O. Box 18736
Seattle, WA 98118
(216) 322-5601

A network of Native American children of alcoholics, NANACOA develops information on alcohol abuse, holds an annual national conference, and informs local and national policy makers about the needs of children of alcoholics. NANACOA also produces a quarterly newsletter and other publications.

National Coalition of Hispanic Health and Human Services Organizations (COSSMHO)
1030 15th Street, NW, Suite 1053
Washington, DC 20005
(202) 371-2100

Provides technical assistance to community groups working to improve the health and well-being of the nation's Hispanic population. COSSMHO's activities include research, health promotion, disease prevention and training in issues including alcohol and other drug abuse prevention, juvenile delinquency and AIDS.

National Crime Prevention Council (NCPC)
1700 K Street, NW, 2nd Floor
Washington, DC 20006
(202) 466-6272

A coalition of 130 crime prevention agencies that provides information and assistance on crime prevention. NCPC's Information Services and Computerized Information Center provides ideas, examples, learnings, and data on a variety of crime prevention subjects, including 3,700 programs and 450 resource referrals. NCPC offers a wide selection of publications, many of which are free.

Rural Information Center
U.S. Department of Agriculture
National Agricultural Library
10301 Baltimore Boulevard
Beltsville, MD 20705-2351
1-800-633-7701

An information and referral service that provides information on publications and funding sources, including materials on the prevention of alcohol and other drug problems in rural communities.

Selected Publications

The following publications are available free from the Center for Substance Abuse Prevention's clearinghouse at 1-800-729-6686.

Citizen's Alcohol and Other Drug Prevention Directory: Resources for Getting Involved (1990; 261 pages) lists federal and state agencies, organizations, and clearinghouses which support prevention efforts. Also includes a helpful glossary of terms, words and acronyms commonly used in the prevention field.

Getting it Together: Promoting Drug-Free Communities — A Resource Guide for Developing Effective Youth Coalitions (1991; 71 pages) provides an excellent overview to prevention approaches and coalitions, along with discus-

sions on needs assessments, program planning, fundraising, and evaluation.

Prevention Plus II: Tools for Creating and Sustaining Drug-Free Communities (1989; 540 pages) provides a comprehensive overview of the factors that contribute to alcohol and other drug abuse and provides examples of strategies to combat these factors. Also reviews nine steps to planning and implementing a prevention program and provides worksheets, planning charts and other aids.

Prevention Plus III: Assessing Alcohol and Other Drug Prevention Programs at the School and Community Level (1991; 461 pages) provides a step by step assessment approach to help organizations evaluate and improve their prevention programs. Includes a number of useful examples and worksheets to assess the outcome of a program as well as the planning and implementation process of a program, and instruments to assess the attitudes of program participants and other actors.

Prevention Resource Guide: Rural Communities (1991; 17 pages) provides facts and figures on alcohol, tobacco, and other drug problems in rural communities. Also describes a number of useful prevention materials for rural communities, along with relevant studies, articles, and reports.

The Future by Design: A Community Framework for Preventing Alcohol and Other Drug Problems Through a Systems Approach (1991; 220 pages) provides an outline of the community prevention system framework. Also provides a number of useful, one-page activity summaries.

Information Clearinghouses

Free information, resources, and assistance on alcohol, tobacco, and other drug use prevention programs, funding, and other resources are available from a number of information clearinghouses:

The Center for Substance Abuse Prevention's clearinghouse offers a wealth of free information — including hundreds of publications, research reports, posters and videos. Free inquiry searches are also available. Call 1-800-729-6686 for a specific request or to get the latest catalog.

The Drug Information and Strategy Clearinghouse, part of the U.S. Department of Housing and Urban Development's (HUD) Resident Initiative Clearinghouse, provides public housing officials, residents, and community leaders with information and assistance on prevention and drug trafficking control. Resources include up-to-date grant information, case studies of successful projects, HUD regulations, referrals, and a newsletter. The Clearinghouse also helps public and Indian housing groups applying for HUD-funded drug elimination grant programs. 1-800-955-2232

The Juvenile Justice Clearinghouse, at 1-800-638-8736, and the **Drugs and Crime Data Center and Clearinghouse** at 1-800-666-3332, are both operated by the U.S. Department of Justice and provide bibliographies, special resource packages, issues papers, funding information, and publications on a variety of juvenile justice and crime issues, including prevention, gang activity, and alternatives to institutionalization.

