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# National Institute of Justice

Research in Brief

Michael J. Russell, Acting Director

December 1993

## Street Gang Crime in Chicago

by Carolyn Rebecca Block and Richard Block

Street gang activity—legal and illegal, violent and nonviolent, lethal and non-lethal—occurs disproportionately among neighborhoods and population groups. Types of incidents tend to cluster and increase in bursts in specific neighborhoods and among specific gangs.

Neighborhoods often differ sharply in the predominant type of street gang-motivated incidents they experience. For example, one city neighborhood may be unaffected by street gang activity, while another close by may be a marketplace for a street gang's drug operation, and yet a third may be plagued by frequent and lethal turf battles.

In addition, the chief criminal activities of one street gang often differ from those of another. For example, one outbreak of lethal street gang violence may be characterized by escalating retribution and

revenge, while another may be associated with expansion of a drug business into new territory. Consequently, street gangs and the crimes in which they engage cannot be viewed as monolithic in nature.

This Research in Brief describes these and other patterns of street gang-related violence in a major U.S. city—Chicago. All available information, including Chicago police records of illegal street gang-motivated activity—from vandalism to drug offenses to violent offenses (both lethal and nonlethal)—was examined across time, neighborhood, and street gang affiliation. Individual, gang-level, and neighborhood-level characteristics were also analyzed to determine the relationships among these three factors. The results of the analysis give one of the most complete pictures of street gang crime available today.

### Study methodology

Researchers examined Chicago gang homicide data over a 26-year period, from 1965 through 1990, and detailed information on other gang-related crime from 1987 to 1990. Two methods of analysis were used to determine the extent to which neighborhoods differed in the type and concentration of street gang activity and to examine the neighborhood characteristics that were associated with high levels of lethal and nonlethal street gang activity.<sup>1</sup> The information analyzed was primarily from Chicago Police Department (CPD) records, which were organized into three sets of data on Chicago homicides, street gang-motivated offenses, and street gang territories. Neighborhood characteristics and population data for rate calculation were obtained from the U.S. Bureau of the

### Issues and Findings

**Discussed in the Brief:** A study supported by the National Institute of Justice of street gang-motivated violence in one major U.S. city—Chicago. Analysis of police homicide records over 26 years and gang-motivated incident records over 3 years revealed the street gang affiliation of every offender and the location of each offense, which gives a detailed picture of gang activity and the relationships of individual, gang, and neighborhood characteristics.

**Key issues:** Gangs—and gang-related violence and drug trafficking—are growing problems across the country. Street gangs and the crimes in which they engage cannot be viewed as monolithic. One neighborhood may be unaffected, while nearby, another is the marketplace for a gang's drug operation or the center of lethal turf battles. Bursts of gang-related violence appear among specific gangs and suddenly stop.

**Key findings:** For a 3-year period, 1987-1990, the study results included the following:

- ◆ Gang-related, high-crime neighborhoods can be classified into three types: turf hot spots, where gangs fight over territory control; drug hot spots, where gang-motivated drug offenses concentrate; and turf and drug hot spots, where gang-motivated crimes relate to both.
- ◆ Gang involvement in violence and homicide is more often turf-related than drug-related. Only 8 of 288 gang-motivated homicides were related to drugs.
- ◆ The city's four largest street gangs were identified with most of the street gang crime. Representing 51 percent of all street gang members, they accounted for 69 percent of recorded criminal incidents.

◆ The rate of street gang-motivated crime in the 2 most dangerous areas was 76 times that of the 2 safest.

◆ A gun was the lethal weapon used in almost all gang-motivated homicides. Use of high-caliber, automatic, or semiautomatic weapons dramatically increased.

◆ These and other findings of the research have policy implications for formulating intervention strategies:

- ◆ Programs to reduce nonlethal street gang violence must be targeted to the specific street gang problems in each neighborhood.
  - ◆ Effective intervention strategies must be built on continuously updated information.
- Target Audience:** Law enforcement officials, community leaders, policymakers, and researchers.

Census. This information was gathered by tract and aggregated into the 77 Chicago community areas (exhibit 1).<sup>2</sup>

Researchers geocoded the address of each homicide and street gang-motivated incident. Boundaries of the community areas were mapped, geocoded offenses were aggregated by community area, and offenses were analyzed in relation to population and other community characteristics. Finally, the densest concentrations (hot spot areas) of individual addresses of street

gang-related incidents were identified regardless of arbitrary boundaries and related to gang turfs, gang activity, and community characteristics.

**Data on homicides.** One of the largest and most detailed data sets on violence ever collected in the United States, the Chicago homicide data set contains information on every homicide in police records from 1965 to 1990.<sup>3</sup> More than 200 variables were collected for the 19,323 homicides in this data set. The crime analysis unit of the Chicago Police Department has maintained

a summary—Murder Analysis Report (MAR)—of each homicide over the 26-year period. On the basis of these reports, 1,311 homicides were classified as street gang-motivated.

**Data on street gang-motivated offenses.** This data set included information on 17,085 criminal offenses that occurred from 1987 to 1990 that were classified by the police as street gang-related. These offenses were categorized as follows:

- 288 homicides.
- 8,828 nonlethal violent offenses (aggravated and simple assault and battery).
- 5,888 drug offenses (violations related to possession or sale of hard or soft drugs).
- 2,081 other offenses (includes more than 100 specific crimes ranging from liquor law violations to intimidation, mob action, vandalism, robbery, and weapons law violations).<sup>4</sup>

**Data on street gang territory boundaries.** This data set included the location of street gang territory boundaries in early 1991. These boundaries were based on maps drawn by street gang officers in Chicago's 26 districts, who identified the territories of 45 street gangs—both major and minor—and noted areas that were in dispute between one or more street gangs.<sup>5</sup>

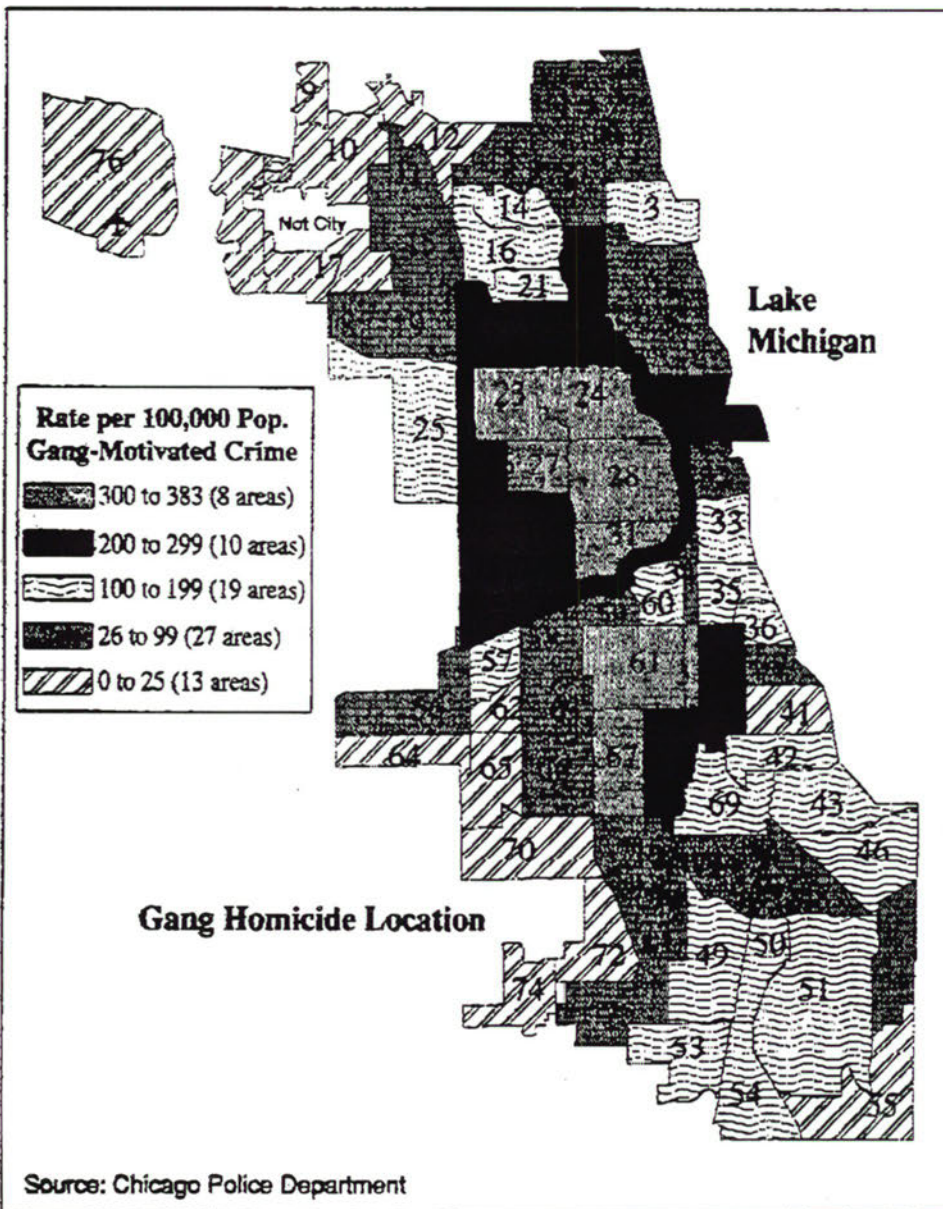
**Defining gang affiliation.** These three data sets included several possible aspects of street gang affiliation for each incident—for example, the street gang affiliation of the offender or offenders, the affiliation of the victim or victims (if any), and the location of the incident within the boundaries of a gang's turf. In this study researchers classified street gang-motivated criminal incidents according to the affiliation of the offender(s).

