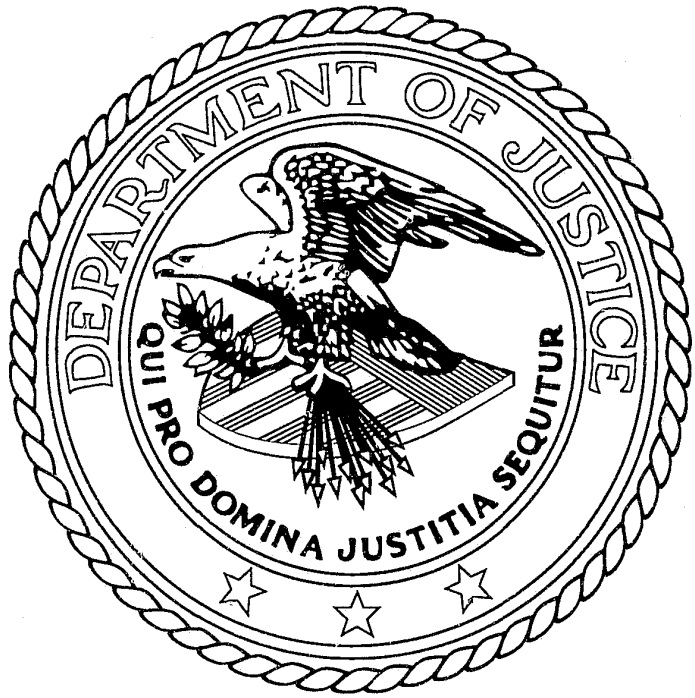
Operation Weed and Seed Implementation Manual



Acknowledgments

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A little over a year ago, this Administration launched Operation Weed and Seed -- a comprehensive, multi-agency, community-based approach to combatting violent crime, drug use and gang activity in crime-ridden neighborhoods. The first three Weed and Seed pilot sites were funded in September 1991. Since that time, tremendous progress has been made in establishing and expanding the Weed and Seed program in communities throughout the Nation.

Today, a total of 20 sites are working to develop and implement effective strategies to "weed out" crime from targeted neighborhoods and then to "seed" the targeted sites with a wide range of crime and drug prevention programs and human service resources to prevent crime from recurring and to help the residents revitalize their communities. Each of these Weed and Seed demonstration programs is developing and implementing strategies designed to reflect the particular needs, resources, and priorities of their neighborhoods. However, each program is working within the framework of four essential elements that are key to the success of the Weed and Seed strategy. These elements are:

- Coordinated Federal, State, and local law enforcement efforts to "weed out" violent offenders in targeted neighborhoods.

- Community policing -- in which law enforcement works closely with residents to solve neighborhood problems that cause crime and drug use. Community policing provides the bridge that links the Weeding and Seeding efforts.

- Increased availability of social services in targeted neighborhoods -- such as drug and crime prevention programs, educational opportunities, drug treatment, family services, and recreational activities -- to create an environment where hope, opportunity and empowerment -- rather than crime -- will thrive.

- Economic development and expanded economic opportunities for residents to revitalize distressed neighborhoods.

This Implementation Manual is designed to assist communities in effectively implementing Weed and Seed strategies based on these critical components. I encourage State and local officials to become a part of this unprecedented initiative and to join communities across America in implementing Operation Weed and Seed.

William P. Barr
Attorney General

U.S. Department of Justice

Office of the Deputy Attorney General

Executive Office for Weed and Seed

Washington, D.C. 20530

Dear Readers:

Operation Weed and Seed is a challenge to all of us to bring law enforcement and community initiatives together in a coordinated way that will breathe life back into crime-ridden urban neighborhoods. It represents a new approach to a long-standing problem. With your help, it will work.

Each of you reading this implementation manual -- whether you are a detective, patrolman, elected official, city administrator, church leader, other service provider, or an interested citizen -- is a key component of this program's success and, much more importantly, to your community's rebirth.

