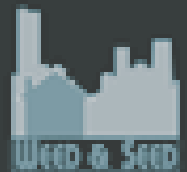


Community Capacity Development Office

Weed and Seed Implementation Manual



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Weed and Seed Implementation Manual



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Introduction

This manual is intended to be an easy-to-read guide for communities attempting to implement a Weed and Seed strategy. It must be provided to each new site that is Officially Recognized or funded by the Community Capacity Development Office (CCDO). This manual is not intended to mandate that everything it discusses must be included in every Weed and Seed site. Rather, it offers the ideal toward which sites should strive.

This manual is a tool that has been updated by the CCDO Technical Assistance Division to offer direction and support to your efforts. Use it to enhance your efforts as you initiate new activities.

Chapter I. Weed and Seed

Overview

Violent crime in many American communities remains unacceptably high despite the significant accomplishments in crime reduction that have been made through several new initiatives of the U.S. Department of Justice (DOJ). Weed and Seed is an outstanding example of one of these innovative approaches to crime reduction.

In 1991, DOJ established Operation Weed and Seed as a community-based, multiagency approach to addressing violent crime, gang activity, drug use, and drug trafficking in communities that were hardest hit by violence and eroding social and economic stability. Weed and Seed is designed to reduce the impact of violent crime on communities; provide prevention, intervention, and treatment services for substance abuse and other social problems; and revitalize communities through improved housing and economic development.

Weed and Seed is a comprehensive strategy—not simply a program—to assist communities in bringing people and resources together to prevent and control crime and improve the overall quality of life. The Weed and Seed strategy stresses collaboration, coordination, and community participation. This approach gives communities experiencing high crime and social and economic decay a comprehensive structure, critical planning tools, and access to a national network focused on crime prevention, citizen safety, and neighborhood revitalization. The initiative allows communities using the Weed and Seed strategy to develop and undertake efforts tailored uniquely to the issues, needs, and concerns of each neighborhood.

Operation Weed and Seed began in three pilot sites in 1991; since that time, it has spread quickly to designated high-crime areas throughout the nation. By early 2005, more than 300 communities had become Weed and Seed sites.

Weed and Seed is managed and administered at the national level through the Community Capacity Development Office (CCDO), a program office within DOJ's Office of Justice Programs. CCDO provides various services, technical assistance, training programs, and resources to support local Weed and Seed strategies. CCDO developed this manual to assist new and existing Weed and Seed sites with creating and implementing Weed and Seed strategies. Contact CCDO directly at 202-616-1152 for additional information on any of the issues discussed in this manual.

Vision

The Weed and Seed strategy is based on a two-pronged approach:

1. Law enforcement agencies and criminal justice officials cooperate with local residents to **“weed out”** criminal activity in the designated area.
2. Social service providers and economic revitalization efforts are introduced to **“seed”** the area, ensuring long-term positive change and a higher quality of life for residents.

The Weed and Seed strategy recognizes the importance of coordinating federal, state, local, and tribal offices; law enforcement agencies; and criminal justice initiatives with social service providers and private-sector and community efforts to maximize the impact of existing

programs and resources and identify and fill in gaps in services.

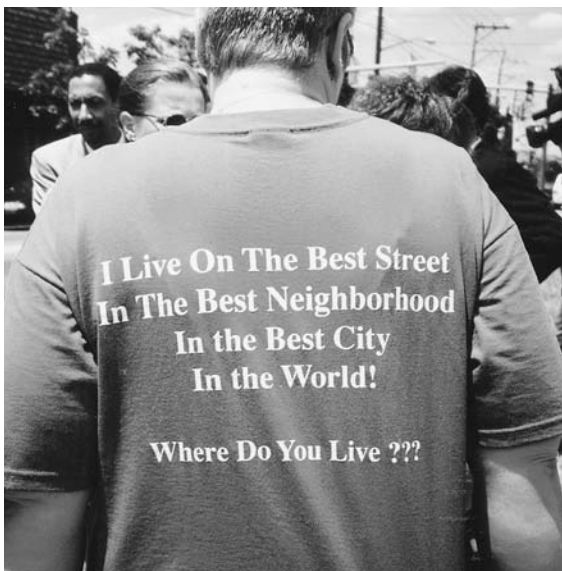
It also recognizes the importance of community participation. Community residents must be centrally involved and empowered to assist in solving problems in their neighborhoods. In addition, the private sector is a pivotal partner in the Weed and Seed strategy.

Goals and Objectives

The purpose of Weed and Seed is to reduce violent and drug-related crime in designated high-crime communities throughout the nation. A comprehensive approach is used to reduce and prevent crime and improve residents' overall quality of life. As a result, law-abiding citizens are able to live, work, and raise their families in a safer and more prosperous environment.

The primary objectives at each Weed and Seed site are to—

- Develop a comprehensive community-based strategy to control and prevent violent crime, gang activity, drug trafficking, and drug-related crime.
- Coordinate existing and new government and private-sector initiatives, criminal justice



efforts, and human services and concentrate those resources in designated neighborhoods to maximize their impact.

- Mobilize community residents to assist law enforcement in identifying and removing violent offenders and drug traffickers from their neighborhoods, assist human service agencies in identifying and responding to social service needs, and participate more fully in community planning and decisionmaking processes.

Four Components

The Weed and Seed strategy is a multilevel strategic plan that includes four basic components.

Law Enforcement

The law enforcement component is designed to weed out crime and violence, particularly violent crime, gang activity, drug trafficking, and drug-related crime. Efforts are directed mainly at identifying, apprehending, and prosecuting the most serious and visible criminals in the designated area. Reducing both crime and citizen fear returns hope to residents living in distressed neighborhoods and sets the stage for community revitalization.

In most Weed and Seed sites, crime suppression activities are undertaken by joint task forces that represent a collaboration of law enforcement agencies from all levels of government, including tribal governments, and benefit from the various resources each agency brings to the effort. Suppression activities include repeat-offender programs, gun abatement, targeted patrols, intensified drug investigations, and targeted prosecutions. Other law enforcement tactics involve various aspects of the criminal justice system, such as community courts, victim-witness protection and services, and offender reentry programs.

Community Policing

Community policing supports intensive law enforcement operations and serves as a bridge to the seeding components of Weed and Seed. Community policing embraces two key concepts: community engagement and problem solving. Under this model of policing, officers establish an ongoing dialog with community residents to solve crime problems through a systematic process that addresses the underlying causes of crime. Community policing strategies foster a sense of responsibility within the community for solving crime problems, focus on increasing police visibility, and develop cooperative relationships between police officers and residents. Examples of community policing activities include foot and bicycle patrols, police mini-stations, victim referrals to support services, nuisance abatement programs, and police athletic leagues.

Community mobilization is also important in community policing activities. Programs that encourage community participation and help prevent crime include neighborhood watches, citizen marches and rallies, prayer services, drug-free zones, and graffiti removal. Chapter 7 provides more detail on community mobilization.

Prevention, Intervention, and Treatment

The prevention, intervention, and treatment component of the Weed and Seed strategy focuses on neighborhood efforts to enhance protective factors while reducing risks, thus promoting wholesome behavior that can lead to good health, well-being, and personal success.

- Risk factors such as economic deprivation, family management problems, and early academic failure increase the likelihood that a child will develop health and behavior problems in adolescence.

- Protective factors such as positive individual characteristics, bonding, healthy beliefs, and clear standards set by parents and society reduce the impact of risk factors on children.

The prevention, intervention, and treatment component concentrates an array of human services on the designated community to create an environment in which crime and violence cannot thrive. Links among law enforcement and social service agencies, the private sector, and the community must be strengthened to improve the overall quality of services to residents.

Safe Havens are important elements of the prevention, intervention, and treatment component. They provide a mechanism for organizing and delivering an array of youth- and adult-oriented services in a multiservice setting such as a school or community center. All Weed and Seed sites are encouraged to have at least one Safe Haven. Activities conducted in Safe Haven programs include community-based services such as childcare, after-school programs, tutoring, recreation, parenting courses, drug prevention programs, substance abuse treatment, mental health services, family counseling, and medical care.

Neighborhood Restoration

The fourth component of Weed and Seed focuses on improving and revitalizing the economic and social conditions of the designated communities through neighborhood restoration strategies. Expanding the economic vitality of a community helps to keep crime and disorder from thriving. As with the other Weed and Seed components, neighborhood restoration can be achieved only by coordinating federal, state, local, tribal, and private-sector resources. Strategies focus on economic development, employment opportunities for residents, and improvements to the housing stock and physical environment of the neighborhood.

Fundamental Principles

Four fundamental principles set Weed and Seed apart from traditional approaches and are key to the success of the strategy at the community level.

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● **Collaboration.** Government departments at the federal, state, local, and tribal levels; social service agencies; community organizations; the private sector; and residents play important roles in community safety. Each has a responsibility to the community and a stake in its future. Weed and Seed requires communities to establish a collaborative process to capitalize on the full potential that the systematic interaction of stakeholders can provide. Collaboration leads to permanent channels of communication among stakeholders, partnerships among organizations with similar goals, and a strategic approach to effective crime prevention and restoration. Furthermore, such efforts encourage innovation, help build broad support for the Weed and Seed strategy, and bring about significant pressure that may lead to the acquisition of additional resources.



● **Coordination.** The number of government agencies and community organizations that provide services to citizens is breathtaking. Stakeholders are probably not aware of the many service providers in the area, the goals and objectives of each organization, and whether there are overlapping and duplicative services. Weed and Seed helps bring together the officials who represent these organizations and assists in coordinating their activities. This enables the Weed and Seed Steering Committee¹ to concentrate resources in designated neighborhoods, better match services with community needs, eliminate overlap and duplication, and get the maximum benefit from existing services and programs. Both vertical coordination (across disciplines such as law enforcement, social services, and economic development) and horizontal coordination (across levels of government) are critical to the Weed and Seed strategy.

● **Community mobilization.** Communities empowered to solve their own problems function more effectively than communities that depend on services provided by outsiders. This is true for property owners who take better care of homes than renters and for workers who own part of the company and are more committed than those who simply collect a paycheck. Therefore, it follows that initiatives that empower communities to help themselves, involve residents in decisionmaking processes, and encourage broad citizen involvement will be more effective than those that simply provide services to clients.

● **Leveraging resources.** CCDO disseminates funding to local sites in support of their Weed and Seed strategies. These funds are

¹ When working with Indian tribes, the Weed and Seed Steering Committee will have numerous members and may increase to beyond 25 to 30 members. Tribal representatives from the tribe's governing body, law enforcement, court, social services, and other tribal entities will be involved.

limited, however, and they support Weed and Seed activities nationwide. This level of funding cannot provide the entire amount of resources required to transform and revitalize a neighborhood that is experiencing high crime and social and economic decay. Therefore, the Weed and Seed strategy is an opportunity for communities to leverage available resources (e.g., funding and organizational structures) that will enable them to tap into additional funding streams and receive in-kind resources from federal, state, local, and tribal agencies; foundations; corporations; and other organizations. Weed and Seed sites are well placed to capitalize on numerous funding sources in both the public and private sectors. In fact, they are expected to leverage all available resources to fully fund their strategies for law enforcement, crime prevention, and neighborhood revitalization.

Developing the Strategy

The process for developing a Weed and Seed strategy requires a significant commitment from the community to engage in strategic planning, collaborate with key stakeholders, and coordinate programs and services. Strategic planning involves a specific process that will help the community identify a future vision, manage change, and create the best possible future for residents. The end result of the process is a multiyear detailed plan for community action and change.

The basic characteristics of the strategic planning process are—

- A focused process that concentrates on selected issues.
- Explicit consideration of resource availability.
- Assessment of community problems and needs.

- An action orientation, with a strong emphasis on practical results.
- An emphasis on innovative approaches to problem solving.

Users of this manual should remember that working through the planning steps is not a neat, consecutive process. Work on more than one step typically occurs simultaneously. For example, selection of the Steering Committee may proceed while a community survey is administered in the designated Weed and Seed area. The information in this manual should be viewed in terms of each community's context, character, and environment.

There are five basic planning stages involved in developing the Weed and Seed strategy. Although the strategic plans vary from jurisdiction to jurisdiction, the planning stages are common across all Weed and Seed sites:

Stage 1: Organize and convene a Weed and Seed Steering Committee.

Stage 2: Select or confirm the designated area.

Stage 3: Conduct a community needs assessment of the area.

Stage 4: Select priorities for addressing community problems and unmet needs.

Stage 5: Identify goals, objectives, and major tasks.

Stage 6: Develop an implementation plan.

Chapter 2. Organizing the Steering Committee

Overview

This chapter is designed to assist with organizing a Steering Committee that will meet the needs of the community and maximize the chance that the site's strategy will succeed. A step-by-step process for organizing the Steering Committee is presented, starting with a well-functioning and successful Steering Committee. The extent to which these steps are implemented will depend on the environment in which the site is operating. Circumstances will vary from jurisdiction to jurisdiction; each site will need to take the path most suitable for it.

Weed and Seed is a collaborative effort among organizations and individuals who care about the designated community. This collaboration is reflected in the Steering Committee, which provides a structure for building a commitment to Weed and Seed, identifying areas of greatest community need, coordinating programs and services for local residents, and ensuring that everyone involved is working toward the same goals.

Diverse Representation

The membership of the Steering Committee should be diverse, reflecting all segments of the community. Individuals from four key stakeholder groups must be included: the U.S. Attorney's Office, residents of the designated Weed and Seed area, city or county government, and local law enforcement. Additional committee members may include representatives of the district attorney and public defender offices;

federal, state, and tribal law enforcement agencies; social service agencies; housing organizations; park and recreation departments; employment agencies; schools; nonprofit and community organizations; faith-based institutions; foundations; and small businesses and corporations.

Community participation, a key principle of Weed and Seed, is reflected in the composition of the Steering Committee. The residents who serve on the Steering Committee play an important role in decisionmaking. They are grassroots representatives, unlike government employees and elected officials who may serve in official capacities.

Steering Committee members bring several qualities and skills to the Weed and Seed effort, including leadership, guidance, vision, direction, and management. Members also serve in positions of authority within the organizations they represent (e.g., managers in government agencies, community or tribal leaders, nonprofit directors). This level of authority enables them to commit and deliver resources that are required to effect real change in the designated area. These resources may be in the form of financial resources, staff support, volunteer help, and in-kind services.

The Steering Committee is the highest governing authority within the organizational structure of the Weed and Seed initiative. Other parts of the structure include subcommittees for the various component areas and stakeholders from local programs that complement and expand the site's mission, goals, and objectives. A coordinator and additional staff will be necessary to support the work.

Initially, the Steering Committee meets at least monthly to develop a vision for the designated area, oversee development of the site's strategy, and establish a structural framework for operation. Hiring a full-time coordinator and adopting policies and procedures are among other important responsibilities for the Steering Committee in the first year.

As the process moves to implementing the strategy, the Steering Committee begins to focus on key areas of operational responsibility such as coordinating subcommittee activities, approving changes to the strategic plan, monitoring progress on goals and objectives, and providing leadership and advocacy for the Weed and Seed strategy. The day-to-day operational issues and concerns are addressed by the subcommittees within the four component areas: law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration.

U.S. Attorneys play a central role in Weed and Seed—particularly in the organization of the Steering Committee. This involvement stems from their leadership role in coordinating federal, state, local, and tribal law enforcement efforts; their role within their districts as the local representative for the U.S. Department of Justice; and their involvement in community issues and affairs.

Role of the U.S. Attorney

U.S. Attorneys are involved in several ways in the early planning stages of Weed and Seed. First, the U.S. Attorney should meet with community leaders to discuss Weed and Seed, explain its strengths, and gain a commitment to the concept. Second, the U.S. Attorney can help create a core group of local officials to start the planning process, approve selection of the designated Weed and Seed area, and identify potential Steering Committee members. Third,

he or she must be a member of the Steering Committee.

A Weed and Seed initiative can be established in various ways. In some cases, local officials such as the mayor, tribal president, police chief, and city/tribal council members may start the process. In other cases, community leaders may want to bring Weed and Seed to a distressed neighborhood with particular needs. Regardless of how the process is initiated, discussions at the local level should include the U.S. Attorney, who can contact CCDO and take the first steps to organize the Steering Committee locally.

Implementation Process

Step 1: Meet With Local Officials and Community Leaders To Determine Their Commitment to Weed and Seed

It is vital to get support upfront from key local officials such as the mayor, tribal president, police chief, city/tribal council members, county executive, and the district attorney. The U.S. Attorney is in a good position to meet with these officials and hold initial discussions about Weed and Seed. The results of these discussions are important because they establish the direction, character, and framework for the entire initiative. The interest and support of neighborhood residents also must be gained. It is their



community, and they will be there after others have moved on to other projects. The following important issues must be emphasized:

- Weed and Seed requires coordinated efforts to revitalize high-crime and economically deprived communities. The locality should be willing to commit publicly to promoting the success of this complex undertaking.
- Selection of a specific community may mean that funds will be diverted from other sections of the area. Consequently, the mayor or other top official must set priorities for the allocation of resources according to the level of the problems identified throughout the area—a process that has political risks.
- Weed and Seed requires coordination among federal, state, local, and tribal law enforcement efforts. An atmosphere of cooperation and trust among these groups must exist if the initiative is going to operate successfully.
- The city or Indian tribe must be willing to redirect or redeploy existing resources to assist law enforcement and restoration efforts in the designated community. This will require city or tribal departments to evaluate current plans, examine available resources, and revise operations.
- Community policing must be implemented in the designated area. Weed and Seed may augment current community policing efforts.
- Successful coordination and management of the Weed and Seed strategy require continuing staff resources.

Role of the Grant Recipient

There are several models for managing these resources and administering grants. Weed and Seed can be administered by the local government or Indian tribe (as defined in 42 U.S.C. §

450b(e)), the local police department, or a local nonprofit agency. Whichever model is chosen, the person in charge (e.g., the mayor, tribal president/tribal council, police chief, nonprofit executive) must commit the resources of a staff person who is able to coordinate the activities of multiple agencies and who understands the processes associated with community restoration. If Weed and Seed funding is obtained, a portion of those funds can be used to support this staff person.

In all cases, the entity that administers the funding must understand its role as the fiscal agent for the Weed and Seed Steering Committee—not as the decisionmaking body.

These initial discussions should result in general agreement about the program's overall scope, the extent of the locality's commitment of resources, and the general membership and timing of the Steering Committee's formation. These and similar issues must be addressed in this initial stage of organizing the Steering Committee. The preliminary discussions should lead to agreements that frame the context, scope, foundation, and timelines on which the Weed and Seed strategy is implemented.

Step 2: Create a Core Group of Individuals To Provide Leadership

A core group of local officials and community representatives can be assembled to begin the planning process for Weed and Seed. This group most often will evolve into the Steering Committee, adding members as needs are identified. Involving too many individuals in the initial Weed and Seed planning may slow down the work process instead of assisting it; therefore, it may be advisable to begin with a small group and expand. However, the people involved at each step should be selected for their skills and ability to complete a specific task rather than for the prestige of their position.

Once again, the U.S. Attorney is uniquely positioned to form such a group and provide the leadership to accomplish its tasks. The U.S. Attorney may initially convene the core group. Each participant should agree to help develop and implement the Weed and Seed strategy and should be considered a founder of and future participant in the business of the Steering Committee.

The core group should hold public meetings and attend meetings of existing community organizations in the designated neighborhood to fully explain Weed and Seed and attain grassroots support. This is best accomplished by including key community residents at the start of the planning process. Without their support, Weed and Seed will not succeed.

It is also the responsibility of the Steering Committee to conduct an initial needs assessment of the designated site to gather data on which to base the development of the strategy. This process will provide a common starting point for the newly formed Steering Committee.

Step 3: Select the Stakeholder Organizations and Individuals To Participate on the Steering Committee

Steering Committee representatives should be able to provide resources that do not require funding. As stated earlier, representatives should be high-level managers so that decisions and commitments can be made at Steering Committee meetings. This qualification raises the issue of attendance at meetings. Representatives should commit to attending Steering Committee meetings—not sending alternates (alternates can impede decisionmaking). These two issues mean that the need to have executive-level officials (e.g., mayor, tribal president, police chief, school superintendent) on the Steering Committee must be balanced with the need to have

active members (e.g., residents and representatives of community-based organizations, tribal councils, and mid-level managers with direct authority over the designated area) who will attend meetings regularly and be knowledgeable about the designated area. This is a local decision that must be settled in the beginning of the Weed and Seed site operation.

Committee size

Size is also a local decision. Some Weed and Seed sites have a Steering Committee with 18 members; some have as many as 30. A total of 20–25 members is typical for a well-functioning Steering Committee. Although the committee must be inclusive, this requirement must be balanced with the fact that having a larger group may result in poor attendance at meetings and the inability to make decisions. Additional individuals can be included in planning and decisionmaking through the subcommittee structure.

Resident representatives

No set number of residents is required for the Steering Committee. However, citizen participation is a key premise of Weed and Seed, and residents must feel they have a voice on the Steering Committee and a substantial role in decisionmaking. Representation on the Steering Committee is one of the primary means for residents to be involved in policymaking and decisionmaking.

Another consideration is that residents serving on the Steering Committee should be grassroots representatives and not individuals serving in official capacities (e.g., government employees, tribal council members, legislators). If a resident who is serving in an official capacity is included, that individual should be identified as a representative of the organization for which he or she works rather than as a resident representative.

Chairperson

The chairperson of the Steering Committee should be an effective, well-respected community leader. Some sites have cochair: one from the U.S. Attorney's Office and one from the community. The exact arrangement is a local decision and should respond to the community's needs and wishes. The most important considerations are the leadership qualities of the individuals and their levels of commitment. The chair and cochair should be individuals who can effectively lead, inspire, and motivate everyone involved.

Step 4: Determine the Roles and Responsibilities of the Steering Committee

The core group should develop at least a rough sketch of the roles and responsibilities of the Steering Committee. This information will be important during the selection process and when asking the selected individuals to serve on the Steering Committee. Once the Steering Committee is formed, members should revisit and finalize roles and responsibilities.

It should be clear from the outset that Steering Committee members are responsible for more than strategic planning, policy, and management—they must ensure that the organization they represent commits resources to the Weed and Seed

effort. These commitments may take the form of an agency reprogramming staff to provide services in the designated area or a community organization providing resident volunteers for Safe Haven activities. Whatever the commitments, they should be formally identified in a written memorandum of agreement so that each committee member is aware of them and followthrough can be monitored.

The initial responsibilities of Steering Committee members should differ from their permanent responsibilities during implementation of local strategies, programs, and activities. In the beginning, the committee will oversee development of the Weed and Seed strategy, focusing on vision development, needs assessment, goal setting, and the creation of subcommittees and workgroups.

Once the Weed and Seed strategy is developed and implementation is underway, the roles and responsibilities of the Steering Committee will focus on policy, management, and advocacy. More specifically, the roles and responsibilities should include—

- Oversight and management of goals and objectives.
- Guidance on and resolution of implementation issues.
- Coordination of subcommittee activities.
- Development and integration of weeding and seeding policies.
- Approval of changes to the strategic plan.
- Approval of grant applications and adjustments.
- Approval of the hiring and management of the coordinator and other staff.