### Street gangs in the city

More than 40 major street gangs are active in the city of Chicago.<sup>6</sup> Researchers in this study concentrated on the four largest and most criminally active street gangs, each of which was responsible for at least 1,000 police-recorded criminal incidents from 1987 to 1990:

- *Black Gangster Disciples Nation (BGDN).* Descended from the Woodlawn Disciples, BGDN is strongest on

**Exhibit 1. Nonlethal and Lethal Street Gang-Motivated Crime, by Areas 1987-1990**





Only 8 of the 288 street gang-motivated homicides between 1987 and 1990 were drug related.<sup>12</sup> Five of these, all of which occurred in 1989 or 1990, were related to the business of drugs. As researchers in Los Angeles also found, the connection between street gangs, drugs, and homicide was weak and could not explain the rapid increase in homicide in the late 1980's.<sup>13</sup>

Competition, violence, and other confrontations over turf. Most of the non-

lethal, nondrug offenses attributed to street gangs were violent confrontations (assault and battery) or damage to property (graffiti); see exhibit 3. Other Index crimes such as robbery and burglary were relatively rare, and only six sexual assaults were determined to be street gang-motivated from 1987 to 1990.<sup>14</sup>

Violent incidents involving the Vice Lords or BGDN were evenly divided between simple battery and assault (no weapon) and

aggravated battery and assault. Offenses attributed to the Latin Disciples, Latin Kings, or smaller street gangs (which were also mostly Latino) were more likely to be aggravated than simple assault or battery.

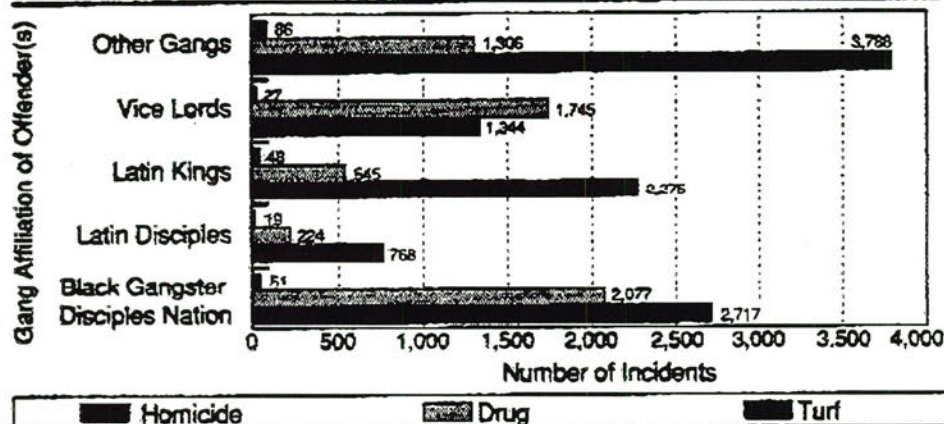
The Vice Lords' West Side turf (see exhibit 4) was remarkably free of graffiti. The gang was so much in command that they did not need many physical markers to identify their turf. In contrast, the constricted turfs of the smaller street gangs were well marked with graffiti and other identifiers. Driving south on Pulaski Road from Vice Lords' turf in North Lawndale (area 29) toward Two Sixers', Deuces', and Latin Vikings' territories in South Lawndale (area 30), researchers observed a remarkable transformation in neighborhoods. In North Lawndale stood many abandoned factories and apartments and empty lots, but not much graffiti. In thriving South Lawndale (Little Village), buildings were covered with multiple layers of insignia. Competing for scarce territory, the street gangs in Little Village had to identify and violently defend their domains.

Both the amount of graffiti and number of violent turf defense incidents appear related to competition. West Side gangs knew which neighborhoods were under the Vice Lords' control and infrequently challenged that control. In contrast, battles between rival street gangs were a regular occurrence in the expanding Mexican neighborhoods on the Southwest Side. Thus, symbolic "face maintenance," graffiti contests, and violent territorial defense actions were relatively frequent in street gangs more threatened by competition.