Let me explain further <u>your</u> importance to the Weed and Seed strategy. If there has been one lesson learned from our experience with social programs over the past two or three decades, it is that it is very difficult for a "top-down" approach to succeed. Washington doesn't always know best. <u>You</u> are closer to the problems. The best solutions grow from the community up. So we're appealing to you. You tell us how we can help you best.

That's one of the key ideas behind the Weed and Seed strategy. Each of us will play to our strengths, and together we can make a difference. I want to emphasize the word "strategy" because that's what's distinctive about Weed and Seed. We are approaching the intertwined problems of crime and poverty in a unified way. First we "weed" the criminals out of the community. Then we "seed" the neighborhood with programs and projects that will improve economic and living conditions.

Take the "weed" part first. How can you bring a neighborhood back to life if it's overrun with crime and criminals? The most basic, fundamental job of government is to keep the people safe in their homes and streets. Therefore, our first job is to "weed out" the dangerous criminals from the community so that people like you can have a chance to make a difference. The best school in the world can't educate if the students can't get there safely. The best job training program can't produce workers if local thugs make off with those first precious paychecks and ridicule honest labor. Why save for a car, which could help you get to a better-paying job, if you can't park it near your home without getting the

windows smashed? Violent, repeat offenders -- a surprisingly small number of people - commit the overwhelming majority of crimes. So the first job -- our most important job, in Federal, State, and local government -- is to get those criminals out of your community and into jail where they belong.

So we pull out the weeds that choke off opportunity, and begin to sow the seeds of community revitalization. And this, I think, is the beauty of the concept. Don't mistake Weed and Seed for just another grant program. A number of sites around the country will receive substantial funds as a result of their development of a Weed and Seed strategy. But the Weed and Seed strategy is not limited to grants, and this manual is not intended only for those designated sites. The essence of Weed and Seed is the coordinated effort between crime-fighting forces and community development forces. It's the linkage and the coordination of resources that makes the difference.

You can start to benefit from Weed and Seed today. Here's a short list of some of the ideas included in this implementation manual that we can offer to you, right here in your communities, right now, as part of the "Weed and Seed" approach:

- We will help you derive the maximum benefit from existing Federal programs and funding through a coordinated approach to the bureaucracy. We will find a way to cut through the red tape and coordinate the confusion so you get answers to your questions, action on your applications.

- Building on success stories from other communities, we will offer you a menu of empowerment initiatives such as enterprise zones, initiatives to augment people's choice in selecting schools and housing, and reforms to reduce regulatory burdens on economic development. We can tell you how other communities have approached similar problems. But you will choose the solutions that seem best for you.

- We will help you define problems and find solutions at the local level, not in some windowless office far away. You will tell us what you want and need, instead of having us tell you what we think you want and need, and then imposing only that solution. And we will *listen*.

- And finally, we will involve other Federal agencies and programs, private sector organizations, businesses and non-profits who will participate in designing and funding projects. Existing programs can plug in to the Weed and Seed framework, take advantage of its resources, and enhance the results all around.

You can start your Weed and Seed program right away. This implementation manual contains a wealth of ideas that you can explore. Some may not suit your community, but others may offer very effective solutions to the problems you must face. And the coordination services are not limited to grant recipients. Every U.S. Attorney's office, in every part of the country that wants to participate, will be willing and able to coordinate crime-fighting and redevelopment efforts involving Federal, State, and local government as well as private businesses, business groups, and other community-based organizations. Let me give you some very quick examples from one city, Springfield, Illinois (Abraham Lincoln's home town) that is using Weed and Seed strategy even without additional funding:

- In their target neighborhood, they're cleaning up public housing through a "rent-credit" program that says if you clean up an apartment, you can move into it and get a break on the rent.

- A four-bedroom house is being converted into a daycare center.

- The Illinois Board of Education has teamed up with the Job Training Partnership Act employing people to serve hundreds of lunches and snacks this summer to kids who depend on the school lunch program during the year.

- Inmates and staff of the Illinois Department of Corrections have given over 2000 hours to clean up the neighborhood, trim shrubbery, mow lawns, and plant flowers.

- The Illinois Coalition for Community Involvement and Illinois Churches in Action have set up a "Little Lambs" Storytelling hour for young children participating in the summer food program.