- Monitoring of progress on the evaluation and the effectiveness of the Weed and Seed strategy.
- Provision of leadership and advocacy for the Weed and Seed strategy.

Step 5: Develop Decisionmaking Processes To Govern the Weed and Seed Initiative

Steering Committee members should define the decisionmaking processes that will enable them to govern Weed and Seed effectively. The committee should develop a set of written policies and procedures to address questions, such as how often will the Steering Committee meet? How will meeting agendas be established? Will decisions be made through consensus or majority rule? How and when will voting occur? In addition, policies and procedures will require regular updates and modification.

Step 6: Determine Initial Tasks of the Steering Committee

The first major task of the Steering Committee is to develop and oversee the Weed and Seed strategy. The committee must undergo a systematic process for developing a multiyear strategic plan (which should cover at least 3–5 years). This process requires the Steering Committee to develop a future vision of the community, conduct an indepth needs assessment, establish priorities, develop goals and objectives, and create an implementation plan.

These are large responsibilities, which make it clear that Steering Committee members must be well informed about local issues and must also exhibit strong support and commitment for Weed and Seed.

Weed and Seed Strategy Organization Chart

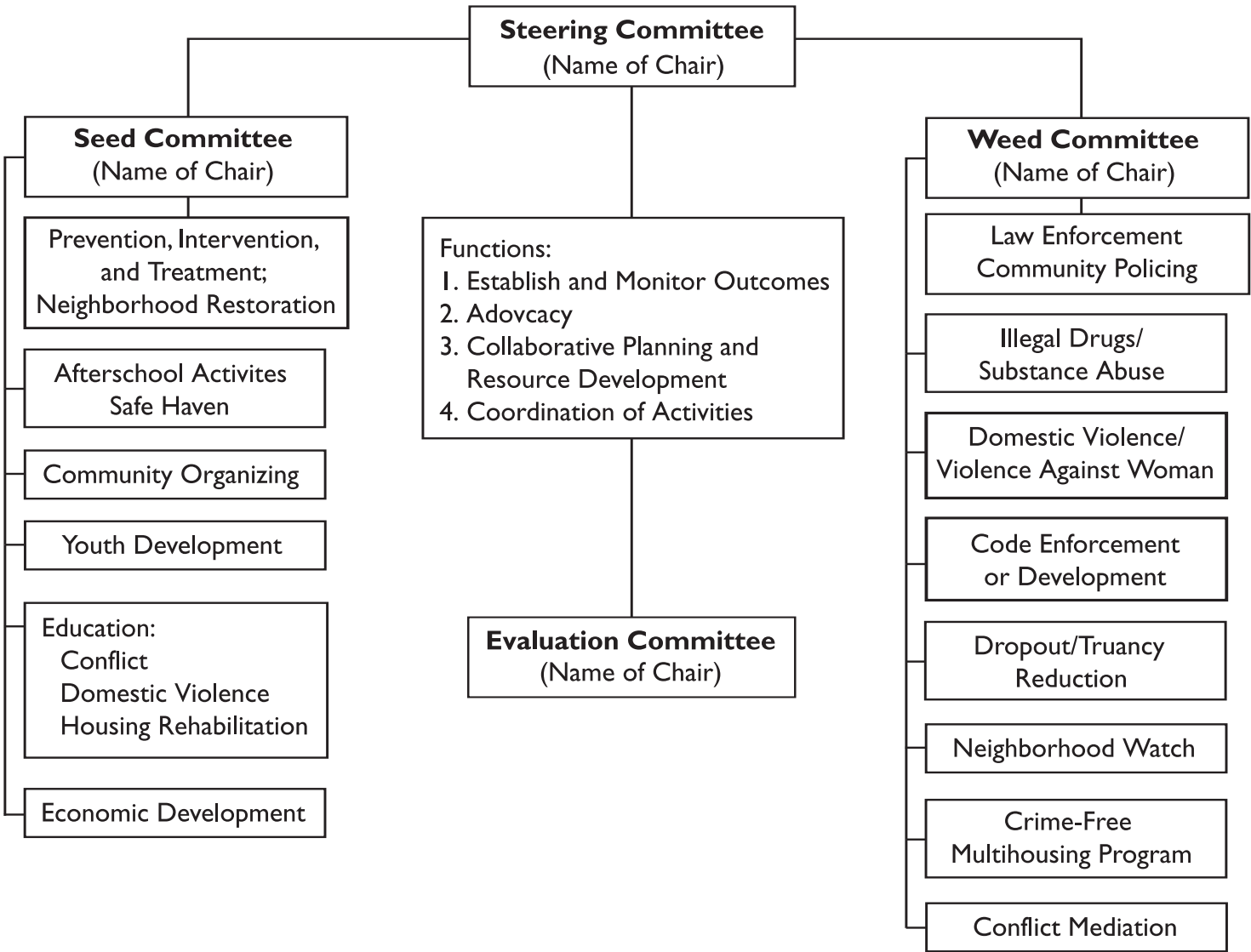


Exhibit 2–3. Weed and Seed Strategy Development Tool

Definitions

Here are some definitions that can help Weed and Seed Steering Committees in formulating strategies for the Official Recognition (OR) application:

1. A **strategy** is a pattern of purposes, policies, programs, decisions, actions, and resource allocations that defines what an organization is, what it does, and why it does it.
2. **Critical issues** are areas of fundamental change affecting the Weed and Seed Steering Committee's mandates, programs or services, management, and structure.

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Instructions

Based on the information collected from the community needs assessment component of the OR application, you should be able to take the general list of critical priorities identified by the community and incorporate them into strategic issues to be addressed by Weed and Seed. A strategic issue should be one in which Weed and Seed's partners can collectively do something that results in a positive outcome. Once you identify some critical priorities that may correspond to law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration, you need to ask yourselves,

- Why is this an issue?
- How is it related to Weed and Seed's mission, mandates, programs and services, internal strengths and weaknesses, or external opportunities or threats?
- What are the consequences for not addressing this issue?

What Are the Critical Priorities Affecting the Community?

Remember, they must correspond to the issues/needs identified in the community needs assessment section of the OR applications.

- | | |
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| 2. | 7. |
| 3. | 8. |
| 4. | 9. |
| 5. | 10. |

Opportunity/Challenge Identification Exercise

Given the critical priorities/issues identified by the Steering Committee, address each of these priorities/issues by responding to the following questions as a team. Please have someone from your team record your answers. Also note that the **last question** is extremely important, as you must work to formulate a **goal** in addressing this issue. **This worksheet must be completed for each priority/issue identified under each of the four components.**

What is the critical priority or issue? Record it here.

- How does this issue relate to Weed and Seed's mission, internal strengths and weaknesses, or external opportunities and threats?

(continued)

Exhibit 2–3. Weed and Seed Strategy Development Tool (continued)

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- Strengths—What are Weed and Seed's current strengths in responding to this issue? *Consider the contributions of each partner.*

- Weaknesses—What are Weed and Seed's current weaknesses in responding to this issue? *Consider the contributions of each partner and the quality of the relationships.*

- Opportunities—What are some opportunities that Weed and Seed can pursue in addressing this issue? *What are some programs or services currently being offered by the partners?*

- Threats—What are some threats that Weed and Seed should be aware of in responding to this issue?

- What are the consequences of not addressing this issue?

- **What should be our goal in addressing this issue?** *What do you want to change/improve in the community?*

Strategy/Implementation Plan Development Exercise

In order to develop strategies for each of the four components of Weed and Seed, this exercise is designed to help you collectively address key factors in implementing these strategies. These factors draw from the previous exercise and include identifying the issues and working through the various steps in formulating goals, action steps, and timelines associated with the implementation of the overall strategies.

Please work in a team to address the following questions:

- What is the issue? Record from previous exercise.

Exhibit 2–3. Weed and Seed Strategy Development Tool (continued)

- What goals were identified to be achieved in addressing this issue? Record from previous exercise.

- What are practical solutions we might pursue to address this issue and achieve our goal? *Is there an organization that is currently offering a solution that could be leveraged?*

- What are some barriers to realizing these practical solutions? *No organization responding to issue? Lack of financial resources? No expertise represented on the Steering Committee?*

- What major initiatives or actions might we propose to achieve these practical solutions directly or indirectly through overcoming these barriers?

- How much time will be required to completely implement this strategy?

- Who will be the lead for this strategy and what partners will also be involved in the implementation of this strategy?

- How will you measure the success of the strategy?

Exhibit 2–4. Weed and Seed Steering Committee Survey

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1. What role/position do you have within the Steering Committee? _____

2. How long have you been in this role/position?

- Less than 1 month 6 months–1 year 1–2 years 2+ years

3. What do you believe are your primary responsibilities as a Steering Committee member?

4. What positions do you hold *outside* of the Steering Committee?

5. Do you have a firm understanding of Weed and Seed? Yes No

6. What personal strengths do you bring to the Weed and Seed Steering Committee?

7. What strengths does your organization bring to the Steering Committee?

8. What are some of the weaknesses you feel that you bring to the Steering Committee?

Exhibit 2–4. Weed and Seed Steering Committee Survey (continued)

9. Given your understanding of the Steering Committee's purpose and responsibility, how would you complete the following sentence? The Steering Committee should

Start:

Continue:

Stop:

10. In general, what issues do you think the Steering Committee needs to address immediately?

11. What should the Steering Committee strive to achieve during scheduled meetings?

12. Are there any issues that are nonnegotiable (not open for discussion)?

Chapter 3. Selecting Sites for Weed and Seed Implementation

Overview

This chapter focuses on the process of selecting and designating a community as a Weed and Seed site. The designation of a community is a critical element in defining the future success of the initiative's implementation. Several components of the selection process should also be carefully considered early in the development phase of the site.

Some basic steps should be considered in the beginning phase of the community selection process. The focus of Weed and Seed is to assist neighborhoods or tribal communities that are experiencing criminal activity as well as economic and social challenges. The ability to clearly identify these economic, social, and criminal justice challenges will also contribute to the development of the overall strategies used to address these challenges. The information collected and analyzed during this phase will play an important role in the development of community-specific strategies for implementation.

Geography of the Site

Weed and Seed sites range from a few square blocks to several miles. There is no hard-and-fast rule about the geographic size of a site. A site's selection should be based instead on its local needs and resources and should be made by those who are familiar with the area and committed to positive change. Site selection should include representatives from multiple sources—not just local government and law enforcement, but also local residents.

Population of the Site

The population in Weed and Seed sites ranges from 3,000 to 50,000, with urban areas having larger numbers mostly where the population is denser. A population range from 10,000 to 20,000 may be most common; however, successful sites have had both small and large numbers of residents. Other variables that have a profound impact on the functioning of a Weed and Seed site also should be included in the site selection process.

In addition to the objective analysis of geography and population, numerous important data should be included in discussions about designating an area for Weed and Seed. By collecting and analyzing these data, the Steering Committee will be able to make the best decision about the site designation. The following list explains some of the data that will be useful in this phase of development.

Crime Data

The local police department can provide the Steering Committee with dependable crime statistics and other information on the types and frequency of crimes committed in the area. These data will also permit analysis and comparison with prior years and with other parts of the local jurisdiction. Comparison data for the surrounding city, county, or other designated area will be required. Crime data are a vital component in determining the needs of the community relative to Weed and Seed. The data accessed should focus on the removal of chronic and violent street criminals from the designated

high-crime area. The data should consist primarily of crime suppression activities designed to identify, apprehend, and incapacitate violent street crime.

School Data

Schools can provide information on the number of school-age children in the designated area. The schools can also provide vital information about dropout rates, truancy, violence, and the number of students eligible for subsidized meals. Creating a positive relationship with the schools can provide collateral benefits to the Weed and Seed strategy such as developing programs for youth and perhaps even establishing a Safe Haven in a school building.

Social Service Data

Information on welfare, public housing, and other forms of public assistance should be used to select the designated community. The Census Bureau documents most of this information, as do various agencies within the city, county, tribal or other locality. If the area to be considered extends into the county's or another area's jurisdiction, that jurisdiction may have additional data. Connecting with county or other jurisdictional officials may also help bring resources to the Weed and Seed effort.

Census Tract Data

All cities are divided into census tracts. Although most people do not know what tracts make up their community, this information is easy to find. The data collected by census tracts are useful because they contain important information about the area's demographics (facts and statistics by category) related to Weed and Seed. The census tracts, however, will not necessarily conform to community-defined boundaries. In fact, it is not uncommon for the tracts to be larger than the potential site. If the site is dramatically different from the census tract boundaries, it will be necessary to extrapolate the data for the Weed and Seed site.

Resident Input Data

Data gathered from residents, local businesses, and other community leaders will help to complete the information-gathering phase about the points of concern in the designated area. The people who live and work in the community will have firsthand knowledge of problems that are not always reflected in the objective data available from external sources. This information can add an entirely different and vital perspective.

Master Plan

Although the ultimate goal with Weed and Seed is to develop a local strategy that can be effectively implemented, this strategy will not be the first planning tool developed for the community. The Steering Committee should obtain a copy of the jurisdiction's master plan to find out what the jurisdiction's officials have drafted. Although there may be a small charge for a copy, this plan is important because it identifies the activities to be accomplished over a period of time. To the extent that the plan includes detailed activities for the potential site area, it is important to know what these plans are and how residents and other stakeholders will be affected.

Knowing the plans for specific areas can assist the Steering Committee in setting the sights for those communities that are slated to receive resources. These plans are helpful in understanding how the jurisdiction proposes to address a particular section's problems and justifies why one area is selected over another. This can help the Weed and Seed effort to leverage Community Development Block Grants (CDBGs) and other federal and nonfederal funding. In addition, it is recommended that activities be coordinated with the local planning office in developing the Weed and Seed strategy.

Selection of a Weed and Seed site entails the collection and analysis of information that highlights community conditions—not only the



stress and problems of a community, but also the level of readiness among its leaders and the willingness of stakeholders to commit the necessary resources to make a positive and long-lasting change in the neighborhood. It is as important to select a community that has signs of potential as it is to identify one that has challenges.

Indicators of Community Potential

Although numerous signs can indicate that a community is experiencing undue stress, they can also reveal its potential. Sometimes, the signs are not immediately visible. It may be necessary to identify and investigate them and to review the available data to help determine the area's potential. Some examples of "community potential" include the following.

Economic Potential

The designated area must have a distinct potential for economic revitalization. If commercial opportunities (shops, stores, or businesses) do not exist in the community, economic resources will be drained from it. Economic and community development on many Indian reservations, tribal communities, and Alaska Native villages may focus on development of enabling laws for

business transaction. In partnering with Indian tribes, basic questions may alert the Weed and Seed committee to excellent opportunities to build a life-long partnership between neighboring jurisdictions and develop other opportunities to raise the quality of life in the area.

Community Organizations

Community-based organizations and faith-based groups are a vital part of the lifeblood of the seeding initiatives in a community. Effective Weed and Seed strategies require the involvement of and collaboration with community organizations. Even the best conceived programs cannot function effectively without resident and community organization involvement.

Resident Capacity

Residents are the lifelines of communities. Traditional economic development efforts often limit the role and significance of residents; however, successful Weed and Seed strategies require resident involvement. Communities in which residents have already begun to organize themselves through neighborhood associations, resident councils, or other organized bodies are indicating a basic understanding of the residents' role as stakeholders in the revitalization of their community. Many residents have experience or expertise in one of the four components of Weed and Seed (law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration) that will be a valuable resource.

Selection of the designated area is one of the early steps in determining whether residents are interested in and supportive of Weed and Seed. The ability to mobilize residents to participate at different levels of the Weed and Seed process can set the direction of the initiative and help determine the success of a local strategy.

Through an investigative process, additional resources will be discovered that can be leveraged and stakeholders will be found who have a particular expertise that was not widely known. The possibilities are unlimited, but they often must be “discovered” even for people who are familiar with the area selected for Weed and Seed.

Community Selection Committee

A subcommittee of the Steering Committee may be assembled for the task of selecting the designated area. The key to success in this step is to include people who have useful knowledge as well as those who will be affected by the selection. This group should include residents,



² Gathering data from Indian tribes requires a formal letter of request to the tribal president or chief that outlines the request for data, how the data will be used, and how the data will benefit or disadvantage the tribe, and asks for a designated contact to follow up the request for information. Assistance to interpret tribal data is available through CCDO’s Indian country technical assistance experts.

businesses, law enforcement representatives, tribal or community organizations, and the U.S. Attorney’s Office. Other members can be added if they are deemed important to the process.

The data needed by this selection committee can be found in a variety of places. Usually the committee will need only to access it from agencies that have already done the work of identifying and collecting it. The police department, the city or other jurisdiction planning department, the tribal council, the public schools, the local United Way chapter, the chamber of commerce, the public library, and the public housing authority are all good resources for this information.² A local college or university can also be a useful repository of information and may be able to offer assistance in reviewing and analyzing the material.

Multiple advantages are gained from the site selection process. This process will not only ensure that the Steering Committee has the information it needs to develop the strategy, it will also provide some important contacts for collaboration and coordination in the community. The goal is to identify a site that has the greatest chance of success and one that has a clearly identified need for Weed and Seed.

Chapter 4. Assessing Resources and Needs

Overview

This chapter focuses on useful steps for conducting an assessment of the designated community. A neighborhood assessment, which is at the heart of the planning process for the Weed and Seed strategy, is used to identify the resources within the community. It also provides an ideal forum to broaden the engagement of residents by soliciting their ideas, concerns, and priorities relative to their vision for the community. This chapter is critical for both new and existing sites because conditions in communities change and revisions to current strategies will be necessary from time to time.

Assets and Needs

After selecting the site for Weed and Seed, the Steering Committee must oversee a comprehensive community assessment that focuses on identifying both assets and needs. Examples of community assets cover a wide range of services and physical structures; they include a list of resident-led organizations, an inventory of housing stock, identification of social service programs, and a description of the business community and government satellite offices. In fact, an asset can be any resource that is making or has the potential to make a positive impact on the community. A key benefit in conducting an assessment is to ensure that Steering Committee members are operating from a common base of information about the conditions of and activities in the area. It also serves as a baseline of information for helping to reallocate critical resources.

Although several assessment models exist in community development literature, each Weed and Seed site has the ability to develop some creative tools that will help in gathering critical information for analysis. Not everyone on the Steering Committee is expected to become a researcher or an analyst; however, everyone is expected to have some role in identifying, collecting, and analyzing the information to provide a clear picture of the conditions to be addressed. A community assessment that involves residents and other area stakeholders who may not have worked together before provides a strong bridge-building tool.

Historically, community assessments focused on data collected from the census or other government sources and on the problems affecting an area. These reports often created a perception that no viable resources existed within a distressed community. However, all communities have some assets. Although the number of assets in a distressed area may be fewer than those in other areas, these assets do exist, and it is important to identify them before planning the local strategy.

Some assets that may be recognized by community residents do not appear on official lists or reports. An example of an asset might be a group of former gang members now helping young children to avoid involvement with gangs. Traditional assessment processes would probably not identify this group as an asset, which is why resident input during the design of the assessment process is vital. Senior residents who know the neighborhood's history are

another asset a traditional assessment might miss. Seniors are an important asset because they can contribute ideas about resources. In addition, their input is essential when developing goals for the community policing component of the Weed and Seed strategy.

Although the importance of site selection cannot be overemphasized, community assessment is also of great importance. The selection of a neighborhood should be considered a major investment in its people and physical structures. A main consideration in any investment is the return on investment: what will be realized as a result of the investment. The same thinking should apply to the assessment process. However, in some communities, not all of the required entities will be present. In tribal communities, for example, businesses may not exist on the reservation. Alternative efforts may be necessary, such as development of the legal and environmental infrastructures.

One of the challenges in forming a new Weed and Seed site is finding the time to conduct a thorough community assessment. It may be prudent to use previously prepared reports secured from other organizations. Often, the city, county, township, and/or tribal government or community groups have conducted some type of community assessment for other



purposes. Recognizing the time constraints of Steering Committee members, it may be advisable to use an assessment conducted within the past 2 years as a basis for the Weed and Seed instrument and to determine which areas need additional analysis to complete the overall Weed and Seed community assessment.

The following steps can provide a guide for conducting a community assessment.

Implementation Process

Step 1: Assemble the Team To Conduct the Assessment

Once the decision has been made to use a previously conducted assessment or begin anew, it is time to assemble the assessment team. An effective strategy in conducting the community assessment is to involve residents, both young and old, in the data collection process. This mix of team members ensures diversity in the information collected. It may also be the first time many residents have been engaged in a process that seeks their ideas and concerns in helping to build a strong and viable community. This level of participation will serve as a foundation for Weed and Seed as the overall strategies unfold in the community.

The Steering Committee may decide to operate as the assessment team or may think it wiser to create a team of individuals that would include representatives from the Steering Committee and other groups or residents who may ultimately serve on one of the subcommittees. It may also be useful to seek expertise from a local educational institution to help provide the framework for the assessment process.

Step 2: Determine the Type of Information To Be Collected

Before beginning to collect data, determine what type of information is needed and how it will be

used. The purpose of an assessment process is to identify both the community issues and the resources available to resolve them. Not everyone will agree on the needs and resources; it is therefore important that the assessment process use several methods to gather information and that it collect both primary and secondary data.

Primary data typically involve information collected from one-on-one interviews, focus groups, surveys, and forums. Secondary data include information that has already been published in some form, such as reports, studies, and census information. The secondary data can be obtained from sources such as city, tribal, or other jurisdictional agencies, local libraries, and local and tribal colleges and universities. Much of this information may also exist on the Internet.

One recommended way of gathering primary data is to convene community meetings to formally introduce the Weed and Seed concept and provide an overview of the importance of the community assessment. Surveys can be distributed during these sessions. If there are non-English-speaking individuals in the community, disseminate the survey in two or more languages to secure maximum participation.

It is important for residents to understand that the community assessment is their opportunity to offer their ideas, concerns, and recommendations for the community. As residents recognize that the Weed and Seed strategy is designed to include them, they will be more open to sharing and contributing to the overall process.

Step 3: Take Inventory of the Neighborhood

Understanding the characteristics of the selected site is necessary to provide a picture of the community, including the qualities and unique elements that distinguish the designated Weed

and Seed site from other parts of the city or other jurisdiction. This information is an important element in developing a strategy for the Weed and Seed site.

After taking inventory of the various characteristics that make up a community, it is time to assess both the public and private facilities and resources found in the community and what roles they can play in the implementation of Weed and Seed strategies. The objective is to ascertain to what extent resources exist in the community and how well these resources have served the residents.

Public-sector and/or tribal resources and facilities

There are public-sector resources that serve all communities. The degree to which these services extend into a locality can have a significant impact on the lives of the residents. The following key resources should be considered in terms of their impact on the designated site.

Transportation. Critical questions are what type of public transportation system exists in the designated site and how accessible it is for residents.

Public safety, fire, schools, and social services.