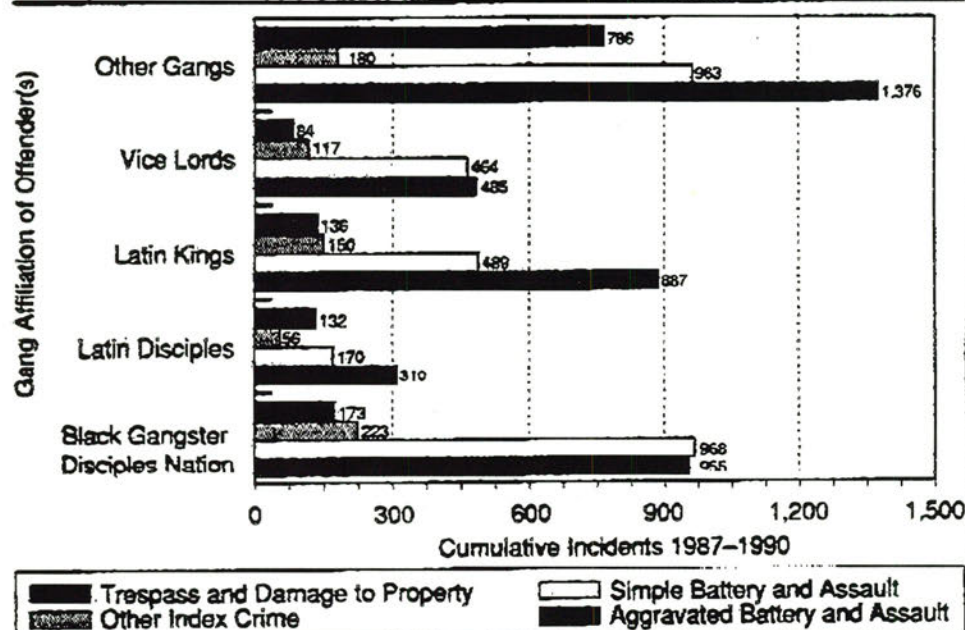
### Trends in homicides

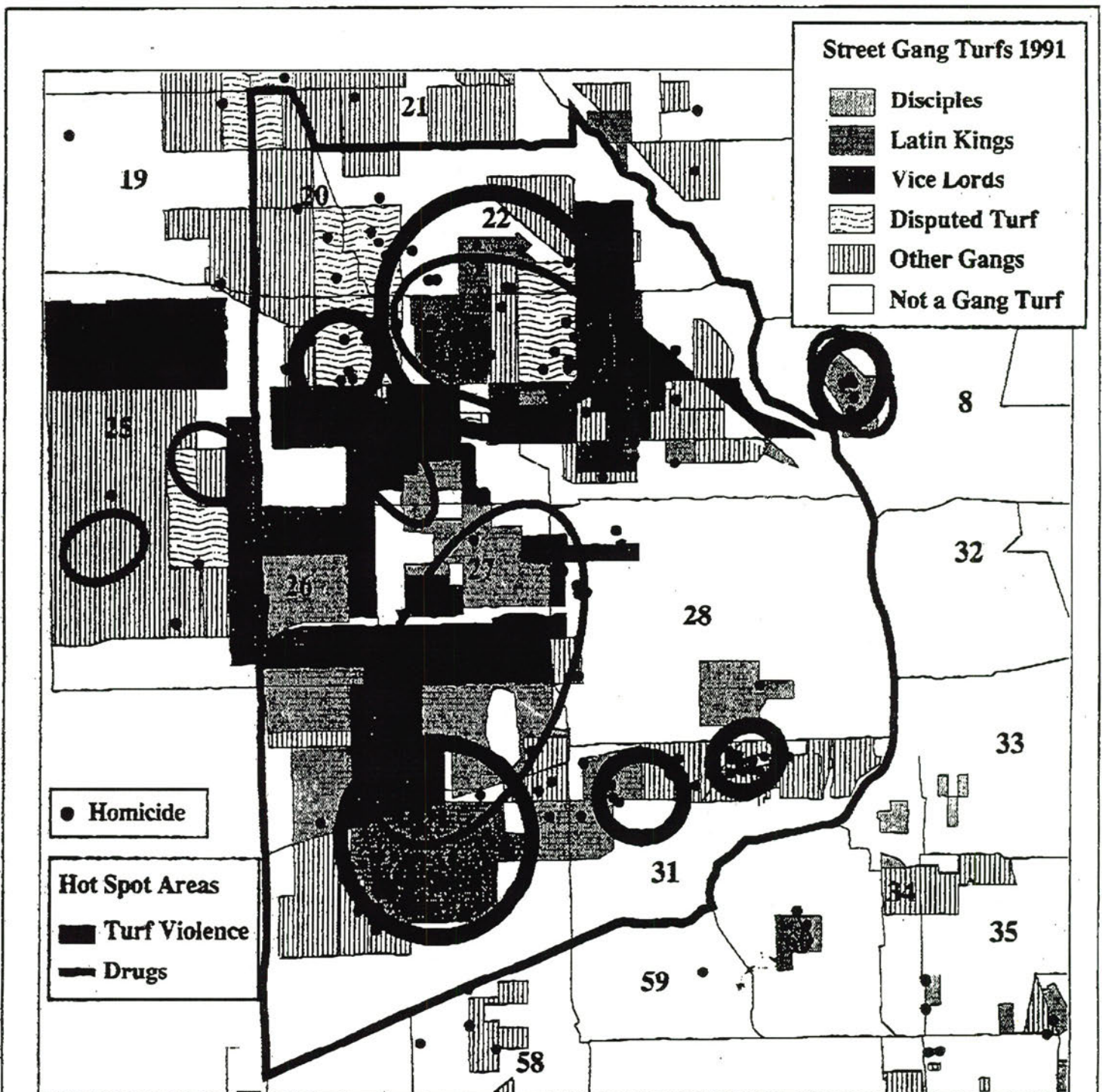
In contrast to domestic or acquaintance killings, street gang homicides occurred in bursts (exhibit 5).<sup>15</sup> Years with only a few homicides were punctuated by years with many. In 1965 only 11 street gang-motivated homicides occurred (2.8 percent of all homicides); but in 1970, 70 occurred (8.7 percent of the total). The risk of being murdered in a street gang confrontation was more than five times higher in 1970 than in 1965. This early surge in homicide reflected BGDN wars on Chicago's South Side.

**Exhibit 2. Street Gang Incidents by Offense Type: Four Largest and Other Gangs, 1987-1990**

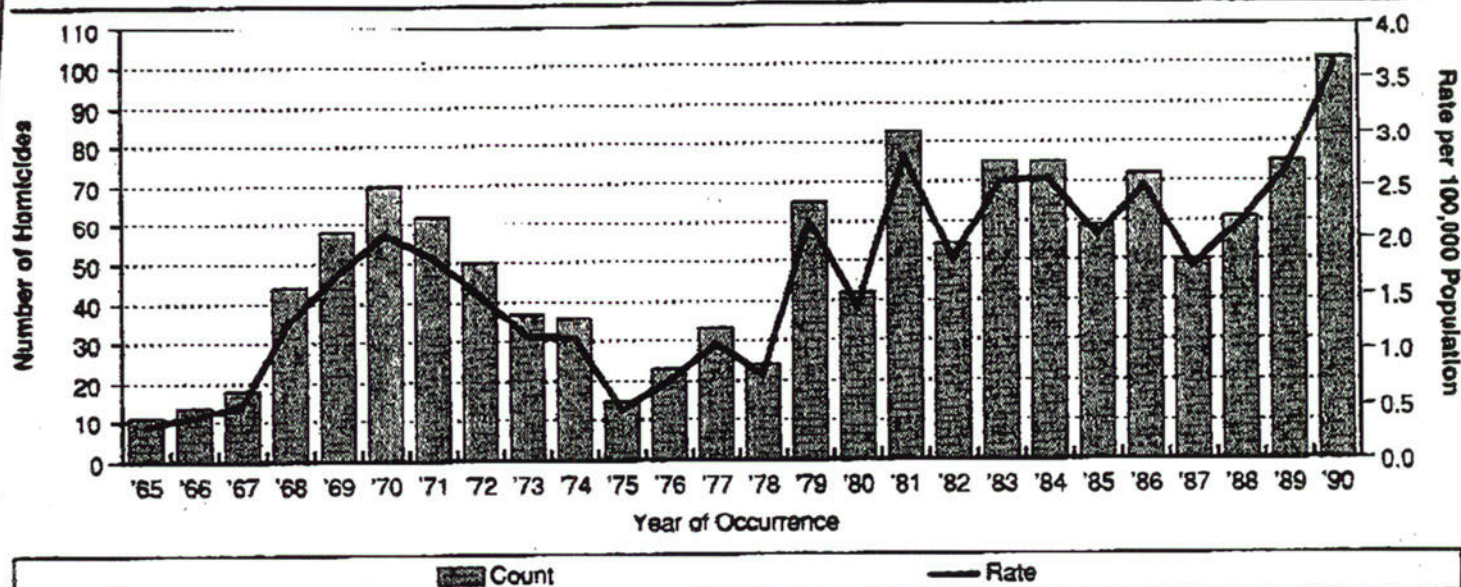
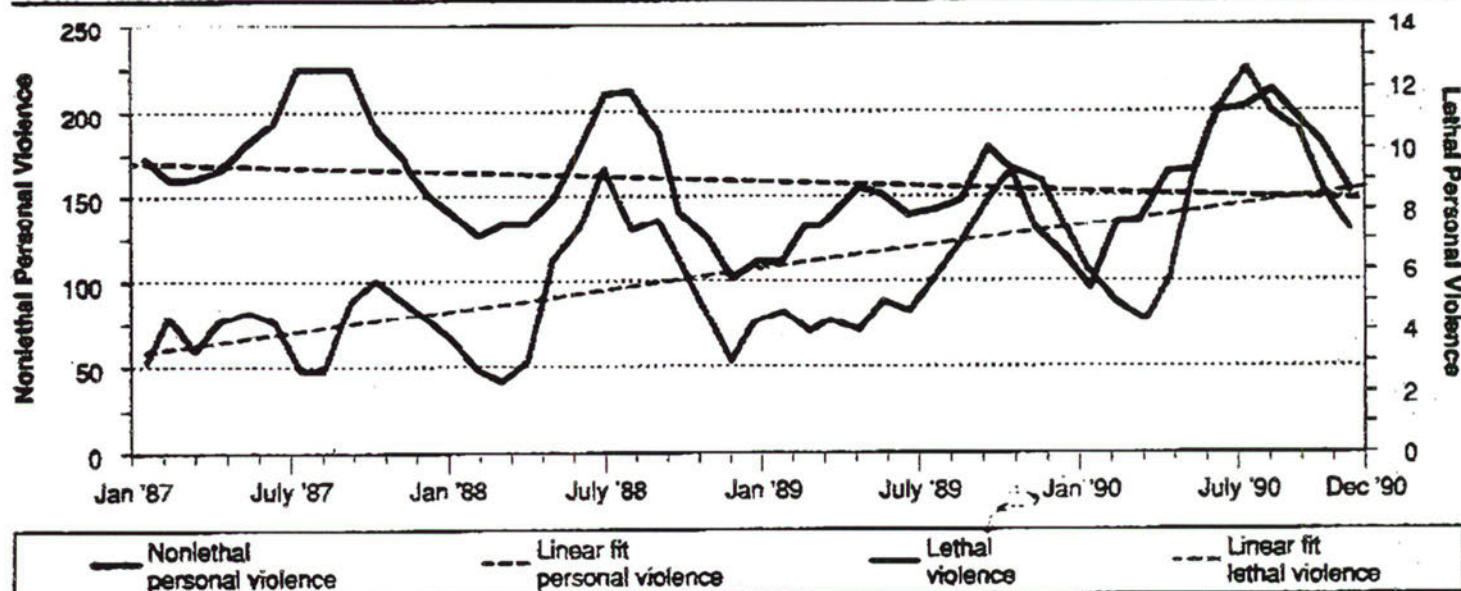