Publications Available from Other Sources

Youth Intervention: A Manual for Developing a Neighborhood-based Program (1992; 147 pages) provides the framework for developing a "Youthworks" program. Sections on Predevelopment, Development and Implementation describe the steps needed to assess the need for the program, assess organizational capacity, and implement program components. Includes a number of sample documents. Available for \$10 from the Neighborhood Reinvestment Corporation, 2368 Victory Parkway, Suite 401, Cincinnati, OH 45206-2800; (513) 684-6912.

Creating a Climate of Hope: Ten Neighborhoods Tackle the Drug Crisis (1992; 73 pages) is a report on the results and findings of the Community Responses to Drug Abuse project conducted by the National Crime Prevention Council (NCPC). Provides useful examples and ideas for working in partnership with residents, law enforcement, religious institutions, schools, businesses, parents, youth and volunteers. Available for \$10 from NCPC, 1700 K Street, NW, Washington, DC 20006; (202) 466-6272.

Funding Opportunities

There are a number of federal, state, and private funding opportunities for community-based organizations implementing alcohol and other drug abuse prevention efforts:

Federal Funds

The Center for Substance Abuse Prevention (CSAP) has grant funds available under two demonstration programs: **Prevention Demonstration Grants Targeting Youth at High Risk** and **Conference Support Grants**. Continual deadlines for application

tinual deadlines for application are September 20, January 20, and May 20. For further information and an application package, call CSAP's clearinghouse at 1-800-729-6686.

ACTION, the federal domestic volunteer agency, annually funds **Drug Alliance Grants** for illicit drug use prevention programs that focus on youth from low-income communities who are at risk for alcohol and other drug use. Grants usually require a volunteer component and a non-federal match. Call the Drug Alliance Office at (202) 606-4857 for updated funding information.

The **U.S. Department of Housing and Urban Development**, through its **Office of Drug Free Neighborhoods**, provides funds for prevention activities in public and Indian housing under several grant programs, including the Youth Sports Program and the Public and Indian Housing Drug Elimination Program. Funds are also available to public housing authorities and resident councils and management corporations for **short-term technical assistance grants** of \$10,000. For further information and application kits, call HUD's Drug Information and Strategy Clearinghouse at 1-800-955-2232.

State Funds

Your state may have additional funding opportunities. To identify the appropriate person or office to contact, consult *State Drug Resources: 1992 Directory*, a comprehensive list of State agencies addressing alcohol and other drug concerns. Call the Drugs and Crime Data Center Clearinghouse at 1-800-666-3332 for a free copy.

Private Foundations

A number of foundations support alcohol and other drug abuse prevention and related activities at the national and regional level.

National

The **W.K. Kellogg Foundation** concentrates on program areas that include community-based health services and youth. The Kellogg Foundation also funds and operates seven technical assistance centers for the U.S. Cooperative Extension's Youth at Risk grantees. Contact the Executive Assistant for Programming at (616) 968-1611.

One of the four program areas emphasized by the **Robert Wood Johnson Foundation** is promoting health and preventing disease by reducing harm caused by alcohol and other drug abuse. The Foundation has awarded a total of \$18 million under the "Fighting Back" program. Contact Edward H. Robbins, Proposal Manager, at (609) 452-8701.

The **Ruth Mott Fund** supports efforts to promote sensible health practices, sound nutrition, and reduction of stress, including substance abuse prevention activities. Call the Fund at (313) 232-3180.

North/Mid-Atlantic

The **Turrell Fund** concentrates its funding of educational, vocational, and recreational activities for youth in New Jersey and Vermont. Contact Fund staff at (201) 325-5108.

The **Foundation for the National Capital Region** maintains the Washington Fund for the Prevention of Substance Abuse, supporting prevention activities in the Washington, DC metropolitan area. Call Silvana Straw, Program Officer, at (202) 338-8993.

The **Skillman Foundation** focuses on children, youth, and families and funds a range of activities including prevention, juvenile justice, and youth development in the metropolitan Detroit area. Call the Program Office at (313) 961-8850.

South

The **Metropolitan Atlanta Community Foundation, Inc.** funds a variety of activities, including prevention and health services, in the 19-county metropolitan Atlanta area. Contact Winsome Hawkins, Program Officer, at (404) 688-5525.

The **Winston-Salem Foundation** responds to community needs in North Carolina, funding projects in areas that include Recreation, Health and Medical Care, and Services for Youth. Contact Donna Rader, Assistant Director, at (919) 725-2382.