One of the key elements of Weed and Seed is the involvement of public safety officials. Most communities have either a police precinct, public safety substation, or firehouse. Schools such as community or tribal colleges and universities can offer services related to evaluations. In addition, other social service offices can be located in communities to increase residents' access to them.

Employment skills and resources

From an employer's perspective, it is vital to know what skills residents possess. Knowing the skills base of the designated Weed and Seed

community is critical to determining whether alternative restoration strategies should be implemented to attract new businesses.

Community-serving institutions

Public, tribal, and private institutions play vital roles in every community. If several institutions have been identified through secondary data, try to understand how residents perceive these resources and whether they are accessible to residents.

Health and recreation resources

Healthy communities begin with healthy residents. Hospitals and other health-related facilities were once considered separate from the community, but they are now seen as critical anchors to communities.

Crime and disorder

Although the types of data or information collected thus far are assets or resources that can positively affect a community, it is also necessary to document community needs and problems. Any criminal activity occurring in the designated area is an important element in the community's needs category. This information will be useful to the Steering Committee as it develops a crime and asset map for further analysis and strategy development.



The police department maintains the bulk of the information related to criminal activity. In fact, police calls for service generally provide a picture of order or disorder in a locality along with data from the FBI's Uniform Crime Reports.

Step 4: Develop a Crime and Asset Map

The information gathered can be incorporated into a crime and asset mapping process, which enables a community to locate the geographic boundaries of a jurisdiction and plot resources and threats. Results include identifying current and potential criminal hotspots; opportunities for business development; potential Safe Havens; economic zones; and important buildings such as schools, hospitals, social service agencies, and public and Indian housing developments.

For those Weed and Seed sites that do not yet have a crime mapping capability, the strategy may assist them in developing a crime mapping initiative. Partnering with agencies, courts, schools, and others enables the designated site to obtain current data sets and to train interested individuals.

Using the complete inventory of assets, the Steering Committee can set priorities based on the critical challenges facing the community. Although some of these challenges may not be addressed in the Weed and Seed strategy, they should be recorded because other entities, including the city or other governing jurisdiction, may be able to address them while the Weed and Seed strategy is being executed.

Step 5: Identify Existing Resources and Develop New Ones

Once Steering Committee members identify gaps in resources, they can begin to formulate plans for bringing existing resources into the community and for developing new ones tailored to meet its needs. The first step in bringing in

existing resources is to develop an inventory of all resource providers and identify their type and availability. The list of providers should begin with the agencies and organizations that are represented on the Weed and Seed Steering Committee. Organizations that serve the community but are located outside the boundaries of the designated area also should be added to the list.

Begin with current resource providers and explore the potential for obtaining additional services from them. Members of the Steering Committee can use their contacts to increase the participation of these organizations as well as to identify new ones willing to provide additional resources to the community. From the weeding perspective, the creation of the task force will help identify and bring new resources to the table. From the seeding perspective, citywide organizations or Indian Tribes might consider establishing an office in the community.

Step 6: Document Resources

Although all organizations may not have representatives on the Steering Committee, many are willing to pledge certain resources to



support a community strategy. This combination of organizations represented and resources pledged can be leveraged to generate additional resources.

When seeking monetary support from area financial institutions, private business owners, or foundations, these organizations will need

Exhibit 4–I. Inventory of Possible Resource Providers

Organization/ Entity	Resource Provided	Type of Organization	Member of Steering Committee? Yes/No	Comments

to know what resources have already been leveraged and the gap they will be filling to complete the overall strategy requirements.

the information this assessment collects will be worth the time and trouble. It will allow the Steering Committee to move forward better prepared to implement the strategy and develop plans for the site. The assessment should also be seen as an ongoing data-gathering process. No community remains static. Elements that will affect the strategy are constantly changing.

Implementation Issues

An assessment of the resources and needs of a community may seem to be a daunting task, but

Exhibit 4–2. Data “Wish List”—Crime Mapping Research Center

This is a list of potential data that may be available for your area. This is not a complete inventory of data that you may want to collect. Instead, use it as a framework. Place a check by those data layers that you would like to obtain and add additional ones. Fill in whether they are currently available in digital form, who/which agency is a potential source, and how often data are updated. Many of these data are often available from other government agencies, such as county/city engineering, the planning department, the tax office, the department of social services, among many others. Check with as many of these as possible so that you avoid recreating datasets that already exist. From this worksheet, you can determine what your data needs are. This can be used as the first step in creating complete data specifications and documentation for each data layer. Remember the data layers and the attributes associated with them determine what your agency will be able to analyze within GIS. For example, if you do not collect (and enter into GIS) the day of the week a crime took place, then you will NOT be able to map it or analyze it. So, once you return to your agency, establish a group of interested people and take the time to develop a complete list with all of the desired attributes.

Would Like (yes/no)	Data Layer	Potential Attributes (circle those desired and add additional ones)	Currently Available (yes/no/dk)	Source (or potential source)	Updates (how often/who is responsible)
	Street centerline	Address range, name, direction, speed limit, type			
	Police boundaries	Jurisdiction, name			
	Offenses (from RMS)	Code, incident address, reporting address, recovery address, date, time of day, day of week, MO, UCR, suspect			
	Calls for service (from CAD)	Address, date, time of day, day of week			
	Arrests	Address where arrest took place, address of arrest, time of day, day of week			
	Parks	Name, hours of operation			
	Railroads				
	Hydrology (lakes, rivers)				
	Tax parcels	Owner name, owner address, value			
	Census tracts	Tract number; demographic data (population, age, gender, race, etc.), socioeconomic data (income, etc.)			
	Census blockgroups	Blockgroup number; demographic data, socioeconomic data			
	Census blocks	Block number; demographic data, socioeconomic data			
	Neighborhoods	Neighborhood name, names of community organizations			

(continued)

Exhibit 4–2. Data “Wish List”—Crime Mapping Research Center (continued)

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Would Like (yes/no)	Data Layer	Potential Attributes (circle those desired and add additional ones)	Currently Available (yes/no/dk)	Source (or potential source)	Updates (how often/who is responsible)
	Police boundaries	Name, number			
	Digital ortho-photos				
	ATM	Address, name			
	Hospitals/ care centers	Address, name			
	Bus stops and routes	Name, hours of operation			
	Convenience stores	Name, address, owner, hours of operation			
	Churches	Name, address			
	Schools	Name, address, type, number of students			
	Liquor stores	Name, address, owner			
	Shelters (DV, Runaways)				

Exhibit 4–3. Sample Resource Directory
[Site Name] Weed and Seed Strategy

Resource Requests

Contact Person: _____

Phone Number: _____

E-mail Address: _____

Affiliation/Agency: _____

Group Use: _____

Deadline: _____

Resource Category: _____

Item Description: _____

Resource Value: _____

Restrictions: _____

Possible Uses: _____

Comments: _____

Note: Resources need executive-level approval (e.g., mayor, tribal president) and a process for requesting resources.

Chapter 5. Planning for Weed and Seed

Overview

This chapter provides guidance on the Weed and Seed planning process at the local level. It provides local sites with clear direction from the national level that will be instrumental in creating a comprehensive and cohesive initiative for Weed and Seed. The local strategy should mirror the national strategy while still reflecting local conditions. Weed and Seed participants should always keep in mind that Weed and Seed is a strategy, not a program.

This chapter explains the steps required to begin and carry out the planning process. Two types of plans are needed for Weed and Seed. The first is the site's strategic plan, which outlines the site's vision, mission, critical priorities, goals, and objectives. The second is the implementation plan, which is a continuation of the strategic plan and defines in greater detail the tasks and resources required and the timeline needed to achieve the goals and objectives.

Vision

Weed and Seed sites share some common features such as crime and poor social and economic conditions. These risk factors make these communities the most challenging to restore. Given their commitment to overcoming these challenges, it is important for the Steering Committee to develop a plan of action that everyone can follow. This plan serves as a blueprint for determining which actions will be taken and by whom and how certain goals and objectives will be achieved.

Once completed, the plan also provides a vision of what the community can achieve through

the positive interventions of Weed and Seed activities. Some activities may already be in place; others may have to be developed. One of the unique features of Weed and Seed is bringing stakeholders together to address issues affecting the community. For many people, this will be the first time they have worked together.

Implementation Process

Seven steps are recommended in planning your local Weed and Seed strategy.

Step 1: Assemble the Planning Team

Some communities quickly form a Steering Committee to lead the planning process. In other communities, a core group of individuals takes responsibility for putting the planning process into action and keeping other individuals informed of progress.

Experience has demonstrated that making individuals from the community members of this Planning Committee is a strategic decision that helps move the planning process forward. Individuals who serve on the Planning Committee may or may not ultimately serve on the Steering Committee; however, emphasis should be placed on identifying individuals who have the time, expertise, influence, and commitment to work through the process to create a realistic local strategy.

Step 2: Identify Resources for Planning

After the Planning Committee is in place, there are different ways to proceed:

- Identify a person to serve as a facilitator.
- Identify committee members to lead different components of the planning process.



- Engage a professional facilitator from the community (e.g., local university, tribal college, nonprofit agency).

Do not underestimate the ability of local stakeholders to lead the planning process. Talk with others who have been involved in implementing Weed and Seed sites to learn about their planning experiences. Planning can be a great team-building exercise for Weed and Seed supporters.

Before starting, everyone included in the planning process should understand what is involved. Often, residents who have never been a part of this type of process feel reluctant to become fully engaged unless information or “preplanning” activities are provided.

If the site is a tribal location, the planner is encouraged to coordinate closely with the Tribal Council or executive regarding planning and implementation efforts. This will also ensure continued support throughout participation in Weed and Seed activities and sustainment of efforts after federal funding has ceased.

Before outlining the local context for developing a strategy, some of the primary tasks and sub-tasks associated with developing a strategy should be outlined. This list can be used as the planning process is initiated.

- Identify critical priorities.
- Develop goals consistent with CCDO goals.

- Develop objectives to support the goals consistent with CCDO objectives.
- Develop an implementation plan.

Step 3: Prepare To Plan

At this point, data collected from the community assessment process will be used to develop the site’s strategic and implementation plans. The priorities identified will first be converted into goals and objectives that reflect the needs and views of the community.

Tensions can develop at the local level during discussions about priorities. Law enforcement officials may see criminal activity basically in terms of arrest and incarceration, while community members may feel that greater public safety is more important. Finding ways to coordinate different strategies can produce powerful new approaches to problem solving. A list of examples would be extensive, as is the range of appropriate interventions.

Sound strategy development and planning must incorporate multiple perspectives that include effective programs and services as well as creative ways to solve community problems. Understanding the local context is crucial in formulating any strategy and subsequent plan. Moreover, understanding the local aspects of past and current working relationships helps the implementation process.

A primary objective in preparing a solid strategy and implementation plan must be the development of open communication, cooperation, and trust. This can only be achieved through a planning process that is inclusive and respectful of the community and its residents.

Step 4: Move From Community Needs to Critical Priorities

Understanding the local context, combined with the planning process, prepares the Steering Committee to begin formulating local goals and

objectives. By this time, the Steering Committee should have taken steps to ensure that the planning process has included a balanced approach to developing community goals and objectives. The Steering Committee should now identify the priorities of the community.

During the needs assessment process, both assets and gaps in resources were identified. Part of the reason for identifying gaps was to encourage community residents and other stakeholders to shape a vision of what the community could be. Critical priorities are issues that could affect the ability of the community to achieve this vision. After identifying these priorities, it is necessary to assess the community's ability to address them.

The benefit of planning exercises is the critical thinking that emerges and the synergy created from bringing different groups together to work on the Weed and Seed strategy. At this point, a SWOT (strengths, weaknesses, opportunities, and threats) analysis of key priorities may be applied. A SWOT analysis should address such questions as the following:

- How does this issue relate to the national Weed and Seed strategy?
- What are the strengths of the Weed and Seed site in responding to this issue? Consider the contributions of each community representative.
- What are the weaknesses of the Weed and Seed site in responding to this issue? Consider the contributions of each partner and his or her investment in the process.
- What opportunities can Weed and Seed pursue in addressing this issue? What are some programs or services currently being offered by each partner?
- What threats should Weed and Seed be aware of in responding to this issue?

- What are the consequences relative to achieving the vision of the community if this issue is not addressed under Weed and Seed?
- What should be the goal in addressing this issue? What will change or improve in the community?

After completing this exercise for each of the selected priorities, it is possible to condense and combine the items to correspond to one or more of the four Weed and Seed components:

- Law enforcement.
- Community policing.
- Prevention, intervention, and treatment.
- Neighborhood restoration.

When this exercise is completed, it is time to begin developing goals and objectives to respond to each priority issue.

Step 5: Link Critical Priorities to Goals and Objectives

In this implementation manual a goal is defined as a broad target to be achieved through the performance of tasks that connect to some measurable objectives. Objectives are viewed as the tools needed to provide some specificity to the goal. Objectives can be either qualitative or quantitative. Although the initial goals are often easy to formulate, measuring the achievement of these goals usually presents a challenge.

The goal statements should reflect major desired changes as a result of the Weed and Seed effort. Goal statements can be made by reversing problem statements so that they express the desired result.

The use of goals and objectives enhances the potential success of the Weed and Seed effort and facilitates effective implementation, management, and evaluation of Weed and Seed activities.



Although each of the four Weed and Seed components must have goals and objectives, these components do not operate in isolation from one another.

The goals for prevention and community restoration should work in conjunction with all other goals. Community policing should be a bridge between goals. As the police develop positive relationships with residents, they will gain insights into more of the problems that plague the community.

As mentioned previously, law enforcement activities should complement all goals. For example, if an objective is to construct a small business “incubator,” the implementation task should be to reduce and prevent crime by targeting that location and providing a secure area for the facility. Crime prevention should also support other economic development goals.

To achieve selected objectives, those objectives must be connected to specific Weed and Seed activities. The objectives must be measurable so that progress toward the stated goal can be gauged.

Although it may be tempting to develop several goals for each of the four components, the local strategy must be realistic if it is to demonstrate progress. It may be more advantageous to refine and reduce the list to a manageable number of critical priorities for Weed and Seed. This number should be flexible and related to the local community’s ability to handle the tasks.

Below is a review of the planning process:

1. Identify the critical priorities based on the community assessment. The top 10 issues will be the priorities for the local strategy.
2. Separate these priorities into one or more of the four Weed and Seed components.
3. Formulate goal statements for each of the priorities by asking, “What do we want?”
4. Develop measurable objectives for each goal that will help move the process toward achieving the goal. Take note of what will be measured to assess progress.

Remember, completing the goals, objectives, and tasks with everyone’s participation simplifies the process of developing the implementation plan. The following sections cover the implementation and management plan for Weed and Seed.

Step 6: Develop the Implementation Plan

Developing a Weed and Seed strategy can be challenging. Unlike independent organizations involved in strategic planning, the overall planning process for Weed and Seed involves several important actors who may never have worked together. Not only is there pressure to develop close working relationships quickly, these relationships must create a marriage of different perspectives, beliefs, and, often, biases. Developing common goals and objectives is one of the major hurdles to overcome; the design of an implementation plan is another.

The implementation plan for Weed and Seed involves several organizations undertaking a sequence of activities. Some of these activities are performed concurrently; others are sequential. Weed and Seed uses a holistic approach; therefore, law enforcement efforts should be reinforced with prevention, intervention, and treatment to make it difficult for the community to slide back to its preresoration condition.

Developing an implementation plan requires linking goals and objectives with tasks, assigning responsibility for these tasks, creating a timeline for action, and identifying resources necessary to implement the tasks. The tasks developed in the implementation plan should correspond to the commitments made in the memorandums of agreement (MOAs). Remember, everything in an effective Weed and Seed strategy is connected: neighborhood selection, needs assessment, identification of goals and objectives, implementation plan, and MOAs. A sequence of activities reinforces each Steering Committee member's or other stakeholder's commitment to Weed and Seed by helping the individual to see where he or she fits in the total plan. The implementation plan is the action guide for the strategy. The implementation plan should include answers to the following questions:

- What solutions will help to achieve the goal?
- What are the barriers to achieving the goal?
- How long will it take to achieve the goal?
- Who will be in charge of the activities for achieving the goal?
- How can the success of the strategy be measured?

In developing the implementation plan, it is important to determine which organization or agency will take the lead for each of the

proposed tasks. Other organizations will also be needed and will take direction from the lead organization. The time required to complete a task may exceed the total time allotted for the implementation plan. This happens when certain tasks take several years to complete. Most important, the tasks should be cited in the plan and progress toward achieving the objectives should be reported to the Steering Committee on a consistent basis.

The following steps are necessary to develop an implementation plan:

1. Identify all the tasks that must be completed to achieve each objective. Consider them one at a time. Do not group all objectives and tasks under one heading.
2. Determine which agency or organization should be responsible for implementing the tasks. Indicate which agency will serve as the lead and which others will be involved in carrying out the task. This selection should also correspond to the MOAs signed by all participating organizations.
3. Establish a realistic timeline for achieving the objectives. This timeframe can be used to monitor activities and progress.
4. Identify barriers that might hinder the work. It is better to be prepared for potential problem areas than to have to deal with them after implementing the strategy.

Step 7: Design a Planning Format for Your Local Strategy

One of the beauties of Weed and Seed is that it is designed to be flexible, proactive, and interactive. Continuous commitment of multiple resources is a key requirement for overall success. Furthermore, it is unrealistic to assume that local and tribal officials can confirm the availability of all necessary resources during the

initial planning phase. As the strategy develops, local and tribal agencies will discover new ideas and resources to assist the community. The neighborhood residents, law enforcement agencies, resource agencies, and others will continually recommend adjustments to the plan. The Steering Committee should encourage all participants and other interested groups to make recommendations for changes. Managers should not assume that the original goals and objectives are cast in stone.

Site coordinators who use project management software for Weed and Seed can input changes and generate reports by task, agency, milestone, and other criteria. Those without access to the software should maintain a manual system. This management system not only improves program oversight but also assists with program reporting.

The purpose of well-defined goals, objectives, and tasks is to ensure that the proper mix of activities results in a successful Weed and Seed initiative. However, even if complete goals and objectives exist, efficient or systematic implementation cannot be guaranteed. Management is responsible for converting these processes into a format that advances the functional operation of the strategy.

Directing the ongoing relationships among the tasks and their timely implementation is the backbone of the management process. Successful management of Weed and Seed involves assigning specific responsibility for executing each task. A task timeline organizes the tasks by each objective and enables managers to arrange the tasks in sequence. A timeline also shows when additional tasks are needed, responsibilities are to be identified, and the links between tasks are to be organized.

Exhibit 5–I. Identifying Critical Priorities and Their Corresponding Components

Critical Priorities	Corresponding Components			
	Law Enforcement	Prevention, Intervention, and Treatment	Community Policing	Neighborhood Restoration
High level of open-air drug trafficking	✓			
Lack of affordable housing ³				✓
Poor relationships between law enforcement and the community	✓		✓	
High level of youth gang activity	✓	✓		
High truancy and school dropout rates		✓		

³ The lack of housing and affordable housing, in particular, on tribal lands is the issue. The land status of many Indian reservations is currently held in Federal Trust by the U.S. Government (Bureau of Indian Affairs, U.S. Department of the Interior); therefore, housing mortgages are extremely difficult to provide. Tribes may focus on education of tribal government representatives to address home mortgages, development or enhancement of Uniform Commercial Codes or training of judicial personnel.

Exhibit 5–2. How Can We Develop Goals To Address Our Critical Priorities?

Critical Priorities by Component Area	Goal Statement
<p>Law Enforcement</p> <p>High level of open-air drug trafficking High level of youth gang activity</p>	<p>Significantly reduce open-air drug trafficking Reduce level of youth gangs</p>
<p>Community Policing</p> <p>Poor relationship between law enforcement and the community</p>	<p>Strengthen lines of communication between residents and law enforcement officers</p>
<p>Prevention, Intervention, and Treatment</p> <p>High truancy and school dropout rates High level of youth gang activity</p>	<p>Reduce truancy and school dropout rates Establish alternative programs to help deter youth from participation in gangs</p>
<p>Neighborhood Restoration</p> <p>Lack of affordable housing</p>	<p>Increase number of new or rehabilitated homes in community</p>

Exhibit 5–3. Additional Estimates of Contributed Resources

<p>Federal</p> <p>The U.S. Department of Agriculture will assist in the provision of meals in the Safe Havens.</p> <p>State</p> <p>The Department of Mental Health, Mental Retardation and Substance Abuse is contributing a grant-writing expert to assist individual agencies in applying for direct grants.</p> <p>Local</p> <p>The city manager has agreed to encourage all city agencies to cooperate in the establishment of Safe Havens and service provision.</p> <p>Tribal</p> <p>If the Indian tribe is a participant only in a Weed and Seed effort, the tribe provides a point of contact who will serve on the Steering Committee (tribal executive) and one to work with the various committees (staffer). If the tribe leads the Weed</p>	<p>and Seed effort, a tribal council member is assigned to move the formal coordination through the government process, and office space is provided for the designated Weed and Seed coordinator.</p> <p>Private</p> <ol style="list-style-type: none"> 1. A local T-shirt printer will provide 50 T-shirts with Safe Haven Safe Corridor Guard printed on them for members of the target area communities. 2. One dentist has pledged to provide free dental care to target community residents. 3. One medical doctor who is a family practitioner has offered her services free of charge to Weed and Seed communities. 4. A private small business has offered to employ some of the graduates of the jobs/literacy program.
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Chapter 6. Managing Weed and Seed

Overview

This chapter focuses on successfully managing the Weed and Seed Steering Committee as it oversees implementation of the site strategy. The Steering Committee maintains operating policies and procedures for the Weed and Seed site. Each Weed and Seed site has unique characteristics that reflect local needs and resources, but all sites address similar issues at some point in their development. No single answer fits all situations; consequently, the ideas in this chapter may be used and adapted as needed.

Sustaining Positive and Permanent Changes

The chapter discusses policy-level decision-making responsibilities, day-to-day operational issues, and oversight and monitoring of site activities. These components are necessary not only to start up a Weed and Seed site but also to sustain its success and expand its reach. The goal of sustaining positive and permanent changes in the neighborhood can best be accomplished through strong collaborative arrangements, teamwork, and good management. Although no one model exists for managing a Weed and Seed Steering Committee, many successful sites offer solutions from which to draw. Weed and Seed emphasizes local control; therefore, management-level activities should maximize local resources and meet local needs.

Vision for the Community

The Weed and Seed Steering Committee makes decisions, develops policies, and guides implementation of the site strategy to establish a healthy, stable, and crime-free community.

The Steering Committee collaborates with law enforcement, social service agencies, community-based organizations, houses of worship, and local businesses to empower residents to effect and sustain positive changes in the neighborhood.

The Steering Committee should be the driving force in reaching the goals identified in the site strategy. The inclusive nature of Weed and Seed should result in a Steering Committee that represents all segments of the community. All committee members should share a vision for the community, despite differing approaches to solving problems.