**Exhibit 3. Nonlethal Street Gang Crimes: Four Largest and Other Gangs**



**Exhibit 4. Street Gang-Motivated Homicide, Other Violence, and Drug Crime, 1987-1990**

Source: Chicago Police Department

**Exhibit 5. Street Gang-Motivated Homicides, 1965-1990 (Number and Rate per 100,000)****Exhibit 6. Trends in Street Gang-Motivated Violence, Lethal and Nonlethal**

By 1975 the number of street gang-motivated homicides was again as low as the mid-1960's, even though 1974 and 1975 were record years for other types of homicide. This brief respite was followed by eruptions of lethal street gang violence in 1979 and again in 1981, when there were 65 and 83 deaths, respectively. However,

the formation in the mid-1980's of the two gang super alliances, People and Folk, may have brought relative stability in street gang-motivated violence for a few years. Only 50 street gang-motivated homicides were recorded in 1987, and the total number of Chicago homicides reached the lowest point in 20 years.

Unfortunately, the rivalries that developed both between and within alliances in the mid-1980's generated even more violence later in the decade when street gang-motivated homicide increased sharply to 101 in 1990 (then an all-time high) and surpassed that to 121 in 1991 and 133 in 1992. Although the overall level of homicide also

increased rapidly in those years, street gang-motivated homicide increased faster. It accounted for 12 percent of all homicides in 1990 and was responsible for 33 percent of the total increase from 1987 through 1990.

If street gang-motivated homicide is directly related to other street gang-motivated incidents and if the proportion of incidents with a lethal outcome does not change, then the pattern over time of lethal incidents should parallel the pattern of nonlethal incidents. Although the data show some similarity in the short-term pattern of street gang-motivated lethal versus nonlethal incidents, the overall trend is very different (see exhibit 6).<sup>16</sup>

- In 1987 1 street gang-motivated homicide occurred for every 44 street gang-motivated personal violence offenses known to the police.

- In 1990 there was 1 death for every 20 police-recorded crimes of personal violence.

Indeed, the number of street gang-motivated deaths in a typical month increased sharply over the 3-year period, even though the number of nonlethal violent incidents declined slightly. These divergent trends in lethal and nonlethal violence indicate that the proportion of incidents with a lethal outcome has increased.

**The role of guns.** One explanation for the increasing lethality of street gang-motivated violent incidents could be an increase in gang use of guns. From 1987 to 1990, the proportion of nonlethal street gang-motivated violent offenses that were committed with a gun increased slightly from 27.3 percent to 31.5 percent. In contrast, a gun was the lethal weapon in almost all street gang-motivated homicides—96 percent in 1987 and 94 percent in 1990.

Furthermore, the proportion of murder weapons that were automatics or semiautomatics increased from 22 percent to 31 percent over the 3 years (from 11 to 31 deaths from 1987 to 1990). In addition, deaths by large-caliber guns (38 or greater) increased, from 13 in 1987 to 39 in 1990.

Overall the number of street gang-motivated homicides increased from 51 in 1987

to 101 in 1990. The number killed with an automatic or semiautomatic (any caliber) or with a nonautomatic gun of 38 caliber or greater increased from 24 to 70 from 1987 to 1990. Virtually the entire increase in the number of street gang-motivated homicides seems attributable to an increase in the use of high-caliber, automatic, or semi-automatic weapons.

### Street gang activity by community area

Every community area in Chicago had at least one street gang-motivated offense between 1987 and 1990. However, the two most dangerous communities, East Garfield Park (area 27) and Humboldt Park (area 23), had a mean annual rate of street gang-motivated crimes (381.5) that was 76 times the mean annual rate (5.0) in the two least dangerous neighborhoods, Mt. Greenwood (area 74) and Edison Park (area 9); see exhibit 1. The community areas with the highest levels of street gang-motivated crime were on the West Side (areas 23, 24, 27, 28, and 31); in the south central neighborhoods of New City (area 61) and Fuller Park (area 37); and in West Englewood (area 67), the scene of a burst of street gang violence in 1990 and 1991.

**Homicides.** Street gang-motivated homicides were also concentrated in two corridors on the Northwest and Southwest Sides. Of Chicago's 77 community areas, 17 had no street gang-motivated homicide from 1965 to 1990. Many had only one. None of the 13 community areas with the lowest rates of street gang-motivated crime had a street gang-motivated homicide between 1987 and 1990. At the other extreme, the Lower West Side (area 31) averaged more than 6 street gang-motivated homicides per 100,000 people per year over that same time period.

The risk of becoming a homicide victim or offender was far higher for young Latino men than for other Latinos or for non-Latino whites, and equal to that for young black men. The risk of homicide for other Latinos was not exceptionally high,<sup>17</sup> but the risk of homicide for non-Latino blacks was higher than for non-Latino whites, regardless of age or gender, and higher than for all Latinos except young men.

These individual differences were reflected in community differences as well.

**Community differences.** Black neighborhoods with high rates of street gang homicide also had high rates of other forms of homicide. But this was not necessarily true in other communities. For example, the mostly mixed and Latino neighborhoods on the Northwest and Southwest Sides had many street gang-motivated killings, but relatively few killings for other reasons.<sup>18</sup> As a result, the rate of street gang-motivated homicide and the rate of other forms of homicide from 1987 through 1990 were only weakly correlated (.287) across community areas.

Compared to the relationship over time (exhibit 6), the relationship between lethal and nonlethal violence across geographic areas appeared to be higher, but the strength of the relationship depended on the type of violence. Five of the six community areas with the highest rates of street gang-motivated nonlethal personal violence (assault and battery) also ranked among the six with the highest rates of street gang-motivated homicide. In contrast, only one of the six community areas that had the highest rate of street gang-motivated drug crime in the years 1987 to 1990 also ranked among the top six in street gang-motivated homicide rates. Only one community area, Humboldt Park (area 23), ranked among the top six in all three rates—street gang motivated lethal violence, nonlethal personal violence, and drug offenses. Overall the correlation across the 77 community areas between rates of street gang-motivated drug crime and homicide was moderate (.401), while the correlation was much stronger (.728) between street gang-motivated homicide and rates of street gang-motivated assault and battery.

### Hot spot areas of street gang activity.

Fifty-one percent of the city's street gang-motivated homicides and 35 percent of nonlethal street gang-motivated offenses occurred in 10 community areas on the West Side. Three kinds of neighborhood situations can be seen in this West Side map (exhibit 4).<sup>19</sup>

- Neighborhoods with a turf hot spot area (heavy concentration of nonlethal personal violence activity to defend turf).
- Neighborhoods with a drug hot spot area (heavy concentration of street gang-motivated drug offenses).
- Neighborhoods plagued by both a turf and drug hot spot area.