Midwest

The **Minnesota Initiatives Fund** of the McKnight Foundation supports health projects in Minnesota. Call Thomas Berg, Senior Program Officer, at (612) 333-4220. The **Bush Foundation** supports substance abuse prevention, gang prevention, and other youth activities in Minnesota, North Dakota, and South Dakota. Contact John Archabal, Program Associate, at (612) 227-0891.

The **Woods Charitable Fund** supports a range of community activities, including community organizing and health services, in Chicago, Illinois, and Lincoln, Nebraska. Call Daryl D. Woods, Program Director, at (312) 782-2698.

West

The **Colorado Trust** funds a range of health policy, education, and promotion activities for

youth, families, the elderly, and Native Americans in Colorado. Call Judith Anderson, Grants Administrator, at (303) 837-1200.

The **Pacific Telesis Foundation** is flexible in its funding of education and community and civic activities in California and Nevada. Contact the Foundation at (415) 394-3693.

Lessons and Recommendations

"When citizens make up their mind that things are going to happen, they happen. When you do things in a collective, you can take on the worst of situations."

T. Willard Fair, Urban League of Greater Miami

The projects highlighted in this *Alert* illustrate the range of effective alcohol and other drug abuse prevention strategies created by community groups across the country. These examples can provide community-based organizations with the ideas, inspiration and hope needed to mount their own alcohol and other drug abuse prevention effort. While these strategies and the communities may vary, there are some common threads woven between each and some common lessons learned that point to the essentials in creating and sustaining a successful prevention effort:

- Successful prevention efforts are community-based and the result of good community organizing. Through the organizing process, community members become empowered to take ownership of community problems and their solutions. Representatives from all segments of the community must be involved in this process, including youth.
- Successful prevention efforts are the result of planning for

the long-term and a sustained commitment on the part of the community. Short-term actions, like marches and clean-ups, may be a good way to give residents a chance to get involved and make a visible difference. However, these efforts must be sustained through setting long-term goals and developing long-term solutions. Communities must work to improve physical, economic and social conditions so that crime and drugs are prevented from returning to the community.

- Successful prevention efforts are the result of networking and information and resources sharing. Through partnerships and coalitions, trusting relationships with a range of community members are developed and a range of community representatives can play a part in the development of long-term goals and strategies.
- Successful prevention efforts tap into the variety of resources available — including model programs and leaders, technical assistance providers, funders, and publications — and adapt their learnings to their own circumstances.

Advisory Panel Members

Members of the Advisory Panel on the Community Development Strategies to Prevent Alcohol and Other Drug Abuse project represent organizations that provide assistance to community-based organizations and community-based organizations themselves. Volunteer members met early in the project to discuss overall direction and focus and provided sound guidance and advice throughout the remainder of the project. The Exchange expresses its appreciation to each advisory panel member.

Robert Brown
Congress of National Black Churches

Debra Burgess
Center for Substance Abuse Prevention

Marla Burton
National Association of Neighborhoods

Robert Coates
National Crime Prevention Council

Ellen Evans
United Way of America

Carol Hauser
Neighborhood Reinvestment Corporation

Glenda Koby
U.S. Office of Rural Health Policy

Doris Watkins
Marshall Heights Community Development Organization

National Association of Neighborhoods Reviewers

The Exchange also received volunteer assistance from 8 members of the National Association of Neighborhoods (NAN) who represent local neighborhood and community organizations. These individuals reviewed a draft version of the *Alert* and provided comments and suggestions for improvement. A special thanks to all of our NAN reviewers:

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Colfax Culture Center, South Bend, IN

Dorothy Graham-Wheeler
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Sign Me Up!

- Enclosed is our check for \$65, to sign up to the Community Information Exchange. This is the normal rate for technical assistance providers, university-based, foundations, government, national, quasi-public, intermediary, and for-profit organizations.
- Enclosed is our check for \$50, to sign up to the Community Information Exchange at the reduced rate. Our organization is not one of the types listed above, and is a community-based organization serving a single neighborhood.
- An additional \$25 is enclosed for computer access: password, Users Guide, on-line training, and 30 minutes free access time.

Please return completed form with payment to:

Community Information Exchange
1029 Vermont Ave., N.W.
Suite 710
Washington, DC 20005
(202) 628-2981

name and title _____

name of organization _____

address _____

city, state zip _____

telephone _____

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