Implementation Process

Step 1: Establish an Organizational Structure

Most Weed and Seed sites have found that using subcommittees is an effective means of distributing the workload. Each subcommittee should include community stakeholders, residents, and Steering Committee representatives. Steering Committee involvement helps ensure effective communication among the subcommittees. Subcommittees also provide an opportunity to broaden participation in the Weed and Seed process.

The subcommittee is a comfortable format in which to discuss critical and sometimes contentious issues. Because subcommittees are smaller than the Steering Committee, they are less intimidating and encourage discussion among members. Subcommittees help ensure that different voices are heard and various points of view are discussed.

Reports from subcommittee meetings should be presented to the Steering Committee with recommended action when appropriate. This will help keep Steering Committee meetings more focused and productive. However, this should not restrict discussion at Steering Committee meetings. It is still important that Steering Committee members understand the issues.

Step 2: Develop an Action Plan for Each Subcommittee

Identify specific tasks for each priority

A subcommittee is most effective when it concentrates on specific goals. With this approach, the subcommittee can accomplish interim tasks while working toward a major goal.

Example

Priority: Attract new businesses to the community.

Task: Make the community more attractive.

Activity: A series of neighborhood cleanups.

Identify available resources for accomplishing the goals

As part of the community assessment, resources were identified that can be used for activities related to each subcommittee's goals.

Example

Activities: Bring youth and adult residents together to work on the cleanup. That partnership will accomplish the immediate task while building stronger ties in the community. Bring other stakeholder agencies together to work on the cleanup.

Set a timetable for activities

Establish a schedule for the cleanup. Having a timeframe for activities energizes people. It is harder to maintain enthusiasm when activities

seem to go on endlessly. It is easier to sustain interest when work is broken into short periods.

Activity: Arrange for food, prizes, and media coverage.

It may be a long time before businesses start coming into the designated area, but interim activities can keep residents actively involved and feeling positive about the goals.

Step 3: Develop Open Communication Among All Parties

Open communication is important to the successful operation of the Weed and Seed site strategy. People like to feel they are on the "inside"; they do not like to be the last to know what is going on. You need to find a simple way to communicate with CCDO, Steering Committee members, other stakeholders, residents, and interested parties.

Identify how and when people want to receive information from the Weed and Seed site. This gives you ideas about what methods to use and ensures members' involvement in developing a communication network. Your community policing partners may be able to help with this task. If they have a standard method of communicating with residents, you could ask to be included in the arrangement.

Find out how other partner agencies reach their constituencies, and try to develop a way to share with them. Doing this also strengthens collaboration efforts with these agencies.

The CCDO Program Manager may be able to help devise a communication strategy and provide a schedule that describes what information is needed and when it should be submitted.

Identify ways to get information to the media, state or tribal and local officials, and U.S. representatives' and senators' offices.



1. Tell the local Weed and Seed story. You have things to be proud of, but no one will hear about them if the local site does not take responsibility for getting the word out.
2. Notify the media of events. In case the media are not available, have a camera handy, take pictures, and submit them along with a brief story to the local newspaper.
3. Invite local elected officials to events. Give them an opportunity to share credit for the success. Share the good news.
4. Send information (story and pictures) to the U.S. representative's office. Regular contact helps ensure a better reception when you call on the office for assistance.
5. Develop a short presentation about Weed and Seed to present at meetings of local service clubs, such as the Rotary Club, Lions Club, and Chamber of Commerce. These organizations meet often and are always looking for speakers. Use these opportunities to tell the Weed and Seed story.

Not everyone is proficient in these communication techniques, but it should be possible to identify a Steering Committee member to assume these responsibilities. This provides a great opportunity to expand the number of local

supporters by finding someone to assume this responsibility and train someone to assist.

Step 4: Establish a Consistent Procedure for Securing Weed and Seed Staff

Although volunteer members of the Steering Committee and subcommittees do most of the work at local Weed and Seed sites, paid staff are also important to the operation. The process for filling staff positions varies from one site to another. In some sites, the local grantee organization may assign the police department, another local government department, or a nonprofit agency to administer Weed and Seed operations. Under this arrangement, it is especially important to establish a clear line of reporting authority and responsibility. If a staff person is paid by the grantee organization and reports to both that organization and the Weed and Seed Steering Committee, he or she may feel torn between the two entities. Regardless of the hiring arrangement, the Steering Committee must approve the staff who will work with Weed and Seed. A job description must be developed with clearly defined duties, and it must be satisfactory to both the grantee organization and the Steering Committee.

The U.S. Attorney must be notified prior to the selection of the site coordinator. He or she has

the authority to approve or deny candidates for this position.

Background checks are required for coordinators who work with children in the Safe Haven.

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Step 5: Develop a Process for Steering Committee and Subcommittee Meetings

Much of the work of the Weed and Seed committees is done during meetings: policy decisions are made, oversight of the operation is reviewed, and stakeholders are informed of the issues. Good attendance at these meetings is essential to the continued success of Weed and Seed; therefore, careful attention should be given to the structure of the meetings. The following are components of a good meeting:

- Meetings are scheduled at a convenient time and location in the neighborhood.
- Meetings are open to the public unless sensitive matters, (e.g., personnel issues) are scheduled for discussion. Open meeting rules in each locality are followed.



- Methods of informing the public of the meetings are as broad as possible, using newspapers, bulletins of community organizations, and fliers. These media can also help let the community know about Weed and Seed.
- Meetings begin on time. If people have to wait each time they meet, more of them will arrive late or stop coming altogether.
- A quorum for the meeting is established at the start and enforced evenhandedly. A good reference for conducting meetings is *Robert's Rules of Order*.
- A prepared agenda, developed with input from members, is sent before the meeting, if possible. At the least, an agenda is ready at the beginning of the meeting.
- Subcommittee reports and timely program and financial information are presented to the Steering Committee regularly. Whatever format is selected for meetings, keep in mind that the meetings should be productive. If members feel they are wasting their time, they will stop attending. Once attendance falls, it is difficult to reenergize the group.

Step 6: Develop a Process for Team Building

Weed and Seed's success depends partly on bringing the Steering Committee together to work as a team with a shared vision for the community. Being a team means differences can be worked through. Mutual respect and a willingness to listen to other points of view are necessary for people to work together effectively.

The following are ways the Steering Committee can promote team building:

1. **A shared vision.** The Steering Committee has a sense of common purpose, is focused on the future, and sees change as an opportunity for growth.

2. **Strong bonds.** Steering Committee members have a strong sense of commitment to the Weed and Seed mission and vision.
 3. **Clearly defined roles and responsibilities.** Steering Committee members have a sense of ownership and feel responsible for the site's performance. Stakeholders are kept informed and involved.
 4. **Effective meetings.** Meetings focus on accomplishing tasks and achieving results.
 5. **Decisionmaking strategies.** The Steering Committee has an effective and inclusive decisionmaking strategy.
 6. **Effective communication.** A climate of openness and trust exists among Steering Committee members.
 7. **Appreciation for the synergy created by diversity.** Steering Committee members appreciate the effects of culture, ethnicity, gender, age, personality, and education on each member's views.
1. **Provide training on local resources.** Encourage partner social service agencies to make presentations about their services.
 2. **Define law enforcement's role.** Ask law enforcement officials to make a presentation about their role in Weed and Seed.
 3. **Use the training and technical assistance available from CCDO.** CCDO schedules training on various topics year round. A site may also request assistance tailored to its particular needs.
 4. **Build relationships with the Indian tribe, tribal communities, native villages, or urban Indian communities as appropriate.** Request a presentation from the tribal entity on the Indian tribe/tribal community and its life ways. Likewise, offer to provide an overview of your community to the tribal council. You may also request assistance from CCDO for training on working effectively with tribal government, tribal communities, or urban Indian communities. Formal introductions are essential in Indian county.

Step 7: Provide Training and Technical Assistance

People do not always come to their Steering Committee duties fully prepared to assume their responsibilities. Although they have the commitment and concern for the neighborhood, they may not have been asked to perform the policy-setting and decisionmaking responsibilities that they are now facing.

Training and technical assistance are most often delivered to staff who are responsible for day-to-day site operations. Providing assistance to Steering Committee members, stakeholders, and residents is equally important. These key decisionmakers are the most essential component in the Weed and Seed site. The following are recommendations about training and technical assistance:

Do not hesitate to seek help, especially during the startup phase of Weed and Seed. The training and technical assistance available from CCDO is an important advantage of becoming an Officially Recognized site.

Implementation Issues

Diversity, one of the strengths of the Steering Committee, may occasionally present challenges to a smooth working relationship. The different roles and responsibilities of volunteers and staff must be defined. Developing a good working relationship among the grantee, the Steering Committee, and the staff will help produce a successful Weed and Seed site.

Exhibit 6–I. Weed and Seed Management Plan

Committee/Person	Handles	Meets
Weed and Seed Executive Committee (with current membership of 7)	Policy, public relations, fundraising	Quarterly
Weed and Seed Steering Committee (with current membership of 47)	Protocol, program planning, administration	Quarterly
Weed and Seed Program Subcommittees Law Enforcement Subcommittee (expanded) Community Policing Subcommittee (expanded) Prevention/Intervention/Treatment Subcommittee (expanded) Neighborhood Revitalization Subcommittee (expanded)	Strategy implementation, procedures, program evaluation	Bimonthly
Weed and Seed Program Management Committee Law enforcement chair Community policing chair Prevention/intervention/treatment chair Neighborhood revitalization chair United Way assistant executive director	Day-to-day management, linkage of weeding and seeding activities	Monthly
Weed and Seed Coordinator <i>works with</i> Family center Community policing staff Safe Haven Weeding partners Seeding partners	Ongoing referrals, onsite supervision, and information management	As necessary

Exhibit 6–2. Program Coordinator Position Description

This is an example and can be modified to meet the needs of a particular site.

Position: Weed and Seed Program Coordinator

Location: This position will be housed at [location]. It is expected that the incumbent will work weekends and evenings during the operation of the Safe Haven Center.

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Position Summary:

This is a full-time position responsible for coordinating the [city] Weed and Seed strategy. This position will be responsible for coordinating the activities of organizations and agencies that have committed services, volunteers, and contributions to the operation of the Weed and Seed initiative. The coordinator will primarily report to the Weed and Seed Steering Committee, with direct supervision provided by [title].

Job Duties:

- Coordinate schedules of program volunteers.
- Recruit service providers and participants to the Weed and Seed initiative.
- Work with organizations on intake and assessment of program participants.
- Pursue additional sources of funding for the Weed and Seed strategy, including working with agency staff to pursue grant sources and grant writing.
- Collect data on program activities and participants.
- Report design and writing on program activities, accomplishments, and evaluation.
- Work evenings and weekends during the hours of program operation.
- Work with and at times represent agencies involved in program implementation, e.g., [provide examples].
- Draft policies and procedures for the operation of the Safe Haven Center for the Weed and Seed Steering Committee.
- Be knowledgeable of all levels of law enforcement, including local activities related to community-oriented policing activities.
- Help to develop a strategy to build and sustain relationships between entities (e.g., Indian tribes and the Weed and Seed Steering Committee) if appropriate.

Exhibit 6–3. Site Supervisor Position Description

This is an example and can be modified to meet the needs of a particular site.

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Position:	Site Supervisor
Status:	Full Time
Hours:	Daily: 3 to 11 p.m. Saturday: 10 a.m. to 5 p.m. Sunday: noon to 5 p.m.
Location:	Weed and Seed Office
Reports to:	Weed and Seed Program Manager
Basic Function:	To assist the [city] Weed and Seed initiative with the development of Safe Havens in target areas. This entails coordination, support, and program promotion in each building as well as the strategic planning and utilization of the Safe Havens by the residents in the target areas.

Specific Responsibilities:

1. Set up a system and manage the Neighborhood Center and Safe Havens.
 - Greet individuals, identifying their reason for coming and providing a welcoming and comfortable environment, and referring them to the appropriate service, person, or materials.
 - Develop spaces within each facility that will be a comfortable and inviting environment for the residents to access for peace, quiet, and comfort.
 - Foster community involvement in the targeted areas.
 - Coordinate projects with various agencies and the community education staff.
 - Recruit and market the Safe Haven concept; this includes marketing the Safe Haven to agencies and respective police departments.
 - Manage recruitment and staffing needs as they pertain to the Safe Haven operation.
 - Identify appropriate services to operate within the Safe Havens.
 - Publicize services of the Safe Havens to potential clients and residents.
 - Help to develop a strategy to build and sustain relationships between entities (e.g., Indian tribes and the Weed and Seed Steering Committee) if appropriate.
2. Broker clients to appropriate agencies and social service agencies.
3. Be responsible for various projects and identify sources to assist in project completion.
4. Serve as an advocate of the Weed and Seed strategy.
5. Interact and offer exchanges with other Weed and Seed sites.
6. Discern and evaluate various community interests.
7. Communicate data, activity reports, and attendance figures to the Weed and Seed Program Manager.

Chapter 7. Community Mobilization

Overview

This chapter focuses on defining community mobilization and incorporating its tactics into the Weed and Seed strategy. Community mobilization is the ongoing process of generating strong stakeholder commitment to revitalization of the designated area by building on a shared vision and common goals. Community mobilization is a key element in successful Weed and Seed implementation at the local level.

Vision

When asked what they want the community to become, residents respond with clear ideas about their future. Out of these visions come specific goals toward which residents can work. Community mobilization is a tool that residents and other stakeholders can use to facilitate these changes.

The success of Weed and Seed depends in large part on successfully mobilizing residents and stakeholders to support the goals and objectives of the local strategy. Mobilizing residents empowers them, creating more resident leaders, a clear vision of what the community should look like, and greater resident responsibility for positive community changes.

As previously noted, Weed and Seed is not a program; rather, it is a comprehensive strategy that brings all community stakeholders together to effect change. Evidence from many Weed and Seed sites and initiatives of public- and private-sector organizations has shown that residents' involvement and leadership are essential to revitalizing communities.

Although many people associate community mobilization with residents' protests against city hall, it is much more. Often the issue is defined as a problem that can be solved through the collective persistence and responsibility of community stakeholders. Community mobilization in itself does not solve problems, but it brings together interested stakeholders who develop solutions.

Community mobilization can have many positive outcomes. Done correctly, community mobilization can enhance a community in ways that building new structures or refurbishing old ones never can. Healthy communities begin with the residents who live in them. Empowering residents to engage in rebuilding their neighborhoods is critical to promoting healthy communities. In addition to empowering residents, community mobilization can help create a vision for the community that will focus residents' energies. If a Weed and Seed community lacks a positive vision, resources may be redirected to other communities that are mobilized and that articulate their requirements for further development.

Community mobilization also can have a positive impact by helping community-based organizations work collectively to increase their service capacity. Although each small organization can provide only limited services, each can be more effective if it joins with others to leverage their collective resources to meet the community's needs. Community mobilization can greatly facilitate the building of these partnerships.

Implementation Process

During the preparation of the Official Recognition (OR) application, meetings will be held with community residents to discuss what Weed and Seed is and what it can do for the community. This begins the community mobilization process. Community mobilization and community organizing are often confused and ill defined. Community organizing is generally seen as the broader process that focuses on an issue and promotes change. Community mobilization may be one tactic used to facilitate action. Both community organizing and community mobilization are ongoing, long-term processes that focus on bringing residents together with other stakeholders to take collective and strategic action for change in the community.

Mobilizing residents and other stakeholders at the onset of Weed and Seed is critical; however, the work begins only when the community is designated as a Weed and Seed site. Many residents of distressed communities have feelings of hopelessness after many years of watching programs start and stop, with no permanent change. They often have watched groups secure funding based on neighborhood conditions and then move out of the community. So Weed and



Seed sites may have major challenges to overcome, such as this community hopelessness, before the strategy can be implemented.

Sites should follow several critical steps to develop an implementation plan for community mobilization. The community may have already begun implementing some of them; therefore, sites may be further along in mobilizing the community than they realize.

Step I: Secure Resident Commitment and Involvement

Community mobilization enlists residents to become involved in and accountable for the planned changes that result from the Weed and Seed strategy. A good indication of residents' commitment to Weed and Seed is their participation on the Steering Committee, subcommittees, and other groups and their involvement in volunteer activities.

To generate resident commitment and involvement, look to the leaders on the Steering Committee. Resident leaders often have community members' respect and a following in their communities. Involve these leaders in recruiting other residents. They can—

- Provide information on Weed and Seed.
- Explain how residents can become involved in Weed and Seed.
- Explore what residents perceive are the critical problems affecting their neighborhoods. (This information will be vital to the community assessment section of the OR application.)
- Engage residents in discussions about how problems can be solved and how residents can be involved in implementing the solutions.

- Use resident leaders to help facilitate meetings. (This will help build trust in the community.)

Step 2: Encourage Residents To Help Provide Community Focus

An important step that must be completed before a site can receive Official Recognition is a community needs assessment. Many community-development practitioners use assessment models that highlight the community's assets rather than its problems. Historically, assessments focused primarily on community needs or problems with the expectation that the resources to solve those problems would come from the outside. Residents were viewed not as contributors to the growth of their community but as recipients of the programs and services offered to solve those problems. Unfortunately, this proved to be a flawed way to examine a community. The current focus of community assessment is to identify all community assets, including the skills of the residents and their interest in the neighborhood.

Community assessments serve as an important tool to help residents learn more about their community or neighborhood. The goal is to get residents to articulate their needs and contribute their skills toward changing the area. By getting residents to help decide on the changes required, the community mobilization process can help expand the base of informed resident leaders.

Step 3: Build Community Networks

Every community has formal and informal networks that connect residents and other stakeholders. Formal networks include neighborhood associations, resident councils, ministerial alliances, tribal councils, social clubs, and business associations. Informal networks include

groups of families that have lived in the community for years and have become the neighborhood spokespersons. These networks are important to community mobilization because they represent a significant source of support for Weed and Seed. One of the easiest ways to build on community networks is to ensure sufficient resident involvement on the Steering Committee. Associations, clubs, and other groups form the basis of a strong community network. Keep track of these networks and their members because they can be a mechanism for informing the community about Weed and Seed.

Step 4: Create Resident-Led Leadership Structures

Resident-led entities, a subset of community networks, serve as ideal resources to help identify key community leaders who possess critical leadership skills. Individuals who are leading or have led organizations such as neighborhood associations or resident councils are strong candidates to help lead the community mobilization efforts behind Weed and Seed. It is important to reach out to these leaders early in the community mobilization process. Typically, they are concerned citizens who can bring residents together for a common cause, such as affordable housing or public safety. If the cause is related to promoting positive change in the community, these leaders must be part of the community mobilization efforts. Remember, strong leaders bring many followers.

Step 5: Leverage Internal and External Resources

Community transformation requires that resources both inside and outside the community be identified and incorporated into a strategy for change. This is the fundamental principle behind Weed and Seed. Community mobilization is mobilizing all types of resources, not just people.

Look outside the community for additional resources that can be leveraged as part of community mobilization efforts, (e.g., youth volunteer agencies from other neighborhoods, faith-based institutions, foundations that provide grants to community organizations, and government programs and services).

Step 6: Create Additional Communication Vehicles

Community mobilization cannot succeed without strong communication. How the vision, issues, and opportunities are communicated influences the success of the mobilization effort. All forms of communication must consider local languages and dialects in addition to English.

Choose carefully who will communicate verbal messages. If people hear or see information about Weed and Seed but do not recognize anyone involved, the chances of getting mass participation are much more limited.

More Community Mobilization Tactics

Weed and Seed offers communities the opportunity to achieve their own vision by mobilizing the collective resources of all stakeholders. Focusing on what the community can become, confronting problems or issues, and having committed stakeholders are critical to beginning the process of revitalizing a community. Community change does not happen overnight, particularly in distressed communities. This type of change is a long-term process that can lose its momentum over time if new ideas are not included periodically.



It is important to have a clear focus, whether on a particular problem or a new opportunity. Once the focus is clear, activities can be initiated to involve residents. Remember, residents tend to respond to specific issues or opportunities that are germane to their homes and families. A broad focus may not engage residents. Consider taking smaller steps to bring residents and other stakeholders together.

For example, inviting parents who are concerned about their children to meetings is a first step in finding out why the problems exist, what has worked in the past, what parents believe are viable solutions, and how they would like to get involved. Identify other stakeholders who might want to join the process, such as school officials and police officers. Interested stakeholders should be involved in finding a solution to each issue.

Because community mobilization is not a one-time activity, it is important to think about multiple mobilization tactics that can be integrated into the local Weed and Seed strategy.

Community fairs and similar events are ideal ways to get people into the community, but make sure they help drive some aspect of the strategy. Each activity or event should be linked to a short- or long-term goal. Do not organize mobilization activities with no purpose. This is one of the quickest ways for Weed and Seed to lose its credibility with residents.

Community mobilization is one of the hardest tasks associated with Weed and Seed. As a new initiative in the community, Weed and Seed has to win the confidence of residents before it will secure their support. This takes time, but it can be done.

Weed and Seed sites have used a variety of creative community mobilization tactics. Some of them are listed here:

- Door-to-door campaigns.
- Tribal gatherings such as tribal council meetings, community meetings, and powwows.
- In-house coffees at community centers, police stations, and storefronts.
- Street fairs and festivals.
- Community rallies.
- Promotional materials that highlight Weed and Seed such as T-shirts or water bottles.
- Fliers placed in public facilities and at events in or near the Weed and Seed community.
- Church-based functions such as revivals, church meetings, and concerts.

Community mobilization is an important tool for successfully implementing a local Weed and Seed strategy. As the Steering Committee develops goals and objectives, consider how community mobilization tactics will generate additional resident support. Specifying separate action steps that are designed to build community support goes a long way toward ensuring that Weed and Seed is accepted and integrated into the neighborhood.

If you find you are not generating enough resident support over time, ask the following questions:

- How are we communicating to residents what Weed and Seed is about?



- Did we get feedback from residents about the effectiveness of the message?
- Have we leveraged relationships with key community leaders to help promote Weed and Seed?
- Have we asked why people are not interested in Weed and Seed?
- Are we not addressing other issues confronting the community?
- Are the events we are hosting offered at convenient times for residents?
- Are we expecting too much resident participation too soon?

Although these are tough questions, the answers will provide a clearer sense of what needs to be modified to generate the desired level of support for Weed and Seed.

Exhibit 7–I. Community Empowerment and Participation

Empowering residents and other stakeholders in the community is vital to the Weed and Seed effort. Community residents must be empowered to take responsibility for promoting positive changes in their neighborhood, with the reinforcement of public- and private-sector resources. By acting collectively with others, residents can mobilize financial and other resources to create change in their community and improve their quality of life.

If Weed and Seed is to be successful, residents must be involved in the effort. There must be public places in the neighborhood where Weed and Seed strategies and activities can be discussed. Additionally, neighborhood residents should be invited to serve on the various committees. Proposed plans and actions should be shared with the community in an effort to obtain their support. Faith-based and other community organizations should host forums and workshops as part of the Weed and Seed activities identified in the local strategy.