Residents in these neighborhoods tend to view street gang activity very differently. For example, a resident living in a drug hot spot area is likely to consider the neighborhood street gang problem to be primarily a drug problem. A resident living in a turf hot spot area may consider the neighborhood street gang problem to revolve around violent defense of turf. And a resident of a community in which a drug and a turf hot spot area intersect experiences the worst of both.

In specific neighborhood areas, the link between incidents of street gang-motivated nonlethal and lethal personal violence was far stronger than that between drug crimes and lethal violence. For example, street gang-motivated homicides tended to occur within or close to the boundaries of turf hot spot areas, and only rarely in drug hot spot areas except when a drug hot spot area intersected a turf hot spot area.<sup>20</sup> Of the 169 street gang-motivated homicides in the 10 community areas shown in exhibit 4, 94 occurred in hot spot areas, as follows: 37 in neighborhoods where a drug hot spot area and a turf hot spot area intersected (28 in Humboldt Park, 4 in Little Village, and 5 in Cabrini Green), 48 in turf hot spot areas only, and 9 in drug hot spot areas only. The turf hot spot area in Little Village (in the southwest corner) experienced more than 7 homicides per square mile, while the Pilsen hot spot area (southeast corner) experienced 48, and the turf hot spot area around Humboldt Park, which intersected with a drug hot spot area, was the site of 16 homicides per square mile over the 3-year period.

## Highlights of major findings

This study painted a more complete picture of the reality of street gang crime than is usually the case in studies of gangs. By analyzing police records of lethal and nonlethal street gang-motivated crimes, examining temporal and spatial patterns of

those crimes, and describing the criminal activities of Chicago's four largest street gangs, researchers sought to uncover typical patterns of street gang life.

The patterns of street gang activity can be summarized as follows:

- Chicago's largest street gangs can be identified with most of the city's street gang crime. These four street gangs (representing about 10 percent of all street gangs and 51 percent of the estimated number of all street gang members) accounted for 69 percent of police-recorded street gang-motivated criminal incidents and 55 percent of all street gang-motivated homicides from 1987 to 1990.

- Street gangs varied in the types of activities in which they were engaged. Some specialized in incidents of expressive violence while others focused on instrumental violence (see "Expressive Versus Instrumental Violence"). For example, the Vice Lords and BGDN were much more involved in acts of instrumental violence (such as possession or sale of drugs), while the Latin Disciples, Latin Kings, and smaller gangs specialized in acts of expressive violence (such as turf defense). Most of the criminal activity in smaller street gangs centered on representation turf defense. The most lethal street gang hot spot areas are along disputed boundaries between small street gangs.

- Types of street gang crime clustered in specific neighborhoods. Street gangs specializing in instrumental violence were strongest in disrupted and declining neighborhoods. Street gangs specializing in expressive violence were strongest and most violent in relatively prosperous neighborhoods with expanding populations.

- The rate of street gang-motivated crime in the 2 most dangerous Chicago communities was 76 times that of the 2 safest. However, every community area in Chicago had at least one street gang-motivated criminal incident between 1987 and 1990.

- Most of the lethal gang-related crimes occurred in neighborhoods where street gang activity centered on turf battles, not in neighborhoods where street gang activity focused on drug offenses. Of 288 street gang-motivated homicides from 1987 to 1990, only 8 also involved drug use or a drug-related motive.

## Expressive Versus Instrumental Violence

A growing body of literature indicates that violence is not one type of event but many.<sup>21</sup> Almost all acts of lethal violence begin as another type of confrontation—for example, as an argument between spouses, a fight or brawl between acquaintances, a robbery, an act of sexual violence, or a street gang confrontation—that escalates to death. To understand lethal violence, the reasons why some—and only some—of these violent events become lethal must first be understood. The answer differs for those fatal and nonfatal "sibling" offenses such as assault, homicide, and robbery, which occupy different points on the expressive versus instrumental continuum.

In general, the dynamics of a violent situation are governed by the degree to which expressive versus instrumental motives predominate as the assailant's primary and immediate goal. In an expressive violent confrontation, the primary goal is violence or injury itself, and other motives are secondary. In contrast, the primary purpose of an act of instrumental violence is not to hurt, injure, or kill, but to acquire money or property. In addition, situational factors—such as possession of a gun or weapon—that might affect the likelihood of a fatal outcome operate differently in expressive and instrumental confrontations.

Street gang-motivated violence often contains many expressive aspects, such as impulsive and emotional acts of self-defense, identity as a gang member, defense and glorification of the neighborhood, and a sense of honor. It is also a means of expansion of the boundaries of the territory of the gang. Expressive violence is often the primary motive for the other half of the violent acts of the street gang, such as instrumental violence, which is often motivated by the desire for money or property. The expressive and instrumental motives are often intertwined, and the line between them is often blurred. The expressive motives are often the primary motive for the instrumental violence, and the instrumental motives are often the primary motive for the expressive violence. The expressive motives are often the primary motive for the instrumental violence, and the instrumental motives are often the primary motive for the expressive violence.

● A gun was the lethal weapon in almost all Chicago street gang-motivated homicides from 1987 to 1990. Incidents involving a high-caliber, automatic, or semiautomatic weapon accounted for most of the increase in homicides over this period.

● Many community areas with high levels of lethal and nonlethal street gang-motivated personal violence and homicide had relatively low levels of other forms of homicide. Although hot spot areas of street gang-motivated drug offenses were usually low in street gang homicide, some were high in other kinds of homicide.

## Policy Implications

As this report shows, street gang violence has been a continuing problem in Chicago since the late 1960's. The years 1990, 1991, and 1992 broke records for street gang violence, and the number of incidents continued to grow in 1993.

Intervention programs whose aim is to reduce nonlethal street gang violence will probably also reduce lethal violence. To be effective, however, these intervention programs must be built on a foundation of current information about the types of street gangs and street gang activity in each specific neighborhood.

As shown by this research, street gang-motivated crime is not random. In Chicago it occurred in specific neighborhoods and was concentrated in limited time periods. Some street gangs spent much of their time defending or expanding their turf while others were actively involved in the business of illegal drugs. Programs to reduce street gang-motivated violence must recognize these differences. For example, a program to reduce gang involvement in drugs in a community in which gang members are most concerned with defense of turf has little chance of success.

Furthermore, because the predominant type of street gang activity in a neighborhood may change from year to year or month to month, and because the level of street gang-motivated violence tends to occur in spurts, effective intervention strategies must be built on continuously updated information.

Another focus of control over gang violence should be on weapons. The death weapon in almost all gang-motivated homicides in Chicago was a gun, and much of the increase in gang-motivated homicides from 1987 to 1990 was an increase in killings with large-caliber, automatic, or semiautomatic weapons. Therefore, reducing the availability of these most dangerous weapons may also reduce the risk of death in street gang-plagued communities.

Street gang membership, street gang-related violence, and other illegal street gang activity must be understood in light of both long-term or chronic social patterns, and current or acute conditions. Street gang patterns and trends reflect not only chronic problems, such as racial and class discrimination and adjustment of immigrants, but also acute, often rapidly changing problems stemming from the existing economic situation, weapon availability, drug markets, and the spatial arrangement of street gang territories across a city.

Obviously, the chronic problem of street gang violence cannot be solved with a quick fix; the ultimate solution rests on a coordinated criminal justice response, changes in educational opportunities, racial and ethnic attitudes, and job structure. On the other hand, while waiting for these long-term strategies to take effect, lives can be saved and serious injury prevented by targeting the causes of short-term or acute escalations in violence levels.

## Notes

1. Two types of spatial analysis were used: correlational community area analysis and identification of hot spot areas of dense street gang activity concentrations. Hot spot areas were identified using the hot spot ellipse capability of the STAC (Spatial and Temporal Analysis of Crime) package, which was developed by the Illinois Criminal Justice Information Authority. STAC used an iterative search that identified the densest clusters of events on the map, calculated a standard deviational ellipse fitting each cluster, and mapped the events and the ellipses. STAC delineated, regardless of artificial boundaries, the areas of the map that contained the densest clusters of events. It was thus a data base-driven, objective tool for identifying nonarbitrary summary areas from the

actual scatter of events on the map. For further information about STAC, see C.R. Block, "Hot Spots and Isocrimes in Law Enforcement Decisionmaking," paper presented at the Conference on Police and Community Responses to Drugs: Frontline Strategies in the Drug War, University of Illinois at Chicago, December 1990.

2. Community areas are aggregations of census tracts, usually including several neighborhoods but sometimes only one, identified by an official name and number. Since the Chicago School sociologists first identified them in the 1930's, a plethora of data has been collected and analyzed by community area. For more detail, see exhibit 1 and Chicago Factbook Consortium. *Local Community Fact Book: Chicago Metropolitan Area* (Chicago: University of Illinois Department of Sociology, 1980).

3. Data from 1965 through 1981 are currently available in the National Archive of Criminal Justice Data of the Inter-University Consortium for Political and Social Research, and a completely updated data set from 1965 through 1990 is being prepared for the archive. The ultimate source of all information for all years was the Murder Analysis Report (MAR), a two-page summary of each homicide maintained since 1965 by the Crime Analysis Unit of the Chicago Police Department. Since its inception in 1965, MAR has consistently flagged cases in which there was positive evidence that the homicide was motivated by street gang activity.

4. Although a single incident may have involved multiple offenders or multiple victims, data were analyzed at the incident level. If more than one offense occurred in an incident, the incident was classified according to the most serious violation. All data are from 1987 to 1990, except for homicides: the homicide data include murders that occurred from 1965 to 1990.

5. It is quite possible that the territories defined by police officers differ from the territories that would be defined by street gang members, agency workers, community members, or even by police officers assigned to another division such as narcotics. Also, because street gangs disappear, merge, or change names over time, it would have been preferable to have a turf

## AMERICORPS

## FAX

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TO: Joel Berg or Steve Muller  
FAX NUMBER: 720-5043

TOTAL NUMBER OF PAGES: 5

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FROM: PAULA JONES/DEE DIFIORE  
BASIN AND AREA PLANNING DIVISION

PHONE: (202) 720-2847

FAX: (202) 690-0639

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## COMMENTS:

*This is additional information on the  
Chicago Ag. Highschool. If you have  
any questions contact Don Iehrenbacher.  
(815) 937-3225*

*He is a Resource Soil Scientist for the Chicago  
area (SCS).*

*Chgo Ag High School*

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## List of projects for CHSAS Land Lab

- 1) Drainage  
Swale as designed by the South Cook/Will County SCS  
Cost \$2000
- 2) Salt-Tolerant Shrubbery to be planted on West side of Swale  
Cost \$1000 ?number of plants (about 1500' 2 rows minimum)
- 3) Fruit Orchard  
twenty trees to start  
Cost \$1900
- 4) Soil Testing  
Cost \$ per acre *about \$300 to 3040*  
Scheduled for Spring 94 as weather permits
- 5) Vegetable Production
 

|            |                   |
|------------|-------------------|
| Kind       | Amount            |
| Sweet Corn | +/- 20 acres      |
| Tomatoes   | combo of 10 acres |
| Peppers    |                   |
| Cucumbers  |                   |
| Squash     |                   |
| Pumpkins   |                   |
| Cost \$    |                   |
- 6) Flower/Bulb Production  
Cost \$ +250.00
- 7) Research Plots  
Work with local chemical trials  
aprox. 2 acres  
(Need old 2 or 4 row (36" head) combine  
Cost \$ *about \$250*
- 8) Community Garden Plots  
20' x 20' plots aprox 2-3 acres  
West of building, nearer to 111th street and water  
Cost \$
- 9) Conservation tillage techniques and machinery  
(to assist with implementation of plan)  
Cost \$
- 10) Offer tours of land lab for community  
Cost \$
- 11) Improving Wetland area  
Cost \$
- 12) Windbreaks/Shelterbelts  
Cost \$

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TO

912026900639

P.O. 02/04

*Paterson*

13) Wildlife Habitat Establishment  
Cost \$

14) Irrigation  
Cost \$

15) Security of Property  
Cost \$

16) Curriculum

Work with the following agencies, but not limited to,  
Soil Conservation Service  
Fish and Wildlife Service  
Forest Service  
IL Dept. of Conservation  
Cooperative Extension Service  
Master Gardeners  
TreeKeepers

Page 1

005  
12/4/2005

→→→ USDА OPA  
УПРАВЛЕНИЕ

03/11/94 10:36 2026900639 BAP DIVISION  
MAR-11-1994 08:30 FROM USDA SOIL CONS. SERVICE IU

|                        |                                                        |  |  |  |  |
|------------------------|--------------------------------------------------------|--|--|--|--|
|                        |                                                        |  |  |  |  |
| Curriculum             | Work with, SCS, FISH/Wild Forest Serv., IDOC, CES, etc |  |  |  |  |
| Land Lab Tours         |                                                        |  |  |  |  |
| Improve Wetland area   |                                                        |  |  |  |  |
| Windbreak/Shelterbelt  |                                                        |  |  |  |  |
| Wildlife Establishment |                                                        |  |  |  |  |
| Irrigation             |                                                        |  |  |  |  |
| Security of Property   |                                                        |  |  |  |  |

## **Concept Paper**

# **SUMMER OF SERVICE PROJECT**

### **SITUATION**

The Chicago High School for Agricultural Sciences is a remarkable success story. Last year, it had a graduation rate of almost 90 percent. The commencement speaker at the graduation was Secretary Espy.

The high school is a magnet school bringing together 450 students from across the city. The student population is 65 percent African American, 15 percent Latino, and 20 percent White.

There are a number of locations throughout Chicago that can be classified as at-risk environments for the youth growing up there. One can generally run down residences and empty, deserted lots what contribute to the general malaise of a neighborhood crime.

In addition, to the physical deterioration, many youth have few constructive avenues to pursue, particularly during the Summer months. Elementary school-age children have limited access to positive role models and mentors. Teens can play a significant role in influencing the development of these children.

### **PURPOSE AND PROJECT DESCRIPTION**

The purpose of this project is to take advantage of the knowledge of the students from the Chicago High School for Agricultural Sciences and provide them with an opportunity to apply what they've learned and share it with others. A corps of 50 participants representing a socio-economically diverse group of teens coming, primarily from the High School for Agricultural Sciences, would form five teams of 10 participants and a team leader.

The teams would be assigned to no more than three different neighborhoods. Participants would be paid \$147/per week. The teams would recruit and work with elementary school children to:

- ♦ Develop "safe places" for other community activities
- ♦ Beautify vacant lots
- ♦ Create community gardens
- ♦ Develop marketing plan for farmers market to sell produce

- ♦ Conduct programs in conflict resolution, decision-making, developing self-esteem, leadership development

### **WHAT IS NEEDED?**

- ♦ Overall project director and five team leaders
- ♦ Source through which to channel funds from the Corporation and various agencies.
- ♦ Selection of sites to link with corps teams
- ♦ Pre-service training, weekly training for corps members
- ♦ Office, telephone, etc. for project director, duplicating, printing
- ♦ Resource materials for work assignments



United States  
Department of  
Agriculture

Forest  
Service

NA - St. Paul

Reply to: 3260

Date: March 11, 1994

Subject: USDA State and Private Forestry -- Resource Options to Consider:

To: Joel Berg, USDA

EDUCATIONAL:

USFS Interns -- college-level students whose salaries will be paid for by USFS

Roles:

- \* Team Leaders
- \* Trainers for the 1 day/week education sessions with teams

Educational topics:

- \* TreeKeepers curriculum
- \* Environmental education.