The following are suggestions for empowering neighborhoods:

- Sponsor rallies, marches, and vigils so residents, in cooperation with local police departments, can non-violently and proactively confront and expel drug dealers from the neighborhood.
- Ensure that neighborhood residents are sufficiently represented on the Steering Committee and any other task forces.
- Ensure that grassroots organizations active in the neighborhood are well represented on committees.
- Contract with neighborhood residents and organization staff to provide research, survey, and evaluation work. (At a minimum, convene focus groups for residents to voice their concerns.)
- Contract with neighborhood organizations to conduct workshops to brief and involve residents before, during, and after Weed and Seed activities.
- Contract with neighborhood organizations to publish a newsletter to communicate with residents or write a column in an existing newsletter.
- Contract with neighborhood organizations for additional services (e.g., drug abuse prevention, employment training and job searches, child care, tutoring programs, youth entrepreneurship projects, and parent training workshops) whenever possible.
- Have the local government contract out public services to neighborhood groups, individuals, and businesses. These services may have to be scaled down to a size that groups can handle (e.g., lawn care, park maintenance, boarding up abandoned buildings, maintaining bus stops, alley cleanup, and tree trimming).
- Request that technical assistance organizations (e.g., National Crime Prevention Council) concentrate some of their resources in the designated neighborhoods.
- Cohost resource workshops with federal, state, and local public and private organizations and foundations or technical assistance organizations to assist smaller groups in applying for resources to carry out seed work.
- Connect smaller groups with larger ones that can assist with editing and proposal writing.
- Help raise money for a local migrant fund that a local organization can operate to provide assistance to groups with good seed proposals.
- Publish a resource list of neighborhood organizations that provide technical assistance and resources in this area and include some of their organizing materials.

Chapter 8. Law Enforcement

Overview

This chapter discusses the law enforcement component of the Weed and Seed strategy. It presents a law enforcement vision in which collaborative processes, coordinated activities, and focused strategies lead to reductions in crime, violence, and citizen fear. The chapter focuses on police and prosecutorial strategies to remove serious and visible criminals quickly from high-crime neighborhoods. Other criminal justice strategies to reduce criminal behavior in the long term are also discussed. Joint task forces are discussed as the vehicle for implementing many enforcement strategies.

Vision

The weed portion of Weed and Seed concentrates law enforcement resources to reduce crime and violence in the designated site. This is key to transforming a high-crime community into a safe and healthy place to live. Visibly reducing crime, suppressing violent activity, and reducing citizen fear gives residents hope for a better life and sets the stage for community revitalization.

With collaborative problem-solving processes, the law enforcement strategy focuses on enforcement tactics designed to reduce and suppress crime at the neighborhood level.

The law enforcement component of the strategy should focus on removing violent crime from the community, using tactics to suppress violent crime, gang activity, drug trafficking, and drug-related crime. Efforts should be directed at identifying, apprehending, and prosecuting

criminals, with priority given to quickly removing the most serious and visible criminals from the neighborhood.

The law enforcement strategy is most effectively developed and undertaken through collaborative processes. A law enforcement subcommittee with representatives from all law enforcement agencies that operate within the jurisdiction provides an excellent starting point. This subcommittee can determine which crime issues are the highest priorities, develop the law enforcement strategy, and make recommendations to the Steering Committee. The breadth of its membership allows it to function as a coordinating body for law enforcement activity in the target community.

The goals, objectives, and tasks identified in the Weed and Seed strategy form the basis for law enforcement activities in the designated area. A range of programs can be used to address the site's priorities. Successful enforcement programs at the federal, state, tribal, and local levels can serve as models for Weed and Seed sites. Strategies may include reentry programs, gun abatement efforts, gang intervention programs, intensive drug investigations, targeted prosecutions, or the creation of a Sexual Assault Nurse Examiner Unit or Child Advocacy Center. Each Weed and Seed site must determine which strategies will be most effective in reducing crime.

When it considers law enforcement tactics during the planning process, the Steering Committee may consult other criminal justice officials and invite them to join the subcommittee, depending on the severity of local crime problems and the law enforcement priorities

established. For many sites, apprehending and prosecuting criminals is given the highest priority; activities involving other criminal justice agencies are placed on hold until local Weed and Seed efforts mature and needs change.

Securing the involvement of law enforcement representatives in the planning process and the framing of goals and objectives for this component of the site strategy reaps benefits even before the law enforcement activities are implemented. This coordinated planning process improves working relationships among local law enforcement agencies and results in improved service to residents.

Implementation Process

Step 1: Establish the Weed Subcommittee

Roles and responsibilities

Early in the planning process, the Steering Committee should establish a subcommittee to oversee the law enforcement component of the local strategy. The subcommittee is responsible for developing and implementing the law enforcement strategy and for coordinating with the other three program components. Other roles and responsibilities will vary depending on the circumstances and needs of the Weed and Seed site.

Membership

Members of the subcommittee represent the law enforcement agencies with jurisdiction in the designated area. Police and prosecutorial agencies from all levels of government—city, county, state, tribal, and federal—should be represented on the subcommittee. At the local level, police officers who work in or oversee the designated community should be represented on the subcommittee. A community policing officer may also be a member to help bridge

any gaps between the Weeding and Seeding subcommittees.

Subcommittee members should have the appropriate skills, knowledge, resources, and time to help develop and implement the Weed and Seed law enforcement strategy. The Steering Committee should consider appointing midlevel managers or frontline staff from each agency. One Steering Committee member should be designated to ensure ongoing and effective channels of communication among the committees.

Special consideration must be given to whether residents should be part of the subcommittee. Law enforcement officers might resist having residents present when they are planning and coordinating law enforcement operations; the sensitive nature of the information discussed may take precedence over community participation. The decision depends on the structure of the local Weed and Seed organization and staff. The subcommittee should be put together in a way that works best for the individual site.

The Steering Committee must keep in mind, however, that community input is critical for Weed and Seed success, and subcommittee members must gather residents' views on crime issues and integrate their perspectives into the strategy.

Frequency of meetings

During the planning process, the subcommittee meets regularly, perhaps biweekly, until the law enforcement strategy is drafted and reviewed by the Steering Committee. The planning process requires a great deal of work—identifying local crime problems, setting priorities, developing goals and objectives, and establishing an implementation plan and schedule. During implementation, the subcommittee may meet less often. Meeting schedules will vary from site to site.

Step 2: Review the Needs Assessment

Needs assessment

In the needs assessment phase, subcommittee members focus on identifying the most intractable crime problems and providing data and information that explain these problems.

It may be difficult to get detailed police data on the designated Weed and Seed area because Weed and Seed boundaries may not correspond precisely to police districts or beats, particularly in tribal communities. However, usually some data are available that will help subcommittee members better define and understand local crime problems.

Before setting priorities, the subcommittee should carefully review the results of the needs assessment. In setting law enforcement priorities for the Weed and Seed site, members should consider not only the most serious local crime problems as identified in the assessment, but also the community's perspective on issues of greatest concern and signs of neighborhood deterioration, such as high unemployment, dropout, and truancy rates.

Community perspectives

Community participation is a fundamental principle of Weed and Seed. The views of local residents must be considered and integrated into decisionmaking and strategy development. The law enforcement subcommittee can include community opinion in many ways. Members can review the results of the needs assessment, a community survey, or focus groups (if administered or conducted as part of the assessment process) to identify resident views on area crime issues.

The subcommittee must work closely with the Steering Committee, which comprises the various community stakeholders. Even though these stakeholders live or work in the area, their opinions may differ from those of the law enforcement representatives.

Step 3: Establish Law Enforcement Goals, Objectives, and Tasks

The law enforcement strategy should be clearly articulated relative to the goals and objectives that can be achieved in the short and long term.

Collaboration and coordination

In developing the strategy, subcommittee members should consider the goal of building long-term working relationships among law enforcement agencies. The strategy should emphasize collaboration rather than differences among federal, state, tribal, and local law enforcement. It should focus on coordination and information sharing among all law enforcement agencies in the community, with the local U.S. Attorney's Office taking the lead.

Federal law enforcement efforts. Federal law enforcement agencies have expertise that can be applied to specific local issues in any community. The roles of the Federal Bureau of Investigation and Drug Enforcement Administration are familiar. However, other federal agencies also should be considered as partners if crime problems warrant their involvement. For example, the Bureau of Alcohol, Tobacco, Firearms and Explosives can trace confiscated weapons to help locate and prosecute illegal sources of weapons. The U.S. Marshals Service can execute federal warrants and access the witness protection program.

Local law enforcement efforts. Weed and Seed sites may want to consider implementing the following state and local law enforcement strategies that have proved effective on the street level.

Career criminal or reentry programs. These programs focus on apprehending, prosecuting, and incarcerating the most serious offenders in a community. The premise is that a few offenders commit a disproportionate amount of crime. By concentrating on removing repeat offenders, law



enforcement can significantly reduce crime overall in a community.

Gun abatement. Many sites focus on both the supply and demand sides of the illegal gun market by using law enforcement strategies that interrupt the sources of illegal guns, identify gun offenders, target gun cases for prosecution, and enhance penalties for gun offenses through federal prosecution.

Gangs. Gangs are a constant source of illegal activity. Various law enforcement approaches have been used for gang identification and intervention, including combining police and probation patrols, communicating and implementing a policy of zero tolerance for gang violence, restricting gang activities through injunctions, increasing the swiftness of sanctions against gang members, focusing on major offenders, implementing gun-seizure programs, and using witness protection programs.

Prosecution. Several prosecution strategies have been effective in combating and suppressing crime. Consider the following when developing law enforcement strategies.

The U.S. Attorney's Office, State or Tribal Attorney General's Office, and county or district attorney's office should be part of the law enforcement strategy. Because most crimes are state violations, the county or district attorney will be

the primary prosecutor. Even when applying special statutes such as the Racketeer Influenced and Corrupt Organizations Act (RICO), federal RICO prosecutions frequently are predicated on state crimes. The law enforcement strategy should support the efforts of local prosecutors.

The U.S. Attorney, the local prosecutor, and the State or Tribal Attorney General, when appropriate, decide which office prosecutes specific types of cases. A detailed memorandum of agreement (MOA) signed by all parties can establish priorities and specify responsibilities for developing and presenting cases.

Whenever multijurisdictional organizations work together, turf battles occur. In working with three jurisdictions (i.e., federal-state-tribal), an MOA is an effective tool for promoting the working relationship. It should clearly outline all parties' responsibilities and establish criteria for case selection and assignment to avoid interagency conflicts.

Step 4: Identify Additional Resources for the Law Enforcement Strategy

Some law enforcement strategies require the involvement of officials from the courts, corrections, probation and parole, victim services, juvenile justice, and other areas of criminal justice.

The participation of court administrators or service providers may enable a site to address more effectively the needs of specific offenders such as drug users and minor offenders through drug courts, community courts, and teen courts that provide special case processing and alternative adjudication practices. A Weed and Seed site's law enforcement strategy may include establishing such a program or coordinating efforts with an existing program.

The participation of corrections and probation and parole departments is particularly important when many community residents are under

correctional supervision or many offenders are expected to return to the area after serving their sentences. These offenders may require a range of services (e.g., vocational training, remedial education, counseling, drug treatment) to prevent their return to criminal activity, or they may require greater supervision. In either case, coordination between law enforcement and corrections may be an important component of the Weed and Seed law enforcement strategy.

If juvenile crime is a priority, consider the need for input and participation from juvenile justice officials. If targeted enforcement of juvenile offenders is a goal, then it is important to coordinate long-term plans to offer prevention and intervention services for juveniles. Consult with juvenile justice officials when planning the strategy and expand the law enforcement subcommittee to include these officials during implementation.

The criminal justice efforts undertaken depend on the local circumstances. Many Weed and Seed sites initially focus on police and prosecution tactics to reduce crime quickly. Later in the process, they focus on other strategies to reduce long-term criminal behavior.

Step 5: Develop an Implementation Plan for the Law Enforcement Strategy

The implementation plan should identify the agencies responsible for each major task and activity in the strategy and the start and completion dates for those tasks and activities. In many Weed and Seed sites, joint task forces carry out the tasks and activities identified in the law enforcement strategy (at least those involving police and prosecution efforts). These joint task forces represent a collaboration of law enforcement agencies and are designed to target specific crimes or offenders. Task force targets include drug trafficking, street crack sales,

stolen car rings, burglaries, fencing rings, and gun trafficking.

Representatives of the prosecuting agencies in the jurisdiction (including the U.S. Attorney, State or Tribal Attorney General, and county prosecutor or district attorney) should actively participate in task force operations. Community policing officers are important resources for information about the designated area. Other criminal justice officials may be invited occasionally to attend task force meetings or special meetings, during which active investigations or sensitive matters are not discussed, to assist in planning task force operations. These officials include probation and parole officers, correctional officials, local municipal prosecutors, traffic court personnel, public or tribal housing officials, health agency personnel, and code enforcement officials.

Implementation Issues

The U.S. Attorney's Office plays a pivotal role in the Weed and Seed law enforcement strategy. Local prosecutors may or may not be as involved; they are typically elected officials whose priorities may differ from those of Weed and Seed. If possible, try to involve the local prosecutor's office in the Weed and Seed planning process, but do not expect to overcome political



differences at the outset. It is preferable but not mandatory that local prosecutors be involved in the law enforcement strategy.

Each Weed and Seed site will establish its own timetable and schedule, but because the

community's incidence of violent crime is a deciding factor in receiving Official Recognition, law enforcement is a logical starting point. All program components need to support and strengthen the overall strategy.

Exhibit 8–1. Local Drug Enforcement Tactics

Directed patrol. Patrol units focus on specific problems or assignments and target particular places (e.g., street corners, playgrounds, abandoned property, businesses), individuals, or drugs. The saturation patrol can be an effective show of force.

Executing outstanding arrest and bench warrants. Habitual offenders are often the subjects of outstanding arrest warrants or bench warrants for failure to appear on other charges.

Surveillance. Observation of people and places by trained officers produces evidence of drug trafficking. Still or video cameras and microphones capture the details of street drug transactions.

Undercover and confidential informant buys. Narcotics purchases produce evidence for narcotics prosecutions, whether arrests are made immediately or later.

Buy busts. Buys can be immediately followed by arrests by either the undercover officer who made the buy or other officers in jump-out squads.

Reverse stings. Officers pretending to be dealers sell to users, who are then arrested by other officers. Stings are effective in both street narcotics enforcement and user accountability programs to help reduce demand for illegal drugs.

Crackhouse raids. When probable cause has been established by undercover or confidential informant buys, a search warrant can be obtained and executed in a raid on a crackhouse.

Arrest of narcotics dealers and users for other offenses. Drug dealers are vulnerable on several nondrug offenses, from trespassing to aggravated assault. On the basis of a lawful arrest, individuals can be searched, and any drugs or weapons found result in additional charges.

Roadblocks or checkpoints. Roadblocks and checkpoints that meet federal and state constitutional standards can reduce traffic coming into the neighborhood and reduce drug trafficking.

Traffic enforcement. Police can confiscate the automobiles of drug purchasers. As a driver or passenger in a vehicle makes a drug purchase, police secretly observe the transaction. Radio reports identify the vehicle involved in the purchase. The vehicle is stopped, the car and the occupants are searched, and the narcotics that were just purchased are discovered. Although the purchaser is arrested for illegal drug possession, he or she may receive a noncriminal disposition, particularly if the individual does not have a record. The vehicle may be seized under federal and state forfeiture laws. This is the "Fishnet" procedure, which deters would-be drug purchasers, particularly wealthier clients, from entering high drug trafficking areas for drug sales.

Exhibit 8–2. Local Prosecution Tactics

Defendant targeting. The focus is on identification of previously convicted drug offenders to revoke their probation or parole, if the offender is currently under court or parole supervision. The prosecutor files probation and/or parole revocations at the first appearance, which brings down court costs and limits the re-release of arrested probationers and parolees into the community. This effort can also be directed toward those arrested while on pretrial release on earlier charges.

Deferred prosecution. First-time offenders charged with less serious drug offenses are held accountable and allowed to pursue rehabilitative services. This program attempts to structure the defendant's activities and monitor compliance with special conditions. Expedious prosecution follows noncompliance or rearrest.

Prosecutor-police coordination. Early and frequent involvement of prosecution personnel in investigative processes and enhanced police involvement in prosecution phases is emphasized. Interaction is designed to improve the quality of case screening, and prearrest technical assistance is supplied by prosecutors to meet evidence requirements.

Community prosecution. Prosecution resources are focused on high-crime and drug-crime communities. The prosecutor's jurisdiction is subdivided into district precincts or specific neighborhoods, establishing satellite offices staffed by prosecution personnel. The goal is to enable prosecutors to become problem solvers in their respective jurisdictions, working in collaboration with the community, law enforcement, and other involved agencies.

Prosecution-based prevention and education. Prosecution personnel work with local education officials in antidrug abuse education initiatives. The prosecutors give drug and crime prevention presentations to students and community groups.

Exhibit 8–3. Joint Task Force Implementation Plan

Step 1: Create the joint task force. Agree on goals, objectives, and activities.

Step 2: Prepare memorandum of agreement. Establish procedures for providing equipment (cars, radios, and cellular phones), personnel (time commitments), and expense funds (money for small, incremental items; petty cash).

Step 3: Select personnel. Selections should be based on the candidate's experience, record, and ability to work in a multijurisdictional setting.

Step 4: Train personnel. Joint training helps to bond personnel from different agencies and build a team attitude. Training should include community relations and an overview of the Weed and Seed strategy.

Step 5: Develop policies and procedures (consider adapting these from one of the participating agencies). Key policies include—

- Managing confidential funds.
- Managing informants.
- Collecting and processing evidence.
- Documentation (e.g., intelligence reports, arrest reports).

Step 6: Develop a system to coordinate, manage, and use intelligence information.

Step 7: Establish the case assignment, and review the process.

Step 8: Develop targets, and implement tactics.

- This is an ongoing process with plans submitted regularly to the Weed Committee.
- Law enforcement agency managers meet periodically with the Weed Committee.

Step 9: Maintain strong managerial oversight of law enforcement activities.

Step 10: Evaluate task force activities and results.

Step 11: Adjust task force activities based on oversight and evaluation.

Chapter 9. Community Policing

Overview

This chapter describes community policing in relation to Weed and Seed sites. It presents useful steps for implementing community policing and describes key implementation issues.

Vision

Community policing is a philosophy and style of policing that a law enforcement agency adopts to guide its delivery of services in Weed and Seed areas. The initial step in the Weed and Seed process is to weed out the criminal elements before providing seeds in terms of prevention, treatment, and neighborhood restoration. The bridge between the weeding and seeding components is community policing.

Community policing officers assigned to a Weed and Seed area are a mainstay of the strategy. They become involved with the community and help guide the site's initial law enforcement efforts to make the area safe and secure.

Community policing officers provide continuity and maintain community safety and peace by communicating and forming partnerships, stimulating community mobilization, and encouraging prevention programs and community restoration efforts.

Community policing is defined by its two key components: community engagement and problem solving. Community engagement is an ongoing process between the police and the public. The public includes residents, businesses, government agencies, schools, hospitals, community-based organizations, and visitors.

Community engagement takes place in several ways. It occurs in formal meetings with the police and in routine contacts on street corners. Any contact between police and citizens is an opportunity for community engagement. The ideal is to formalize these public relationships through collaborative partnerships with key stakeholders. These stakeholders are critical for several reasons. Many of them provide services to the Weed and Seed area. Each stakeholder can offer police insight into the problems faced by the community and potential solutions to the serious and violent crime problems. Because of their shared responsibility for the community and their understanding of the issues, stakeholders are important resources for implementing programs designed to address problems.

Preventing crime and enforcing the law are traditional police functions. Community policing expands the police officer's role beyond enforcing the law and arresting criminals to identifying and responding to problems associated with crime and disorder in the designated area. The manner in which the police undertake problem solving and how they and the community relate to each other determine the success of community policing. For community policing to be successful, the police must understand the local conditions that give rise to problems associated with crime and criminal behavior. Developing and implementing solutions to these problems, as well as determining the impact of the solutions by obtaining feedback from the community, sets community policing apart from more traditional law enforcement.

Therefore, the processes of community engagement (and partnership development) and

problem solving are central to the concept and practice of community policing and are inseparable. Partnering with the community without solving its problems provides no meaningful service to the public. If community policing efforts engage in problem solving without developing collaborative partnerships, they risk overlooking the most pressing community concerns and tackling problems that are of little interest to the community, sometimes using tactics that residents find objectionable. Furthermore, because community members know what goes on locally and have access to resources that may be important for addressing problems, involving them in problem solving is vital to gaining information and mobilizing community responses. Meaningful community partnerships improve police accountability. The most important element of an improved engagement process is communication between the police and residents.

Implementation Process

The steps required to implement community policing programs in the designated areas closely parallel those for planning Weed and Seed implementation. In fact, planning for community policing programs can be done simultaneously with, and borrowing extensively from, the Weed and Seed implementation process.

Step 1: Create a Community Policing Partnership With the Designated Area

Successful implementation of community policing in Weed and Seed areas depends on the involvement and commitment of government and tribal agencies, community residents, and community organizations and other institutions. Commitment grows from involvement. Entities with interests in the community have unique goals, objectives, and missions that must be considered and blended through a collaborative

process in planning implementation of community policing.

For these reasons, the first step is for Weed and Seed staff, in conjunction with the police, to put together a broad-based coalition to serve as the planning and oversight group for the community policing effort. The police can be the catalyst for the effort but should not control it. Control must come from the community, the city or tribal jurisdiction, and other agencies participating in the site's community policing partnership.

The partnership should include local, state, tribal, and federal government agencies; private for profit and nonprofit organizations; civic groups; religious institutions; police; neighborhood associations; and residents. The group should also have a direct link to the Weed and Seed Steering Committee.

The following are some responsibilities of the Weed and Seed site's community policing partnership:

- Create the community policing implementation plan.
- Develop goals and objectives, and identify community problems and alternative solutions.
- Help bring resources to bear on the problems.
- Coordinate with others on problem solving (e.g., Steering Committee, other city or tribal agencies).
- Oversee and monitor alternative programs and activities aimed at solving problems.

The community policing partnership group should meet regularly during the implementation process and take care to document plans, problems, attempted solutions, and results.

Step 2: Determine Community Characteristics

As part of the Weed and Seed implementation process, the Steering Committee selects the localities for Weed and Seed and community policing, and Steering Committee staff conduct a community needs assessment. This step builds on that assessment step and develops greater detail, specifically related to crime, fear of crime, and community safety.

Much of the needed sociodemographic and crime-related information is collected during the needs assessment from official records, including citizen complaints and crime reports. This step requires collection of new and more detailed information on area characteristics. A door-to-door census of the community, including all businesses and a representative sample of residences, is conducted. The size of the residential sample depends on the number of residences in the selected area.

The police should take the lead in conducting the survey. Some agencies have used civilian police aides, volunteers, and other city personnel to assist with surveys. A survey instrument should be developed in conjunction with the community partnership and pilot-tested to ensure its validity and reliability. All members of the survey team should be trained and given a protocol for conducting the survey.