TreeKeepers -- 1993 "GreenTeam" members as Team Leaders

Training Resources Available:

- \* TreeKeeper curriculum from OpenLands Project
- \* "Trees for Urban Living" project material from the Morton Arboretum
- \* Project Learning Tree materials
- \* Ecosystem Restoration training and curriculum materials from the University of Wisconsin Arboretum

TECHNICAL:

USFS (Lisa Burban and Gina Childs-Urban Foresters and Teri Heyer-Natural Resource Conservation Education) could provide information on related projects and cooperators.

City of Chicago, Department of Environment and Natural Resources (Suzanne Malec-Hoerr)

IL Department of Conservation (Stewart Pequignot, State Forester)

RESOURCES:

Tree seedlings and/or whips may be available free of charge from the IL Department of Conservation and City of Chicago.

Tree seedlings, containers, soil available free from National Tree Trust (Cindy Zimar).





Maintenance of trees: TreeKeepers

Cost Estimate for balled and burlapped trees = \$10,000  
(based on an estimate of 5 vacant lot sites, with 10 trees per site =  
approximately \$200/tree)

LISA L. BURBAN

Urban Forester

Forest Resources Management

cc:

John Currier, AO

Bob Neville, Syracuse

Gina Childs, Chicago

John Dwyer, Chicago

Ron Overton, SPFO

Stewart Pequinignot, SF IL

Teri Heyer, SPFO

Pam Godsey, WO NRCE

Cindy Zimar, NTT

Suzanne Malec-Hoerr, Chicago



**USDA/ES, 4-H YOUTH DEVELOPMENT**

Ag Box 0904

Washington, DC 20250-0904

tel (202) 720-5332/6536

fax (202) 720-9366

# fax t r a n s m i t t a l

to: Catherine Gibney

fax #: 720-5043

from: Hope V. Childs

date: March 11, 1994

re: Donnelly Youth Enter Community  
Garden

pages: 2, including this cover sheet

NOTES:

**MONITORING AND EVALUATION: ~~(very important)~~**

The evaluation will include an ongoing process evaluation and an impact assessment. Each of these will be described below.

**Process:** In-depth interview and observational data will be gathered to keep track of the implementation process of the Summer of Safety project. The project director, supervisor of student teams, a representative sample of ASU and DYTR students, forest personnel, parole officers, high school staff, and families will be interviewed at the start-up of the project and weekly intervals throughout the project. Interviews will be semi-structured: some questions used throughout the project and some time will be allowed for respondents to describe their experiences in and feelings about the project. Start-up interviews will gather appropriate background information on project participants. Observations of the service hours will also be conducted regularly during the project. These interviews with a wide range of project players will facilitate the ongoing monitoring of project implementation and the meeting of project goals. The evaluation will be especially sensitive to creative modification of project goals and their effect, as well as unanticipated effects of the project. The evaluator will provide reports to the project staff during week 3, 5, and 7 of the project to allow for modification if and when problems arise. Demographic and other relevant background data will also be gathered on all students in the project, from students themselves where necessary, schools, DYTR and ASU.

**Impact:** Start-up interviews and post-project interviews with samples of the project players (listed above) will be used to assess changes in student views of citizenship, community service and their place in the community before and after the project. Follow-up information from DYTR parole officers and youth families will help to assess the potential impact of the program on DYTR youth behavior on parole. Interviews with appropriate forestry personnel and community leaders will assess the impact of youth service work on those service functions. ~~(Control group???? Maybe those youth in program but not on this particular project -- but contamination and matching problems????)~~

## Participant Personal Safety -

The University of Illinois Police Training Institute has assisted in the development of numerous public ~~and~~ safety programs adapted to specific youth audiences.

Participants and corps members will participate in educational programs that focus on personal safety, the action & reaction factors of use of force, both peer to peer & police to citizen, conflict resolution, knowing the law & law enforcement as a career choice.

Sessions will focus on personal safety issues & community violence.

\*Add to Budget - Salary & benefits - 3 mos \$4,500  
plus \$750 travel

Kathryn Jane Scherer called. She is getting in touch with Greg Connors who will call me tonight to give me more information - specifics we can add to the application. Call me tomorrow - Steve

OPTIONAL FORM 99 (7-90)

FAX TRANSMITTAL

# of pages = 1

To: Catherine Gibney  
Dept./Agency: North ServiceFrom: S. Mullen  
Phone #: 720-5332

# ARIZONA DEPARTMENT OF YOUTH TREATMENT AND REHABILITATION

1624 WEST ADAMS  
PHOENIX, ARIZONA 85007

FAX # (602) 542-4992

Please Deliver the Following Pages Immediately To:

Name: Joel Berg FAX# (202) 720-5043

Office: \_\_\_\_\_

Total Number of Pages, Including This Cover Page: 2

From: Joel Marie Blumenthal, ASU Project Director.

Date: March 11, 1994 Time: 1:30 pm

Comments: \_\_\_\_\_

Any questions please don't hesitate to call.

IF YOU DO NOT RECEIVE ALL THE PAGES, PLEASE CALL BACK

AS SOON AS POSSIBLE, USING THE TELEPHONE NUMBER

LISTED BELOW:

(602) 542-3726

**DONNELLY YOUTH ENTER  
COMMUNITY GARDEN****EDUCATIONAL MATERIALS**

|                                                  |           |
|--------------------------------------------------|-----------|
| Garden Sign                                      | \$ 150.00 |
| Photographic materials: film, camera, processing | 250.00    |

**PLANT MATERIALS**

|                                              |           |
|----------------------------------------------|-----------|
| 1 Honey Locust                               | \$ 250.00 |
| 1 Red Maple                                  | 250.00    |
| 50 yards of compost @ \$10/yd.               | 500.00    |
| Shrubs 15 @ \$20/each                        | 300.00    |
| Perennials 50 @ \$4/each                     | 200.00    |
| Annuals 40 flats @ \$12/flat                 | 480.00    |
| Vegetable and flower seeds                   |           |
| 100 pkts. @ \$1.30/pkt.                      | 130.00    |
| Sod                                          | 600.00    |
| Soil 150 yards @ \$16/yd.                    | 2400.00   |
| Woodchips - Donated by Chicago Park District |           |

**GARDEN EQUIPMENT**

|                                 |          |
|---------------------------------|----------|
| 20 spades @ \$20/each           | \$400.00 |
| 10 spading forks @ \$20/each    | 200.00   |
| 5 rakes @ \$20/each             | 100.00   |
| 30 trowels @ \$10/each          | 300.00   |
| 1000 ft. garden hose            | 600.00   |
| Compost bins 3 @ \$90/each      | 270.00   |
| Worm composting bins            | 270.00   |
| 3 @ \$90/each                   |          |
| Rototiller                      | 650.00   |
| Sprinkling cans 10 @ \$20       | 200.00   |
| Gloves 20 pairs @ \$5/pair      | 100.00   |
| Wheelbarrows 2 @ \$150/each     | 300.00   |
| Wood markers 1 case @ \$50/case | 50.00    |
| String - one roll               | 10.00    |
| Containers 10 @ \$30/each       | 300.00   |
| Fertilizer 30 10 lb. bags       | 450.00   |
| @\$15/bag                       |          |

|                                                 |         |
|-------------------------------------------------|---------|
| Lumber - raised beds; picnic tables, birdhouses | 3000.00 |
|-------------------------------------------------|---------|

|                    |                           |
|--------------------|---------------------------|
| <b>GRAND TOTAL</b> | <b><u>\$12,710.00</u></b> |
|--------------------|---------------------------|

## **POTENTIAL USDA SUMMER OF SERVICE PROJECTS**

This year's Summer of Service program sponsored by the Corporation for National and Community Service is aimed at crime and public safety. Therefore USDA will seek ways to sponsor summer programs that combine our traditional functions with combatting crime and improving public safety. Two ideas:

### **Urban Farming in Chicago**

In conjunction with the Chicago High School of Agricultural Sciences, as well as with a partner school elsewhere in Chicago or its suburbs, USDA could help run a summer project aimed at mobilizing recent high school graduates with agricultural training to recruit gang members and other at-risk youth into running urban farms. The program participants would then help form community anti-crime patrols at the farms and create "safe-havens" surrounding the farms for other community activities.