Agencies that lack experience in doing surveys can consult a local university or researcher for assistance. In addition, the federal government has two free resources: *A Police Guide to Surveying Citizens and Their Environment* (Bureau of Justice Assistance, 1993) and *Conducting Community Surveys: A Practical Guide for Law Enforcement Agencies* (Bureau of Justice Statistics and Office of Community Oriented Policing Services, 1999).

The purposes of the survey are to—

- Identify crime and other quality-of-life issues.
- Advise residents of the new community policing program and how they can contribute to its success.
- Determine whether residents are willing to participate in some capacity and support the new program.

Identify the community's assets (e.g., people willing to take a leadership role and public resources) and liabilities (e.g., signs of decay and neglect such as abandoned vehicles, code violations, graffiti, neglected children, and homeless people). Determine whether the Steering Committee is already doing this task before beginning it.

The information obtained from the survey should be recorded and carefully analyzed to reveal trends and patterns.

Step 3: Develop an Information and Communication Network

Two essential building blocks for community engagement and problem solving are information and communication. Police departments need to develop new information sources and merge existing sources into a community policing information network. This information should be communicated to the partnership

group and other neighborhood stakeholders. Residents can contribute facts and insights that might be helpful to the police and the information base.

The information network includes intelligence (e.g., tips from residents or informants) and routinely collected records (e.g., calls for service, crime reports, field interrogation information). Several police agencies have automated information networks that provide local officers with data useful for problem solving and community engagement.

Communicating information is as essential as collecting it. Community policing officers must develop ways to communicate information such as repeat calls for service and reported crimes, police and government resources committed to

Weed and Seed, and programs planned for the residents. By providing this information, police enhance their credibility with residents and increase the likelihood that residents will reciprocate by giving the police useful information.

Step 4: Assess and Develop Resources

This step borrows from the Weed and Seed implementation process. The Weed and Seed Steering Committee must identify and assess available resources and develop additional needed resources.

The list of resources should be prepared with community policing in mind. This information should be readily available to the community policing partnership group. The group should review the resources list and add to it as needed.

Exhibit 9–1. Ways To Communicate Information to Residents

Newsletters. The community policing partnership group can provide information through a regular newsletter. Although many established neighborhood associations have newsletters, they may not be located in Weed and Seed sites. A newsletter keeps people informed who are interested in the effort but are unable to attend neighborhood meetings.

Neighborhood meetings. The community policing partnership group should meet regularly and exchange information. In addition, community policing officers should attend meetings of other organized groups such as business associations, public housing tenant associations, community-based organizations, and local affiliates of national organizations (e.g., Boys & Girls Clubs, United Way).

Hotlines. Most hotlines or tiplines are used to obtain information from citizens (e.g., the Bureau of Alcohol, Tobacco, Firearms and Explosives' 800 number to report individuals carrying or selling firearms). A special phone number can be used by the police to provide information through recorded messages, which can be changed frequently and can provide information on various subjects such as recent crimes, safety tips, how to organize a Neighborhood Watch program, and how to schedule a police security survey of your home or business.

Walking citizen encounters. In community policing, everyday citizen encounters by officers must be viewed as an opportunity to exchange information. While walking a beat or staffing a storefront office, officers should be oriented and trained to convert an otherwise casual citizen encounter into a community engagement or problem-solving opportunity. For example, during an exchange, a resident may comment that a relative looks like he is on drugs. The officer should educate the resident on drug-use warning signs to verify the resident's suspicions; advise the resident on alternative courses of action, including counseling provided under Weed and Seed; and, depending on the circumstances, question the relative to obtain information about the source of drugs coming into the neighborhood.

Media. The media are always useful sources for communicating information about Weed and Seed. Community policing officers should rely on the department's public information professionals to deal with the media.

Step 5: Develop an Implementation Plan

This step mirrors other steps in the Weed and Seed implementation process: identify goals, objectives, and implementation activities and develop an implementation schedule.

The emphasis on prevention, especially youth crime prevention, is fundamental to effective community policing in Weed and Seed sites. Implementation activities should include community policing officers working with youth clubs and other outreach agencies. Through these activities community policing officers can serve as positive role models and mentors for many troubled youth.

Step 6: Collaborate on Problem Solving

Community policing officers, while engaging community residents through the partnership, work with the group on problem solving. The process should use a model such as SARA (scanning-analysis-response-assessment). The group (1) scans and identifies neighborhood problems, (2) analyzes the problems together, (3) discusses and decides on programs or activities to respond to the problems and works together to implement those programs or activities, and (4) assesses the results of the programs or activities.

The key to making community policing work is to involve the community in a collaborative

Exhibit 9–2. Sample Implementation Plan

<p>Goal 1: Reduce violent crime by 50 percent.</p> <p>Objective: Increase observable police presence in the neighborhood.</p> <p>Tasks:</p> <ul style="list-style-type: none"> ● Add six officers to the walking patrol. ● Use off-duty officers for saturation patrol during peak times. ● Coordinate with task force sweeps, search warrants, and other field activities. <p>Objective: Coordinate information with the appropriate law enforcement task force.</p> <p>Tasks:</p> <ul style="list-style-type: none"> ● Community policing supervisors meet weekly with the task force. ● Share intelligence and police records with the task force. 	<p>Goal 2: Reduce resident fear of crime.</p> <p>Objective: Improve contact and communication with residents.</p> <p>Tasks:</p> <ul style="list-style-type: none"> ● Establish monthly newsletter through a neighborhood association. ● Police officers and supervisors attend monthly neighborhood association meetings. ● Open a storefront office in the neighborhood. <p>Objective: Provide crime prevention education and training to residents.</p> <p>Tasks:</p> <ul style="list-style-type: none"> ● Establish a program to conduct home and business security surveys. ● Establish Neighborhood Watch programs.
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relationship with the police, other agencies, and neighborhood or tribal organizations. One suggestion to help implement community policing is to start on small problems that are nonetheless significant to the partnership group. Initial successes are critical in developing and maintaining community support. Graffiti removal, trash cleanup, and neighborhood sporting events or cookouts are examples of small joint activities.

The problem-solving process and the partnership's implementation of new programs and activities are ongoing efforts that must be continually coordinated with Weed and Seed activities. The partnership's link to the Steering Committee is essential here, as the following examples illustrate:

- The Weed and Seed goal of rehabilitating a public housing garden apartment complex might be linked with the police department's community policing goal of opening a storefront office in the area.
- The public housing authority may want to verify and correct the names on its tenant leases. This may require a door-to-door survey of the units, which could be executed in conjunction with community policing officers' door-to-door survey to identify community characteristics.
- The community policing door-to-door survey, although intended primarily for law enforcement and police-related problem-solving purposes, could be amended to include questions about social services (e.g., need for job training, employment, counseling) and school systems (e.g., dropouts in need of special education).

Early community policing efforts to build trust and work with the community on crime prevention goals and objectives should be coordinated with traditional enforcement such as sweeps and the execution of search warrants. All efforts

should involve cooperation. Police initiatives conducted without input from residents could create hostility toward the police. If not developed in collaboration with the community, these enforcement efforts could undermine the credibility of the community policing effort.

Step 7: Monitor and Assess Success

The final step in the implementation process is to monitor and assess the results of the community policing implementation. This is an important role for the Steering Committee, which collects the information to determine whether community policing has been successful.

The Steering Committee should be in constant contact with residents, continually taking the pulse of the community in terms of working with the police to implement community policing. Steering Committee members should attend neighborhood community policing meetings and read newsletters and other information developed to promote community policing. City and tribal management often will conduct formal community surveys to assess local satisfaction with the police department. If a city or other jurisdiction is using such a survey, the Weed and Seed Steering Committee can ask for a specialized survey for Weed and Seed sites.

The Steering Committee can use various techniques to monitor and assess community policing implementation. The assessment process should be continuous and provide feedback so that changes can be made and community policing activities can be fine-tuned.

Implementation Issues

A police agency must deal with several important issues when planning for and implementing community policing, including changing police culture and values, organizing the department to facilitate community policing, and managing the implementation.

Changing Police Philosophy and Culture

Community policing is a departmentwide effort that requires long-term, substantial changes in the entire police agency and its relationships with the public and other government institutions. It is desirable, although not mandatory, that a Weed and Seed effort be supported by such an undertaking.

Nevertheless, Weed and Seed does not require a top-to-bottom change in the culture of policing for community policing to be successful. A dedicated group of officers can develop community partnerships and implement problem solving in Weed and Seed sites; however, this approach requires that all policing activity in the area be coordinated with these officers. For example, the Weed and Seed effort may be put at risk if another police unit begins a crackdown without consulting with the assigned community policing officers. Equally important, community policing officers engaged in Weed and Seed activities must be able to call on other specialized police units to support community engagement and problem-solving activities. These units include narcotics, gangs, crime analysis, intelligence, crime prevention, investigations, communications, and special weapons and tactics, and school resource officers.

Strong leadership is needed from the chief of police, commander of field operations, and head of the community policing unit assigned to the selected areas to coordinate these activities. Community policing officers are expected to exercise initiative in dealing with residents, coordinating with other police units, and collaborating with other agencies.

Changing Patrol Officer Behavior

The most visible police presence in some communities is the patrol officer. If community policing is to succeed at the local level, the behavior of patrol officers must conform to community policing principles. Officers must



focus on local problems and must include the community in this effort. Officers should understand how to identify and analyze problems, and they must have the skills to engage the community throughout the problem-solving process.

Officers who do not possess these skills can be trained; the most important criterion for the officers is that they have an interest in being part of the effort. Officers who have been working in the designated areas should be considered for the program first because they already know the people and the problems.

The best way to change patrol officer behavior to a community policing style is to have officers work on problems in the designated site. This introduces them to the community and eventually makes them aware that problems can be solved only through collaboration with residents, businesses, government agencies, and others who are affected by the problems.

Officers working in the Weed and Seed communities get to know the residents as human beings with needs, problems, and goals. In a patrol operation in which officers rotate frequently through different shifts and neighborhood beats, officers rarely get to know anyone but the perpetrators and victims of crime. They also often develop a mindset that “bad” neighborhoods are places to get into and out of as quickly as possible. Without getting to know the

residents, officers identify all people in the community as part of the problem. Thus, for community policing to succeed, agencies need to empower patrol officers and assign them long term to the Weed and Seed sites. In this way, officers and residents can develop trust and mutual respect.

Neighborhood-Level Accountability

One major difference between traditional policing and community policing is the shift in organizational focus from accountability for a limited period (work shift) to full-time accountability for a geographic location. Traditionally, patrol officers and supervisors are held accountable for what occurs during their watch. Because officers on a shift may be assigned to police the entire city or large districts within the city, they are not held specifically accountable for local problems that occur during each shift. Moreover, persistent problems often overlap the shift times that officers work. Consequently, many unresolved problems are passed on from shift to shift, which makes it more difficult to hold officers or supervisors accountable.

Under community policing in Weed and Seed strategy, patrol officers and supervisors have primary responsibility for a designated area. The officers are held accountable for any and all police-related problems that occur in the community, regardless of when they occur. Geographic assignment integrity (the same officers are assigned to the same areas for a long period) and territorial responsibility (local officers are accountable for what goes on in the area) are crucial to the success of community policing.

To demonstrate the agency's commitment to the community and ensure that officers have assignment integrity with geographic responsibility, many police agencies have opened ministations or storefronts in the selected Weed and Seed areas. A renovated mobile home, which was

placed in the center of the community near the recreation center and park, served as one department's ministation.

Organizational Changes To Enable Community Policing

If community policing officers are to be held accountable for the designated area, they must be given adequate resources to do the job. Police agencies must decide whether to deliver patrol services to the Weed and Seed areas by using regular beat officers or creating a special squad. Regardless of the approach selected, full-service patrol officers should be assigned to the neighborhoods. In addition to their community engagement activities, the officers should handle citizen calls for service.

Policing Weed and Seed areas requires the help of specialized units such as narcotics, traffic, canine, and investigations. Which services should be provided by the community policing team and which should be provided by outside specialists must be determined locally. Decisions on decentralization of police services to the local level should involve both the police and the community.

Regardless of the degree of decentralization, Weed and Seed area officers should know about other police activity on their beat and have some input into that activity. This principle should also apply to the relationship between



the neighborhood community policing officers and the enforcement and suppression component of Weed and Seed. Once community policing efforts are in place, the enforcement and suppression task force should notify community policing officers of any undercover operations as long as such notification will not jeopardize the safety of the undercover officers or the security of the operation. Whereas the enforcement task force must be concerned with information leaks about its operations, the community policing officers can provide valuable inside information about local criminal activity.

Role of Management and Supervisors

The role of management and supervisors is critical during any organizational change, but especially in the transition to community policing. Management's most important role is to provide an environment in which community policing can be successfully implemented. One of the best ways to accomplish this is by developing a plan that explains what must be done and identifies who is responsible for each task.

Leadership and vision at the top levels of the police department are critical; the top command must demonstrate to the entire department that it is behind the move to community policing. This is especially important as the agency struggles with critical decisions such as the extent of decentralization needed for the transition to community policing. Police agencies attempting to implement community policing usually face some resistance.

Management must also lead the effort to develop the necessary officer selection criteria, training requirements, and performance evaluations to support and reinforce community policing. Management should provide the resources that the community policing officers need to do an effective job. In addition, management's help is needed to coordinate with other city and county agencies in bringing services such as code

enforcement and sanitation to the designated sites.

Field supervisors play a critical role in bringing community policing to Weed and Seed areas. Some of the functions of first-line supervisors include—

- Meeting regularly with residents to get feedback on policing plans and activities that affect their community.
- Helping community policing officers involve residents in efforts to bring about a safer community.
- Promoting and prioritizing problem-solving activities.
- Monitoring and rewarding proactive community policing, especially neighborhood problem identification and analysis.
- Preventing problems between community policing officers and residents, including corruption or unnecessary use of force.
- Facilitating interaction among officers, community members, and government agencies that can help resolve problems.

During community policing implementation, police managers serve as the planners and directors, whereas field supervisors serve as the neighborhood coaches and monitors.

Information Management

Another significant organizational issue in community policing is managing information to support implementation. A vast amount of information about Weed and Seed sites needs to be collected, stored, retrieved, and analyzed. This information should be made readily available to community policing officers.

All crimes have three important elements: offender(s), victim(s), and place. Community

policing information must describe all three. Crime analysis should identify the most active offenders, people who have repeatedly been victims, and individuals who are at the highest risk of becoming victims. This analysis must also identify places that have a disproportionately high level of crime, drug dealing, or gang activity. This information can be used to spot problems and focus police and community activities on those problems, design appropriate solutions to problems, and assess the effectiveness of interventions. Important sources of information used by community policing officers are calls for service (computer-aided dispatch [CAD] records), field incident reports, field interrogation stop reports, and officer intelligence reports. In addition, valuable intelligence from outside the police department may come from parole and probation departments, social service agencies, at-risk businesses (e.g., banks, convenience stores, and motels), property management firms, schools, and hospitals.

Neighborhood residents are another important source of information. They can express their public safety concerns at neighborhood meetings, during door-to-door surveys, on the street to foot patrol officers, and in other encounters. Community policing officers can use these



opportunities to document residents' problems. They can also collect information from residents through anonymous drug or crime tip-lines or the Internet. Increasing numbers of police agencies have Web sites through which citizens can file reports or complaints or e-mail questions and issues to the department. One police agency distributed postcards that residents could mail back with information about crime and other neighborhood problems.

In addition, community policing officers should maintain a problem-solving log that documents neighborhood problems and police officer activities directed at solving them. This log is needed for supervisors to track and monitor the progress of officers in dealing with community problems. Agencies with data processing capabilities may be able to automate this log.

Other agencies, such as code compliance and parks and recreation, also receive citizen complaints about local problems. Community policing officers should coordinate with these agencies and the Weed and Seed Steering Committee to share information.

Specialized units throughout the police agency also maintain information databases (e.g., narcotics, intelligence, gangs). Community policing officers should continuously share information about the neighborhood with these units.

In summary, community policing is an important component of Weed and Seed. To be implemented successfully, community policing requires training and technical assistance. Although the training should primarily cover the delivery of services in the Weed and Seed sites, jurisdictions that have Weed and Seed sites also could use outside training to develop plans to implement community policing departmentwide.

Chapter 10. Prevention, Intervention, and Treatment

Overview

This chapter describes a comprehensive framework for communities to use when planning prevention, intervention and treatment strategies. These strategies are intended to help reduce various risk factors and institute protective approaches in Weed and Seed areas.

An initiative to provide prevention, early intervention, and treatment should include holistic and alternative applications that use both traditional and innovative approaches. Social problems evolving from the risk factors confronting individuals and institutions are complex; therefore, it is not realistic to expect one solution to fit every need. Responses tailored to the special needs of each at-risk population must be carefully designed.

This chapter also discusses the Safe Haven program, which provides core prevention, intervention, and treatment activities. Weed and Seed sites display an impressive ability to develop a Safe Haven into a centerpiece for providing services and giving the neighborhood a facility from which to coordinate resources.

Throughout society, people are searching for answers to the problems of drug abuse, violence, delinquency, school dropouts, and teen pregnancy. Although these are not new problems, they have become more urgent as we have become increasingly aware of the long-term consequences of at-risk behavior.

Vision

Prevention, intervention, and treatment are core seeding components of Weed and Seed. Every Weed and Seed site should develop a framework

for organizing a safe and healthy community that includes prevention, intervention, and treatment strategies.

The needs assessment process identifies resources in your community that will provide the foundation for prevention, intervention, and treatment activities. The Weed and Seed Steering Committee can provide leadership to build a coalition of groups to provide these resources. The coalition can reduce fragmentation and duplication of services and provide a more comprehensive system for service delivery.

For this discussion, prevention, intervention, and treatment activities to help solve problems are described as follows:

Prevention activities should be undertaken before the at-risk behavior becomes widespread in the community. For example, if teen pregnancy is increasing, information programs on prevention and professional counseling may be the best choice.

Intervention refers to efforts to develop a comprehensive strategy to eliminate harmful behavior before it becomes entrenched in the community. For example, if truancy among high school students is a problem, the solution might involve developing activities to keep younger students interested in staying in school. Or, the community may design a mentoring program that pairs community policing officers with young students.

Treatment represents the most protracted and focused effort to combat undesirable behavior. Recommendations by professionals on the prevention, intervention, and treatment (PIT)

subcommittee about the types of help available and the referral process can be especially useful.

Problems, however, do not always break down into such distinct categories; therefore, some of the PIT programs should combine two and possibly three strategies when necessary. As with every part of the Weed and Seed strategy, participants must be flexible and develop activities that reflect the community's needs and resources.

Each approach should be included in the planning phase, but remember that prevention is the best method. It is preferable—and easier—to stop negative behaviors from developing rather than to address them after they become major problems. It is almost always more cost effective.

Implementation Process

Step 1: Establish a Prevention, Intervention, and Treatment Subcommittee

The Weed and Seed Steering Committee should create a PIT subcommittee to review and expand on the issues identified by the needs assessment. The Steering Committee should select the members of the PIT subcommittee at the beginning of the planning process so seeding activities can be designed and incorporated during the developmental phase of Weed and Seed. Membership should be as inclusive as possible to ensure that all groups in the community are represented. Among those to be considered for the PIT subcommittee are the following:

- Community-based organizations are usually well known and accepted in the community. They may also be current service providers trusted by residents.
- Mental health and health practitioners bring their professional knowledge and skills and provide an important perspective on mental

health- and health-related issues to the discussions and planning sessions.

- Substance abuse agencies provide advantages that are sometimes overlooked. Members can provide information about various services available in the local community, help access the services, and arrange counseling and classes onsite.
- Young residents offer the perspectives of those for whom most services are targeted. Allowing them to express their concerns and ideas as members will also help the subcommittee gain acceptance within the youth population for its plans and recommendations.

Step 2: Review the Needs Assessment and Develop an Action Plan

The PIT subcommittee should focus on issues identified by the needs assessment conducted during the strategic planning process. This focus will help narrow the scope and prioritize community issues.

Two distinct but related components of the subcommittee's tasks are identifying risk factors and selecting protective factors. Risk factors are indicators of increased problem behaviors and include the following:

- **Family issues.** Parental attitudes toward at-risk behavior, a family history of high-risk behavior, and internal family conflicts can contribute to the development of at-risk behaviors.
- **School problems.** Attending several schools because of frequent family moves, falling behind in classwork, and falling behind in grade level can present obstacles for young people.
- **Community factors.** A poor community image, high crime levels, and inadequate public services negatively affect youth behavior.



The subcommittee should discuss strategies that will have a positive effect on these risk factors and should select those approaches that can make a significant impact. A better understanding of the risk factors is important in determining where to focus resources and what services to develop.

The second component of the subcommittee's tasks is identifying protective factors that help shield residents, especially young people, from risk factors. For example, the subcommittee can review each identified risk factor and develop activities to address it. Examples include the following:

- **Family issues.** Offer classes in family management and parenting that are especially targeted to solving some of the identified family risk factors.
- **School problems.** Develop a program with one or more partner agencies that offers homework assistance and tutoring for students.
- **Community factors.** Work with the law enforcement and community policing subcommittees to develop strategies affecting community risk factors. These issues will also be important for neighborhood revitalization. Additionally, coordinate activities with the neighborhood restoration subcommittee.

Step 3: Develop Plans for Locating and Staffing a Safe Haven

The centerpiece of the PIT effort is often a Safe Haven, which most Weed and Seed sites find to be their most valuable asset. The local site has the flexibility to develop a facility that makes the best use of available resources and best meets the needs of the neighborhood. The services offered in a Safe Haven should be developed around the identified risk and protective factors. A Safe Haven can begin with a limited number of programs and activities and expand as other needs arise. If there is an existing Safe Haven in the community, Weed and Seed funds can be used to expand and improve the services and programs it offers.

What is a Safe Haven?

A Safe Haven is a multiservice center that coordinates youth and adult services in a highly visible, secure, and accessible facility. In a Safe Haven, youth should learn to resist drugs and crime and avoid other neighborhood problems.

What type of staff should operate a Safe Haven?

Staff hired to operate a Safe Haven should possess knowledge, skills, and abilities related to the activities and programs offered. Job descriptions should be developed for all positions.

It is necessary to conduct a thorough background check of staff hired to work in a Safe Haven. The background check is required not only to ensure the safety of the children at the Safe Haven but also as a protective measure for Weed and Seed.

What are the guiding principles of a Safe Haven?

Successful Safe Havens are—

Community based. The goals and objectives of a Safe Haven should be based on the needs and resources of the designated neighborhood.

Culturally relevant. A Safe Haven should reflect the site's local culture and diversity, which should be considered when determining and coordinating services and programs.

Easily accessible. A Safe Haven should offer extended hours and be centrally located.

Education based. A Safe Haven should emphasize programs and services that are education based.

Prevention based. A Safe Haven should emphasize programs and services designed to prevent problems at the earliest possible stage.

Multiservice. Community problems often are multifaceted and require comprehensive solutions. A Safe Haven can offer a unique forum for maximizing collaboration among service agencies and community partners.

What types of programs should be offered at a Safe Haven?

Successful Safe Havens offer a variety of activities. These may include—

Afterschool activities. These programs usually provide tutoring and homework assistance but can cover other identified needs.

Recreation and sports programs. A Safe Haven can offer supervised play, sports, games, and physical fitness activities.



Group activities. Clubs such as the Cub Scouts, Girl Scouts, and similar groups can meet regularly and hold activities at a Safe Haven.

Classes. Subjects can include health and nutrition, citizenship, and those related to risk and protective factors.

Training. Skills training can be offered through collaboration with other agencies. Computer training for youth and adults is both popular and practical.

Education on cultural issues. Programs should be developed to teach children to take pride in themselves, their families, and their cultural heritage.

Health care services. The PIT subcommittee should make it a high priority to provide health care services when possible. At a minimum, a Safe Haven should offer a health referral service. A greater emphasis on health care services will help build a healthier community.

Marketing your Safe Haven

The Safe Haven should always be included in the marketing plans of your Weed and Seed site. Safe Haven activities are the types of positive programs that businesses, civic clubs, and churches are likely to support. These organizations may be willing to sponsor a program or a special event. They may also have members who will volunteer for some of your projects.

Develop a marketing plan that will reach out to people who can make the Safe Haven successful. Demonstrate not only what can be done with the limited resources available, but also what could be accomplished with additional help. Always give credit to those who provide assistance and honor their contributions publicly, unless they ask to remain anonymous.

Whenever possible, tell people about the positive contributions of the Safe Haven. This is a

great opportunity to spread positive words about the program.

Implementation Issues

Although the PIT subcommittee makes every effort to be inclusive in its membership and objective in its review of needs and resources, not everyone will agree with its decisions. The following issues may create obstacles to implementing plans.

Competition among service providers can present serious challenges to Weed and Seed. If a local organization already offers satisfactory services for residents, avoid developing a competing program. The best course of action is to form an alliance with the existing program and combine resources. If the existing program is too small to adequately serve the community, try to include it as part of the PIT subcommittee and develop a partnership to support, not compete with, its services.

Inadequate funds can be a major obstacle to operating PIT programs. The most challenging issue for Weed and Seed sites usually is planning how best to allocate available funds.

Remember that local Weed and Seed money is not expected to fund all identified needs, but should be used to establish collaborations that can help leverage funds from other sources.

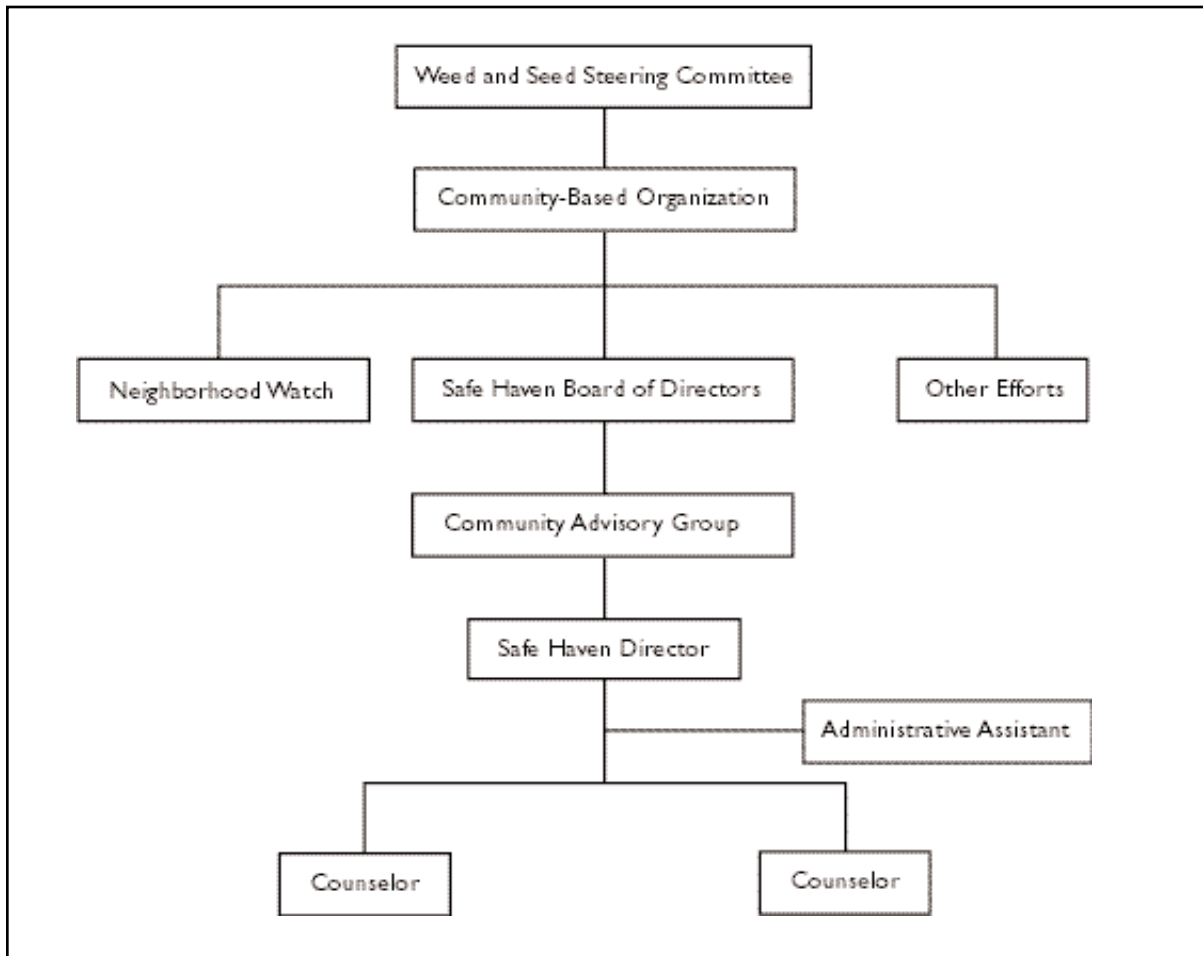
Local government agencies often assume that they are responsible for providing services and resent others' intrusion even if they are not able to address needs adequately. Try to establish a working partnership with local agencies. Suggest adding your efforts to their existing ones. Avoid confrontations that will be hard to overcome later.

If certain services are not offered, explore ways to attract agencies or organizations to provide them. For example, if you need health care, well baby clinics, and health education, contact a local hospital about providing auxiliary services in your community. Find out what it will take to get them to consider your request.

Even though it seems daunting, the United Way, Boys & Girls Clubs, YMCA, or similar agencies may be able to help. They can also refer you to other agencies or organizations that will work with you. Do not give up too quickly.

Exhibit 10–1. Safe Haven Sample Organizational Structure

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Chapter 11. Neighborhood Restoration

Overview

Neighborhood restoration is the fourth major component of Weed and Seed. It focuses on revitalizing designated neighborhoods by leveraging local, state, tribal, and federal resources. Restoring a community can be a complex and long-term process. This chapter highlights the steps needed to implement a neighborhood restoration plan that encourages the leveraging of key resources at all levels to maximize their impact on the designated area.

Vision

Everyone wants to live in a community that has all the amenities—safe parks, grocery stores, schools, thriving businesses, homes, entertainment, and medical services. When communities experience a loss in the tax base, it is often because of deteriorating conditions such as business closings, a shift away from home ownership, negative changes in the quality of medical and social services, unkempt parks, and increased prices for basic necessities in local stores.

Communities that suffer from any of these conditions can be revitalized. Neighborhood restoration is about much more than physical buildings—it is about restoring the human capital in a neighborhood by providing tools to help residents secure livable-wage employment, start new and thriving businesses, increase the stock of affordable housing, and increase the number of homeowners. It recognizes the needs of both the young and the not so young. Youth activities in safe parks, senior housing and services, and increased medical and social services treat many community ills.

Imagine a community that provides access to local city services in strip malls (e.g., postal services and Social Security and employment offices). A competitive grocery store that offers quality food at affordable prices is often high on residents' wish lists. They would also like to have clean streets with bright lights that deter crime. The neighborhood would benefit if businesses that have been operating from homes without proper licenses would open their doors in storefronts or malls in the community. A popular idea is to develop programs that encourage residents to save their money and that provide matching funds they can use to buy a new home, start a business, or complete an education. Training programs that provide residents with increased technology skills would enable them to secure higher paying jobs. Some programs could help residents correct their credit problems and prepare them for owning their own homes.

Neighborhood restoration efforts should help rid the community of crime, improve relations between residents and police, and provide residents with programs and services that prevent, intervene, or treat problems of youth, adults, and families. That work lays the foundation for community restoration. Any effort to rid a community of negative elements brings positive resources and the physical assets needed to revitalize the community. Changes in population, economic or physical conditions, social attitudes, and business patterns all affect communities in complex ways. Many such changes are dictated by decisions made at the local government level—which is why Weed and Seed is an ideal strategy for improving neighborhoods in distress. Working in collaboration with local,

state, and federal government agencies, Weed and Seed brings community stakeholders together to leverage their collective resources and achieve the restoration goals for the Weed and Seed neighborhood.

The initial Weed and Seed strategy that results from analyzing needs and available resources provides a safer, more stable community environment that can promote restoration. Of the four major Weed and Seed components, neighborhood restoration offers residents the opportunity to actually see improvements in their community. It does more than just inject new programs into a community. Neighborhood restoration is self-defining: The process originates from and is sustained by the actions and choices of those living and working in the neighborhood. The restoration process should reflect the needs of the entire community, not just the judgment of community representatives on the Steering Committee. Neighborhood restoration must also be viewed as a long-term strategy.

Although certain changes can be made to the physical appearance of a community in a relatively short period of time, restoring a community implies that the whole area will return to its original state. For some locations, though, the strategy involves restoring only certain aspects of a community while developing new components—which moves neighborhood restoration into the arena of comprehensive community development.

This manual does not cover community development in great detail, but it can serve as the cornerstone of effective neighborhood restoration strategies. All communities are in some state of development. Implementing neighborhood restoration strategies is necessary to help a distressed area work toward the vision of community restoration.

Restoring a community begins with a vision of what it might become in the future. The

restoration process begins with taking stock of what in the community can be developed, what can be recruited or secured, and what needs to be replaced by positive, community-benefiting enterprises. This is not an easy task. However, working in incremental steps and building on small accomplishments can end in success. Remember to work from the inside out—if you build strong communities, businesses will come. When businesses come, people become employed, and when they are employed, they begin to create wealth.

Implementation Process

Restoration goals and objectives may have to be revisited after the local Weed and Seed's first-phase strategy is underway to determine if they are appropriate. This review is recommended because initial stabilization efforts may not work exactly as planned, and because restoration strategies do not work in high-crime neighborhoods. Also, the value of any community is determined by the consumers who live there. Although the Steering Committee can identify basic restoration issues with help from the city planning office, specific details and timing should be coordinated with neighborhood residents. For example, demolishing and reconstructing homes, if identified as a priority in the needs assessment, may not be as important to community members as public-private financing to expand the local supermarket. Making restoration plans that contradict community expectations and values can hinder the process and undermine stabilization efforts. Restoration designed without resident input can produce negative effects within the community and unintentionally accelerate decline.

As you begin to think about your plan, keep in mind the KISS principle (Keep It Simple Silly). Steering Committee members are not community development experts, and it would be unrealistic to try to execute massive projects without

sufficient expertise on board. In addition, neighborhood restoration is one of the components of Weed and Seed that allows residents to actively participate in the transformation of their community through low-cost or no-cost activities. Remember, a team effort is necessary to bring about community change. Weed and Seed does not have to be solely responsible for everything. Although many people may want a new shopping center in their community, this should not be a top goal for Weed and Seed. Support existing community development corporations, which generally have the expertise to carry out these types of projects.

In developing an implementation plan for neighborhood restoration, the following steps should be taken.

Step 1: Create a Subcommittee

The creation of a neighborhood restoration subcommittee is key to involving residents and other community stakeholders in an organized restoration process. Although several local community organizations may exist, they often focus solely on providing a specific service to residents and do not consider how they might all work with each other and leverage their resources. This does not mean that they are not interested. Often, they just need to be brought together to address a common purpose. The subcommittee unites the groups.

The subcommittee could include representatives from the Steering Committee and from community organizations who are not members of the Steering Committee but who have an interest or expertise relevant to neighborhood restoration. Residents are generally interested in this type of committee, as are community development corporations, community action agencies, government agencies, financial institutions, foundations and small businesses.

Make a list of organizations that may be interested in participating on this subcommittee and

contact them. Remember, individuals who agree to serve on the subcommittee should understand that their participation is voluntary and that their organization or agency will not receive funds. Also make sure that subcommittee members have the time to attend meetings. Other members often are frustrated when someone who attends meetings infrequently wants the group to revisit issues that were addressed in past meetings.



How does the subcommittee connect to the Weed and Seed Steering Committee? The Weed and Seed Steering Committee promotes restoration plan development by enlisting professional help for the plan's design, targeting local resources, and soliciting local, state, and federal cooperation.

Step 2: Revisit the Needs Assessment Conducted for the Neighborhood

One of the benefits of conducting a needs assessment is that the priorities identified can be used to formulate goals for each of the four Weed and Seed components. Because much of the assessment may focus on the economic conditions of a target area, this information should serve as a basis for creating neighborhood restoration goals. In a subcommittee planning session, the group may want to examine these issues and to determine what role it can play in addressing each of them.

Step 3. Formulate Goals and Objectives To Be Accomplished

Once the subcommittee has identified issues, it can formulate goals and objectives and focus on how these goals and objectives should be met. Remember that some goals are directed at stabilizing the community and some at restoring it. Subcommittee members must consider activities or tasks that yield both short- and long-term results.

Residents may be frustrated by initiatives that start out strongly but finish poorly; they look for immediate evidence that Weed and Seed is a positive investment in their community. Short-term activities to produce visible results include conducting neighborhood cleanups and allocating special days for graffiti removal—activities that residents can see, participate in, and benefit from.

Long-term neighborhood restoration challenges include asset building, reducing unemployment, encouraging business startups, upgrading the quality of housing stock, and increasing the number of homeowners in the community.

Step 4: Develop Activities To Achieve Goals and Objectives

After formulating goals and objectives, it is time to identify relevant activities that emphasize serving residents. Activities may require a series of partners, both internal and external to the community. Some activities that are popular with Weed and Seed sites include (1) job fairs attended by employers and employment assistance organizations; (2) workshops on starting a business by partnering with the Chamber of Commerce or other business organization; and (3) workshops on financial management and asset building.



Step 5: Secure Approval From the Steering Committee

After the implementation plan is developed, it is submitted to the Steering Committee for approval—an important process because it provides additional opportunities for residents and other stakeholders to provide input on the plan and on how the activities described in the plan complement other Weed and Seed components' activities. Everyone involved with Weed and Seed should understand the implementation plans for all components of the program.

The coordinator is responsible for scheduling activities to ensure minimal duplication of events that target residents for participation. The Steering Committee has ultimate responsibility for monitoring the entire site plan; however, the neighborhood restoration subcommittee is directly responsible for implementing neighborhood restoration activities. The progress of planned activities is reported to the Steering Committee on a regular basis. No component of Weed and Seed is more important than another. Communication between the subcommittee and the Steering Committee not only ensures successful implementation of the Weed and Seed strategy but also permits maximum resources to be applied to each of the planned activities.

Step 6: Adjust the Goals, Objectives, or Activities

After goals and objectives have been formulated and implementation activities have begun, it may be necessary to evaluate and adjust them. When groups formulate their plans, they often tend to be overly ambitious. The time required to pull new initiatives together may be underestimated, or unforeseen challenges may arise that hamper the progress of certain activities. Initial goals may turn out to conflict with other community activities, or the support needed from local organizations to achieve these goals may not be forthcoming. Remember that the goals are established for the local community. If Weed and Seed goals appear to conflict with those of other community organizations, try to incorporate these organizations into the Weed and Seed strategy, or revise the goals.

Based on the community needs assessment conducted by the Planning Committee, the site should have a list of issues to be addressed in restoring the neighborhood, which have been identified by community stakeholders. If adjustments to the goals or objectives are needed, revisit the assessment to ensure that the Weed and Seed strategy is working to address these priority issues. Sometimes the goal or objective is fine, but the time needed to implement an activity may have to be extended. Adjustments are acceptable as long as the group remains focused on activities consistent with neighborhood restoration.

Step 7: Evaluate the Neighborhood Restoration Plan

To be effective, some type of planned evaluation must be conducted to determine the effect of the restoration efforts. It is vital for the subcommittee to know whether restoration goals and objectives are appropriate and achievable.

Subcommittee members should monitor two levels of core indicators during the implementation

of key activities. The first level pertains to outcome measures established as part of the overall planning process that relate to the objectives. For example, if an objective includes offering workshops on small business development, two evaluation indicators are the number of workshops offered and the number of people who attended these workshops.

The next level of indicators is broader than the objectives and may take months to fully document. Referring again to the example of the small business workshop, the second-level indicator is the increase in new business startups in the neighborhood. Where would you get information to document the level of business development? The city's department of economic development or the department handling business registration can usually assist in documenting an increase in the number of new businesses.

Core indicators are important because they measure the overall effectiveness of the restoration process, which includes both stabilization activities and restoration activities. You need to document whether the conditions in the community that affect residents are improving and resulting in more residents securing employment, increased capital investment in the area through new businesses, and higher rates of home ownership. Such increases suggest another level of investment in the community.

Specific indicators to consider are—

- **Property values.** The demand for housing increases as overall neighborhood quality improves. As demand increases, value increases.
- **Home or business loans.** Increases in loans indicate higher incomes among applicants, improved physical conditions in the neighborhood, increased confidence in the stability of collateral, and reductions in perceived risk.

- **Building permits.** Increases in building permits usually mean an improvement in the neighborhood. However, they should be analyzed closely because permits to convert single-family housing to multifamily units, for example, may not necessarily indicate community improvement.
- **Property taxes.** A decrease in tax payment delinquencies indicates an increase in incomes and greater community commitment and confidence.
- **Household income.** Although difficult to measure, increases in household income are directly related to neighborhood conditions.
- **Home ownership.** Increases in home ownership mean that the community is improving.

Recap of the Process

- Assemble a diverse team of individuals to serve on the neighborhood restoration subcommittee
- Review the needs assessment completed by the initial Planning Committee.
- Formulate goals, objectives, and activities to be accomplished.
- Submit the neighborhood restoration plan for Steering Committee approval, and ensure neighborhood restoration tasks complement the other components of the Weed and Seed strategy.
- Implement the plan, recognizing that adjustments may be needed over time.
- Establish core indicators, and evaluate the plan on a regular basis.

Implementation Issues

The subcommittee does not have to be directly responsible for the implementation of neighborhood restoration activities. Instead, it can coordinate such activities by already existing organizations that have the appropriate expertise.

Also, if neighborhood residents are not participating in the program, restoration will probably fail. Participation does not mean listening to Weed and Seed updates at the local community center; it means volunteering in activities designed to remove negative influences and create a positive living environment. Expanding volunteers' participation can be difficult, but it can be done. There is no formula for creating an environment that results in effective community participation. Community policing officers can help involve residents because they talk with the residents frequently.

It may be necessary to occasionally reexamine the composition of the subcommittee. As some people lose interest or cannot attend meetings, their positions may need to be filled with new members. Community youth can also play an important role in restoration efforts. Also, if it is not possible to secure the participation of top officials from local organizations, make sure that individuals who do participate have the power or direct access to power to make decisions on behalf of their organizations.

The timing of subcommittee meetings might be an organizational challenge. Although meetings for staff representing organizations might be ideal during the day, the number of employed residents able to attend at that time may be limited. It is important to find the best schedule for everyone.

Planning and managing a successful restoration process is difficult because many of the socio-economic market forces that affect the value of the community cannot be controlled by the Weed and Seed strategy. Keeping a realistic eye

on the time required to restore a neighborhood helps balance expectations for change and results in critical activities, programs, and services that positively affect the lives of residents.

Chapter 12. Evaluation

Overview

This chapter discusses the design, development, and use of an evaluation component for the Weed and Seed strategy. It reviews how a well-designed evaluation provides a thorough description of the structure and operation of Weed and Seed activities and appraises whether those activities were successful or need adjustment. The chapter also examines the elements necessary to achieve an effective evaluation, looking not only at the desired outcomes but also at the resources used and the effectiveness of the program design.

Finally, this chapter focuses on local evaluations, which typically are less formal and rigid in approach than evaluations performed at the national level. The National Process Evaluation of Weed and Seed (1995) and the National Evaluation of Weed and Seed (1999) can serve as references.

Vision

Evaluation is the best way for the Steering Committee to determine whether the selected activities and programs are effective.

The evaluation process should be viewed as a tool to help refine and improve activities, and to document successes rather than expose program failures. It can also help the Steering Committee improve its management and oversight of Weed and Seed and affect future decisions.

Evaluation reports can influence decisions about funding allocations and program selection. These policy decisions are central to whether

the long-term goals of reducing crime and promoting a safe and secure environment are achieved.

Implementation Process

Step 1: Identify a Coordinator and the Other Members of the Evaluation Team

An evaluation coordinator should be selected during the organizational phase of Weed and Seed. To ensure the objectivity and credibility of the evaluation, the coordinator ideally should be selected from an organization not participating directly in Weed and Seed.

Many organizations can help with the evaluation process at little or no cost. Organizations that may be able to assist include the following:

Colleges and universities have students who can work on an evaluation project. Which school department to approach for assistance varies from one institution to another, but options include the political science, sociology, business, and urban affairs departments.

The planning section of local government may be willing to help develop an evaluation component. The city's economic development agency may also be able to assist.

Some nonprofit organizations, such as the local Chamber of Commerce, Urban League, and United Way, often help nonprofit groups such as Weed and Seed develop an evaluation process.

It will probably be possible to identify other potential sources of assistance. Each community has agencies that can perform these tasks.

Step 2: Agree on the Definitions of Terms Used in the Evaluation

Although evaluation terms may seem unfamiliar, they simply refer to program components and are used universally. By using and agreeing on these definitions, you can ensure a strong collaborative effort and avoid misunderstandings.

- **Input.** Resources dedicated to the program (e.g., human resources, funds, physical space).
- **Activity.** The types of services the program provides to achieve its goals (e.g., what the program does with its resources [inputs] and how it changes these resources into products).
- **Output.** The products of the program (e.g., classes offered, training provided, counseling conducted).
- **Outcome.** The benefits to the targeted population during and after participation in the program (e.g., changed attitudes, behavior modification).

Step 3: Review the Priorities To Be Measured

A close relationship between site development and evaluation should exist. Clearly defined goals are key to both a successful site operation and an informative and useful evaluation. Each strategy component should have measurable goals on which the evaluation framework is constructed.

- When developing operational plans, identify desired outcomes tied to the goals; also develop the following supporting pieces:
- Tasks to be performed in moving toward the goal.

The following is an example illustrating how your program design and evaluation plan should relate to each other.

Identify steps necessary to operate and evaluate your program:

Goal: Decrease the dropout rate.

Objective: Decrease dropout rate by a certain percentage.