We need to identify a partner school, seek potential private sector and foundation financial support, work with H.U.D to determine possible sites for farms or gardens at public housing developments, and ask the City of Chicago to investigate potential parcels of land for development as farms.

### **National Forest Work in Arizona or California**

In conjunction with an existing youth service corps or a state department of youth rehabilitation, youthful offenders, gang members, and other at-risk youth could be recruited to work side-by-side with college students in conservation work in national forests. Organizations in Arizona and California have already expressed an interest in participating in such a program.

USDA would need to seek partners for this program and the Forest Service would need to identify housing facilities, management personnel, and potential tasks for such a project.

# Panel quietly approves limit on agriculture school expansion

By John Kass

TRIBUNE STAFF WRITER

With little comment, a panel of Chicago aldermen approved zoning changes on Friday that would effectively limit the number of minority students attending a public high school in the predominantly white Mt. Greenwood neighborhood.

Debate before the Chicago City Council's Committee on Zoning was brief and technical, according

to the wishes of its chairman, Ald. William Banks (36th).

This was in marked contrast to a meeting on the same issue Thursday before the Chicago Plan Commission, where charges of racism and political manipulation fostered boos and catcalls.

"There was a lot of debate on Thursday," Banks said. "Let's get on with the business before us."

The decision by the Zoning Committee confirms a plan that

limits expansion at the award-winning Chicago High School for Agricultural Sciences, 3807 W. 111th St. The measure passed Friday would limit the number of students to 600. The student body is overwhelmingly black. The neighborhood is overwhelmingly white.

The matter will be forwarded for consideration by the full council on Wednesday.

Currently, 450 students attend

classes in a structure built to accommodate 300 students. In 1991, \$22 million was set aside to expand the school to accommodate 1,200 students.

Some Mt. Greenwood residents opposed to the expansion pressured the 19th Ward organization run by Cook County Assessor Thomas Hynes, and Mayor Richard Daley supported the 19th Ward organization's aims to limit expansion at the magnet school.

Chi Trib 1/9 B3

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612-649-5285

FAX 1 Page Joel Berg  
202-720-4623

USDA SUMMER OF SERVICE PROJECT IN CHICAGO

In conjunction with the Chicago High School of Agricultural Sciences as a core center, USDA could help run a summer project aimed at mobilizing recent high school graduates with agricultural training to identify and rehabilitate vacant city-owned lots and Chicago Park District play areas. Community linkages will allow for designation and design of the lots while signage and fests will draw in community youngsters to jumpstart their America. These newly involved youngsters will be trained in upgrading.

Community linkage may be identified through block clubs, churches, community agencies, police districts, schools and park playgrounds. Vacant lots could be rehabilitated to become urban farms, gardens (depending on availability of soil, fertilization, and equipment), quiet corners, play areas, centers for neighborhood markets, farmer's markets, craft and art fairs and so on.

  
Barbara H. Valerious  
Principal  
Chicago High School for Ag Sciences

I just spoke with Mike McCue, who is a "turn-a-vacant-lot around" person. Mike has some composting resources and has worked with community determination of lots. He should be a wonderful asset.

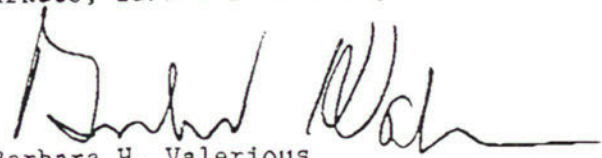
o Thorin Civney

FAX 1 Page Joel Berg  
202-720-4623

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o Thorin-Civney



College of Public Programs  
Arizona State University

Facsimile Transmission

To: Joel Berg

Location: US Dept. of Agriculture

From: Joel Blumenthal

Location: ASU

Additional  
Comments:

I'll be at 542-5593 tomorrow

I need to send you the evaluation

piece & talk to Ron again about budget

Return  
Facsimile No.: (602) 965-9189

Please Direct All  
Voice Inquiries To: (602) 965-1034

Date: 3/10/94

Time: 4:30 a.m./p.m.

Number of pages sending (Including this cover sheet): 8

**To: Steve Mullin**

**From: Ronald C. Welford**

**Enclosed is information requested. Any questions, call me. I have concerns about CHA involvement. In my ten years of experience in Extension I have found CHA personnel to be uncooperative and having an inability to follow through. I deal directly with CHA residents and local advisory councils. I am willing to assist in training Ag School students and will be responsible for supervision at CES sites.**

of Human Services through the Cooperative Extension Service's Urban Gardening Program in Chicago.

These agencies will aid in obtaining commitment from land owners to improve the lots. Several potential sites have been identified and the final decision will depend on the characteristics and size of the sites.

#### Relationship to Other Activities

The community of Englewood has been a celebrated example of the plight of America's inner cities and has consequently been the target of many social programs aimed at the amelioration of these ills. Among these programs, several involve the University of Illinois Cooperative Extension Service. One of these programs in Englewood is Project Parallels, a three-pronged program focusing on family violence prevention, environmental violence and career exploitation. The program draws parallels between the violence people do at home to each other and how it affects others as well as how the violence done to our environment, such as water pollution, affects our society at large.

The proposed Englewood Environmental Protection Lot Reclamation Project has similar aims. In addition to its primary focus of alleviating the nonpoint sources of water pollution, this program hopes to instill in the program participants a sense of the repercussions which accompany violence, regardless of type. In a secondary sense, then, the program aims to help its participants recognize the sources of violence surrounding them. Through the initiative and confidence instilled by the program, the hope is that these teens can reclaim the other areas of neglect and abandonment in their lives, just as they have transformed the run-down lots into bountiful gardens.

#### Related NPS Management Program Initiative

Page 22 of the NPS Management Program emphasizes that education concerning the impact of NPS pollution on water resources is essential if progress in the reduction of this pollution is to be realized. The incorporation of this program into existing water quality efforts will introduce the participants to a variety of Best Management Practices and the use of watershed planning as a solution to the problems identified. Both of the above are identified in the NPS Management Program.

#### Scope of Work and Schedule

5c  
1. Program Staff and Student Selection

Beginning ~~April~~ <sup>May</sup> 1994, a program coordinator will be employed. In addition, students

(ages 16-21) will be selected and introduced to the program and the activities outlined for the next four months. ~~Four college student supervisors from the community will be selected and employed.~~

2. Lot Selection and Clean-Up

*in June - Corps members*  
Beginning ~~May 1~~, 1994, the ~~students~~ will work Saturdays to clean-up the lots. They will learn proper techniques for removing and disposing of pollutants from the lots, so as to insure their own safety and adherence to water safety standards.

3. Land Restoration

Beginning in June, at the conclusion of school, the students will design and plant their community gardens. Additionally, they will recruit volunteers from their neighborhood to assist with the project and become "community gardeners." In July and August, the students will learn proper techniques for the maintenance of the garden plots. This instruction will be accompanied by educational field trips and programs focusing on water quality. Opportunities for careers in water quality and public service will be explored, and the students will conduct various research projects on water quality, water safety, and environmental violence.

4. Fall Clean-Up

In September and after the first frost, the students will clean-up the garden plots and prepare the ground for winter. Because school will be back in session, this will be a Saturday only activity. ~~From October, through March, 1995, students will have the opportunity to meet bi-weekly to make plans for the upcoming year and conduct peer tracking and community outreach.~~

5. Documentation of Restoration Activities

Photographs and slides will be taken before, during, and at the end of the project. Students will be asked to make presentations to various community groups to report their accomplishments and activities. A 10 minute video giving an overview of the program and its accomplishments will be produced and completed by March 1996.

A recent feature in the Washington Post describes the Chicago High School for Agricultural Sciences as "a rare and remarkable success story in one of the nation's most troubled public school systems." According to the article, last year's graduation rate of almost 90 percent was far above the city average, and graduating seniors won a total of \$1.4 million in college scholarships.

In its January 5, 1994, edition, the Chicago Tribune editorializes that the school "is a notable success, one of the precious few among Chicago public high schools." Claiming the school's program has captured the financial and moral support of the Chicago Board of Trade and other businesses, the editorial calls the curriculum "innovative" and the spirit of the staff and students "exhilarating."