Tasks:

- Enroll targeted number of students.
- Track attendance in classes.
- Compile class completion rate.
- Measure the reduction rate of school dropouts.

- Organization or individual responsible for the tasks.
- Timeframe for accomplishing these tasks.

Important as they are, quantitative measures should not be used in isolation. When assessing program performance, schedule checkpoints at regular intervals to ensure that the program is on course to achieve its objectives. If the program is achieving on all measures, there is no need to make changes. If achievement on some measures is falling short of expectations, however, consider some of the following questions to determine what midcourse corrections should be made:

- Were the numbers/goals realistic?
- Was outreach adequate?



- Were the schedule and program adequate to the task?
- Were interim adjustments made as needed?
- Were resources adequate for program needs?
- Was cooperation from other community resources adequate for program needs?

Assess qualitative measures using evaluation process results. Talk with participants about their perceptions of the success of the program. What suggestions do they have to improve future programs?

Step 4: Collect and Analyze Information

Evaluation reports should not be confined only to numbers and percentages. The Steering Committee should have access to both quantitative and qualitative information to help assess progress. Numbers relating to crime statistics show a precise picture of the results of activities in the target neighborhood and can be used to allocate resources for law enforcement and community policing activities. Statistics can also reveal the number of people served by programs related to seeding activities.

Do not overlook the qualitative aspect of evaluation. Do residents feel safer and more comfortable in their neighborhood? Does the neighborhood look better? Residents' perceptions are an important part of evaluating progress.

Analyzing evaluation reports should yield valuable information about what was successful and what needs to be adjusted. If the evaluation is properly designed, it will not be used to place blame. Success is always the desired outcome. However, much can be learned from mistakes. An evaluation process should show where improvements need to be made.

Some Findings That May Result From an Evaluation

- There is insufficient funding to cover necessary program costs. If the program is to be continued, it may be necessary to reduce the number of people served, limit the scope, or raise additional funds.
- There is not enough information about the causes of the targeted problem. With additional information from the evaluation, adjustments to the focus can be implemented. For example, a goal is to reduce drug sales around a school. The program provides classes about substance abuse. Drug sales, however, have not been affected by the program because drugs are sold by people from outside the community, not students who attend the classes. The classes may be effective in teaching students about substance abuse; however, they have missed their main target because of insufficient information about the problem.
- The organization or individual selected to operate the program does not have the skills or experience to succeed. With experience gained from operating the program, the coordinator may be able to improve how the program is run. It may, however, be necessary to make more extensive changes.
- The goal is reached and the program will operate for another year or until it is no longer addressing a priority issue and the focus gets redirected.



Implementation Issues

Deciding What To Evaluate Will Be the First Issue

Priorities are the most important aspect to evaluate. It will not be easy to get everyone to agree; however, use the site strategy as the guide.

As discussed earlier, some people believe statistics are the most important measure of program success. Quantitative results can be accurate and objective, but qualitative results should not be ignored. Both quantitative and qualitative measures are important.

Other Implementation Issues

To ensure credibility, find an organization or individual not involved in Weed and Seed to conduct the evaluation.

Costs are often an important issue when the evaluation is discussed, so seek assistance from educational and other nonprofit organizations as well as local government agencies.

Remember that signoff from the Steering Committee may not be easy to obtain if members feel that the evaluation report depicts the site unfavorably. Therefore, this issue should be addressed before the evaluation starts to assure everyone that it will not be an indictment. It will be important to demonstrate to the Steering Committee that the report is an important management tool.

Local site evaluations feed into the larger view of Weed and Seed and help to make the case for the positive aspects of the strategy nationwide. The local information is a vital part of the larger picture.

Exhibit 12–1. Program Outcome Measurement Model

Input	Activity	Output	Outcome
<i>Resources</i>	<i>Services</i>	<i>Products</i>	<i>Benefits</i>
Money	Training	Classes taught	New knowledge gained
Staff	Education	Counseling sessions held	Skills increased
Volunteers	Counseling	Educational material designed	Attitudes or values changed
Equipment	Mentoring	Hours served	Behavior modified
Supplies		Participants served	Conditions for participants improved
Building/space for program use			
Donations			

Exhibit 12–2. Monthly Participant Attendance Form

Month of _____ 20 _____

Site: _____

Day	Number First Time	Total Number Signed In	Number Signed In for Each Activity																				
1																							
2																							
3																							
4																							
5																							
6																							
7																							
8																							
9																							
10																							
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25																							
26																							
27																							
28																							
29																							
30																							
31																							
Total																							
Days Open																							
Average																							

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References

EOWS Community-Oriented Policing Summit: Summary of Proceedings

National Evaluation of Weed and Seed

Weed and Seed Best Practices

Weed & Seed In-Sites Magazine

Resources

Community Capacity Development Office

www.ojp.usdoj.gov/ccdo

U.S. Department of Justice

www.usdoj.gov

Community Policing Consortium

www.communitypolicing.org

Institute for Law and Justice

www.ilj.org/index.asp

International Association of Chiefs of Police

www.theiacp.org

Office of Community Oriented Policing Services

www.cops.usdoj.gov

Police Executive Research Forum

www.policeforum.org

Reentry Initiative

<http://www.ojp.usdoj.gov/reentry>

The Task Force for Faith-Based and Community Initiatives

<http://www.ojp.usdoj.gov/fbci>

For a list of Officially Recognized Weed and Seed sites, visit our Web site:

www.ojp.usdoj.gov/ccdo

How To Obtain Technical Assistance From CCDO

Overview

The Community Capacity Development Office's (CCDO's) mission is to work with local communities to design strategies for deterring crime, promoting economic growth, and enhancing quality of life. One of CCDO's most important functions is to support and help sustain the Weed and Seed strategy of local and tribal communities through technical assistance (TA) programs. CCDO-sponsored TA provides direct assistance to communities to develop and implement comprehensive strategies for improvement.

Technical assistance plays an integral role in the success of a Weed and Seed strategy. Sites can procure technical assistance directly with their Weed and Seed grant's core funds and/or special emphasis funds. In addition, CCDO can provide TA to help sites achieve their strategic goals with professional guidance, consultation, and team-building approaches.

Who Is Eligible for TA?

Officially Recognized and developing Weed and Seed sites are eligible for TA. Sites must work with the Steering Committee and the U.S. Attorney's Office (USAO) when requesting TA. For developing sites, the TA request must be submitted by the USAO.

What TA Can CCDO Provide?

Technical assistance is designed to help improve the organization, management, and elements of a site's strategy and implementation plan. CCDO has a variety of providers (consultants) who

carry out TA and have years of advanced professional experience in areas including—

- Strategic planning.
- Youth programs.
- Mobilization.
- Employment training.
- Evaluation.
- Funding and marketing.
- Asset mapping.
- Steering committees.
- Public housing issues.
- Community policing.
- Conflict resolution.
- Team building.
- Grants/funding review.
- Job training.
- Computer systems.

Does Your Site Need TA?

If you hesitate in answering this question, you may need TA. Sites are not charged, penalized, or judged to any degree for requesting technical assistance. Many sites feel that if they show signs of need, they will be viewed as failures.

TA is based on the common understanding that many people lack comprehensive training in

areas that are necessary to reach Weed and Seed goals. If project partners lack the same training, technical assistance is the perfect solution. Technical assistance is free to all Officially Recognized and developing Weed and Seed sites.

How Do I Request TA?

Sites should allow 6–8 weeks for a TA request to be processed and approved by CCDO.

- The site Steering Committee develops a TA request in response to a specific site need.
- The site submits the request to the CCDO Program Manager.
- CCDO works to match a site's needs to a qualified TA provider.
- A working TA plan is developed and processed for approval.
- TA is distributed to the site, and progress is monitored by the CCDO Program Manager.
- Sites are encouraged to complete the customer satisfaction survey after TA services are rendered.

What Should Be Included in the TA Request?

Each TA request should have the following sections:

- A statement explaining the need for and objectives of the TA request. Include how the needed TA fits into your site's overall Weed and Seed strategy.
- A description of the specific assistance requested. The description should include each anticipated task associated with the request.

- A contractor or service provider, if known. If a contractor or service provider has been identified, include as much background information as possible. If no contractor has been identified, CCDO will work with you to find an acceptable provider.
- A timeframe within which TA should be provided.
- The names of the representatives from your site who will participate in TA.

How Is TA Delivered?

In most cases, TA comes in the form of a service provider—a CCDO consultant—traveling to the Weed and Seed site. The TA service provider will meet with the site representatives (i.e., site coordinator, Steering Committee members, and USAO contact) to ensure that services are rendered as outlined in the request. The provider may work for 1 day or several. Everything depends on the training needs of the site.

Sometimes the needs of the site can be met through telephone consultation and a site visit is not necessary. Your CCDO Program Manager is responsible for understanding the details of your situation and is the best person to help you develop your TA request.

Technical assistance comes in several forms. Ongoing training coordinated by CCDO comes in the form of—

- Electronic assistance (e-mail broadcasts, CCDO Web site).
- Coordinated peer-to-peer training, in which sites learn from other Weed and Seed contacts.
- Training workshops and conferences, in which sites have the opportunity to meet many CCDO service providers.

- Telephone consultation.
- Satellite broadcasts, in which live, interactive satellite broadcasts cover Weed and Seed topics.
- An interactive training manual.

Implementation Manual Glossary of Terms

Community Development Block Grant (CDBG):

These grants, administered by the U.S. Department of Housing and Urban Development, are awarded to communities to carry out a range of community development activities directed toward neighborhood revitalization, economic development, and improvements to community facilities and services.

Community mobilization: A process to rally and organize community members and stakeholders to work as a group toward common community goals.

Community service officer (CSO): A uniformed civilian employee whose duty is to handle non-enforcement situations that would otherwise be assigned to sworn police officers; these situations include conflict resolution, missing persons report filing, emergency needs assistance, and crisis intervention. CSO support reduces the demands on sworn officers so that they can devote their time to other aspects of community policing.

CAD: Computer-aided dispatch.

CCE: Continuing criminal enterprise.

Community Capacity Development Office (CCDO): The program office in the Office of Justice Programs, U.S. Department of Justice, that manages and administers the Weed and Seed strategy at the national level. CCDO provides services, technical assistance, training, resources, grant oversight, and funding to local Weed and Seed strategies. CCDO is responsible for overall program policy, coordination, development, and budgeting. Additionally, CCDO—

- Enhances law enforcement and prosecution coordination among federal, state, tribal, and local agencies.
- Processes Weed and Seed property forfeitures to convert problem properties to community uses.
- Coordinates asset forfeiture fund reimbursement for state and local law enforcement.
- Awards Official Recognition to unfunded sites.
- Coordinates trainings/meetings to support site initiatives.
- Publishes tools for community development and leadership, including the nationally distributed electronic *In-Sites* magazine.
- Coordinates with other cooperating programs or agencies.

DEFY (Drug Education for Youth): A comprehensive, two-phased mentoring program that uses adult leadership to strengthen protective factors that direct youth to a life without drugs, alcohol, and gangs. DEFY has three goals:

- To develop relationships between youth and positive adult role models.
- To deliver life-skills training.
- To deter drug use and gang involvement.

Differential police response (DPR): A practice of managing calls to increase response to community calls for service. By prioritizing calls by severity of emergency, police can better provide

timely service to callers by responding over the phone, scheduling next-day responses to non-emergency calls, and distributing responses to community service officers for report filing. DPR creates more unbroken patrolling time for problem solving and community policing. The result is a net reduction of overall dispatches of police officers and a rescheduling of some lower priority dispatches to hours of relatively fewer 911 demands.

DOJ: U.S. Department of Justice.

Empowerment Zone and Enterprise Community (EZ/EC): A U.S. Department of Housing and Urban Development initiative that offers both rural and urban residents and businesses innovative approaches to revitalization. This initiative brings communities together with public and private partnerships and attracts financial backing for economic and community development.

High-Intensity Drug Trafficking Area (HIDTA) program: A national program funded by the Office of National Drug Control Policy (ONDCP) that provides resources to areas identified as having the most critical drug-trafficking problems affecting the rest of the country. HIDTA creates federal, state, and local partnerships in the most critical drug-trafficking areas to tailor anti-drug goals into regional solutions.

Individual Development Account (IDA): IDAs are asset-building tools that provide low-income individuals with an incentive to save money to continue their education, start a business, or buy a home.

Law enforcement strategy: The Weed and Seed law enforcement vision includes police and prosecution strategies to remove serious and visible criminals quickly from high-crime neighborhoods.

Law enforcement subcommittee: A subgroup that reports to the Weed and Seed Steering Committee comprising representatives from all law enforcement agencies with jurisdiction in the Weed and Seed neighborhood.

Memorandum of agreement (MOA): A written statement of commitments signed by members of the Steering Committee and partner organizations. The MOA serves as documentation, clarification, and a resource for later followup activities.

Neighborhood assessment: The process in which community stakeholders, including residents, law enforcement agents, business owners, and nonprofit organizations, collect data and analyze the resources and problems within a specific neighborhood.

Neighborhood watch program: A program in which the community works together to look for and identify criminal activities within the neighborhood.

Official Recognition (OR): The designation awarded by CCDO to sites that submit a comprehensive plan to implement a Weed and Seed strategy in a designated area. Once OR has been awarded, sites may apply for Weed and Seed funding.

Operation Weed and Seed: A community-based approach to law enforcement, crime prevention, and neighborhood restoration. Established in 1991 by the U.S. Department of Justice (DOJ), Weed and Seed is an innovative strategy in DOJ's Office of Justice Programs that provides a comprehensive multiagency approach to community revitalization. Weed and Seed has four elements:

- Law enforcement.
- Community policing.

- Prevention, intervention, and treatment.
- Neighborhood restoration.

Organized Crime Drug Enforcement Task Force (OCDETF): A federal program initiated in 1982 to combine federal, state, and local law enforcement efforts into a comprehensive attack against organized crime and drug traffickers. Aspects of the program have influenced every major law enforcement initiative in recent years, such as HIDTA, Weed and Seed, and the Anti-Violence Initiative.

PIT: Prevention, intervention, and treatment.

Safe Haven: A multiservice center that coordinates youth and adult services in a highly visible, secure, and accessible facility. Every Weed and Seed site is required to have at least one Safe Haven in its target area. The Safe Haven acts as the center of activity for most Weed and Seed initiatives.

Serious and Violent Offender Reentry

Initiative: Developed by the U.S. Department of Justice, Office of Justice Programs (OJP), in conjunction with federal partners, the initiative is a comprehensive effort that addresses both juvenile and adult populations of serious, high-risk offenders. It provides funding to develop, implement, enhance, and evaluate reentry strategies that will ensure the safety of the community and the reduction of serious, violent crime. This is accomplished by preparing targeted offenders to successfully return to their communities after having served a significant period of secure confinement in a state training school, juvenile or adult correctional facility, or other secure institution.

Scanning-analysis-response-assessment

(SARA): An approach to problem solving used by community policing officers to identify and respond to problems in a community. Successful

implementation of the model by law enforcement officers has led to increased use of SARA by residents, businesses, and universities to identify and resolve issues in their immediate communities.

Site coordinator: The individual who is the full-time “hands-on” person working in the Weed and Seed target area. The site coordinator is the link between members of the target area, Safe Haven staff, law enforcement, CCDO, and the site Steering Committee.

Steering Committee: The Weed and Seed Steering Committee includes representatives from four key stakeholder groups: the U.S. Attorney or designee; residents of the designated neighborhood; city, county, or tribal government representatives; and local law enforcement officials. It may also include other representatives, including youth and elderly residents of the target area.

The role of the Steering Committee is to—

- Complete initial development steps.
- Provide direct oversight and management of program goals and objectives.
- Coordinate the activities of Weed and Seed subcommittees.
- Implement a coordinated law enforcement and neighborhood restoration plan.
- Approve changes to the program.
- Document program activity.
- Evaluate the overall program.

Technical assistance (TA): Technical assistance helps sites achieve their goals with professional guidance, advice, consultation, and training. It is an integral part of Weed and Seed strategy.

U.S. Attorney’s Office (USAO): Participation by the local USAO is mandatory for every Weed and Seed site. The USAO plays a central role in organizing the Steering Committee and is integral to the site’s law enforcement strategy.

The role of the U.S. Attorney is to—

- Provide leadership to community leaders who coordinate the strategy locally.
- Convene a core group of community officials in a working committee and assist the local site in selecting and convening a Steering Committee.
- Serve on the Steering Committee (often as chair).
- Initiate the planning activities.

Weed and Seed stakeholders: The four key stakeholders for a Weed and Seed program are—

- The U.S. Attorney or a designee.
- Residents of the designated neighborhood.
- The mayor, city manager, county executive, or designated representative of city, county, or tribal government.
- The police chief, sheriff, or other designated representative of local law enforcement.

Safe Haven Sample Forms

Weed and Seed Safe Haven Center Volunteer Survey/Intake Form

Name: _____ Date: _____

Address: _____

City, State, ZIP: _____ Phone: _____

Activity	Prioritize	Days Available		Hours	
		Friday	Saturday	First Choice	Second Choice
Cultural/Skills Building					
Sewing instructor					
Talent show coordinator					
Dance class instructor					
Drill team coordinator					
Modeling instructor					
Guitar instructor					
Other					

Activity	Prioritize	Days Available		Hours	
		Friday	Saturday	First Choice	Second Choice
Recreation					
Boys basketball coach					
Girls basketball coach					
Baseball coach					
Karate instructor					
Billiards instructor					
Volleyball instructor					
Sports medicine instructor					
YFCA Outings					
Swimming chaperon					
Weightlifting chaperon					
Field Trips					
Fishing chaperon					
Bowling chaperon					
Other					

Safe Haven Sample Forms

Weed and Seed Service Provider Information Sheet

III

Agency Name: _____

Federal Tax Identification Number: _____

Or

Social Security Number: _____

Name of Person(s) Authorized To Request Reimbursement:

Name: _____

Signature: _____

Name: _____

Signature: _____

Name To Appear on Check: _____

Address To Mail Check:

Safe Haven Sample Forms

Weed and Seed Participant Information Form

112

ID Code: _____

I. Participant Data

First Name: _____ M.I.: _____ Last Name: _____

Street Address: _____

City: _____ State: _____ ZIP Code: _____

Telephone: _____

Race: Check one best answer:

- African American
- Hispanic
- White
- Asian/Pacific Islander
- Other

Sex: Male

Female

Date of Birth: ___/___/___

Are you a [target area] or [target area] resident? (circle one)

II. Emergency Contact

First Name: _____ M.I.: _____ Last Name: _____

Telephone: _____ Relationship: _____

Parents must complete this section for participants under 18 years of age.

III. Parent/Guardian

First Name: _____ M.I.: _____ Last Name: _____

Relationship to Participant: Mother

Father

Legal Guardian

Other: Please Specify: _____

Street Address: _____

City: _____ State: _____ ZIP Code: _____

I, _____, parent/guardian of _____, waive all liability and give my son/daughter permission to participate in all activities of Weed and Seed, Project Safe Haven. I also give my son/daughter permission to be transported to other Safe Haven sites for activities and to participate in special trips and events including monthly Weed and Seed Steering Committee meetings or as outlined in the Safe Haven Program.

Signature of Parent/Guardian

Date

Sample Format for Site Summary

[Site Name]

Background: _____

Target Area: _____

Steering Committee: _____

Strategy: _____

Law Enforcement: _____

Community Policing: _____

Prevention/Intervention/Treatment: _____

Safe Haven: _____

Neighborhood Restoration: _____

Special Initiatives: _____

Notable Programs: _____

Evaluation: _____

The Weed and Seed Strategy and Community-Oriented Policing

Overview

The preamble to the United States Constitution says that one of the purposes of government is to 'insure domestic tranquility.' This means that it is government's responsibility to enforce laws and preserve order so citizens may go about their daily business peaceably—secure in their lives, possessions and rights.

To achieve this, the government appoints the police. Of course, it doesn't stop there. The principles of policing in a democratic society recognize that the people's consent and cooperation is necessary to ensure social order and observance of laws. Policing in our nation has continually evolved in response to the needs of a changing society. But at the core, society accepts that the police will serve the will of the people under legitimate authority, respect individual rights and respond to community needs.

Community-Oriented Policing

Community policing emerged from the crucible of public and professional policing debate during the late 1970s. Community policing promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and community-police partnerships.

Unlike traditional, reactive policing, community policing stresses the prevention of crime. Today community policing is an inte-

Community policing is not a program. It's a way of doing business.

It's not static; it constantly adapts.

gral part of Weed and Seed projects combating crime and improving the quality of life in the nation's cities, towns and rural areas.

Geographic Assignment

Core components of community policing include partnering with the community; collaborative problem solving; the empowerment of front line police officers and their assignment to consistent and continuing responsibility for discrete neighborhoods. If officers work most of their time in the same neighborhood, they become familiar with the people and more committed to preventing and solving problems. This strategy nurtures trust and mutual respect in Weed and Seed Neighborhoods.

Partnerships With Other Agencies: A Holistic Approach

In a true community-policing environment, collaborative partnerships extend beyond individual citizens to include grassroots

community organizations, youth agencies, merchants, schools, faith-based institutions and departments of government such as planners, public housing, engineers, social services, emergency services and hospitals. In fact, the opportunities for collaboration extend to every potential resource for sustaining community wellness. A close working relationship with local government is essential to success.

Emphasizing Prevention

The emphasis on prevention is fundamental to effective community policing and vital to an effective Weed and Seed project. In the words of one front line police officer, the role of the police is to "prevent bad things from happening." And the best place to start is with the safety and security of our youth. Working together with youth clubs, social services and outreach agencies, community police have served as positive role models, mentors and referral agents for many troubled youths.

Community policing is not a program, it's a way of doing business. It's not static; it constantly adapts. The problem solving never stops, and neither does the search for innovative solutions.

Today's solution to a street drug market may be a direct strategy of strict enforcement. But tomorrow that solution may become a preventative, indirect strategy of nuisance abatement.

Street corner loitering by neighborhood youths can create feelings of fear and uncertainty for others. While the knee-jerk reaction may suggest beefing up police patrols, police may develop more long-term

solutions by working with youth agencies and churches to find alternatives to the street.

The local Health Department may contribute to community well being by rooting out underlying conditions that contribute to dysfunctional social behavior. Healthy communities are less troubled.

In one major city, police-inspired code enforcement of an auto paint shop halted dangerous air pollution threatening a children's library. Public Works may be called in to help correct the blight of trash and graffiti, or to carry out repairs to streets and curbs—conditions often associated with urban neglect. In practice, there is no end to the possibilities for creative partnerships to prevent crime and deal with its underlying causes.

Proactive Problem Solving

Community policing calls on the police to provide continuity and consistency, to act as a catalyst and activist, though they may not always take the lead role in problem solving. It is the most demanding role for the police—it requires leadership at all levels to devote untiring efforts to serving the community with creativity, commitment and courage. Community policing can help make our Weed and Seed neighborhoods the safe and secure havens that we all want for our families, our children and our neighbors, and approach that model of "tranquility" envisioned by the Constitution.

For More Information



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