- The Springfield Youth Soccer Program and New Frontier Management Corporation have developed a soccer program for children in one housing project. Several private businesses and business groups have donated funds to purchase equipment.

- A baseball league has been formed and has started work on refurbishing a baseball diamond in another project.

- Several residents of yet another housing project are being trained for management.

- And the Springfield Urban League is organizing a Head Start program.

And all this <u>without</u> Federal funding, but with Federal support through the U.S. Attorney's office, and with the support of local businesses, business groups, churches, State offices, social

service agencies, private foundations, and, by far most importantly, with the guidance of community activists like yourselves.

"Guidance" says it all. All too often government is a blunt instrument. Without people in the community telling it what their real needs are, and how they want to see those needs met, it can be grossly ineffective. We hope, as Operation Weed and Seed matures, that it will constantly be improved and expanded with the ideas and experiences that each of you bring back to us. Let us know what works, and what doesn't. With community leadership and support from the U.S. Attorney's office, Weed and Seed can be a powerful source of good in every community.

Help us help you. Thank you all.

Sincerely,

Deborah J. Daniels
Director, Executive Office
for Weed and Seed

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Chapter 1
Overview of Operation Weed and Seed

The ultimate objective of Operation Weed and Seed is to involve everyone *in this effort to "weed out" crime and revitalize crime-ridden neighborhoods. Law enforcement alone cannot reclaim our cities from the clutches of violent crime. To be successful, the Weed and Seed strategy must combine tough law enforcement with social, educational, and economic programs to revitalize high-crime neighborhoods and prevent violent crime from recurring.... I am enthusiastic about the promise Operation Weed and Seed has for reducing violent crime in America. It is my hope that Federal, State, and local officials will work together to implement this strategy to the fullest extent possible. Together we can once and for all reclaim our neighborhoods for the law-abiding men, women, and children of America.*

William P. Barr
March 24, 1992

Violent crime in many American communities remains unacceptably high despite the significant accomplishments that have been made over the past decade. The Department of Justice and other Federal agencies are implementing Operation Weed and Seed, an innovative program to address the problems of violent crime, gangs, drug use, and drug trafficking.

Operation Weed and Seed is targeted at those neighborhoods hardest hit by crime, violence, and eroding social and economic stability. Weed and Seed is designed to rid these target areas of violent criminals; provide prevention, intervention, and treatment services for substance abuse and other social problems; and revitalize the community through housing and economic development.

The Weed and Seed Concept

Operation Weed and Seed is a multi-agency strategy that "weeds out" violent crime, gang activity, drug use, and drug trafficking in targeted high-crime neighborhoods and then "seeds" the target area by restoring these neighborhoods through social and economic revitalization. The Weed and Seed strategy recognizes the importance of linking and integrating Federal, State, and local law enforcement and criminal justice efforts with Federal, State, and local social services, and private sector and community efforts to maximize the impact of existing programs and resources. It also recognizes the paramount importance of community involvement. Community residents must be empowered to assist in solving problems in their neighborhoods. In addition, the private sector is involved as a pivotal partner in the Weed and Seed strategy.

Four elements make up Weed and Seed: law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration. Law enforcement activities constitute the "Weed" portion of the program. Revitalization, which includes prevention, intervention, and treatment services, and then neighborhood restoration constitutes the "Seed" element. Community policing is the "bridge" that links the Weed and Seed elements.

Weed: Law Enforcement

Narcotics traffickers and violent criminals, once arrested, are often immediately returned to the streets to continue distributing drugs and terrorizing local residents. This environment of violence makes potential witnesses fear for their lives. Despite the best efforts of State and local prosecutors, often there is a lengthy delay between arrest and disposition of narcotics cases prosecuted at the local level. Moreover, even when such cases are resolved through a guilty plea or conviction, the criminal may serve little, if any, time in a county or State correctional facility. The Weed and Seed initiative is designed to break this cycle of arrest, delay, and mild or no punishment that breeds frustration and despair in the community.

Under this program, the United States Attorney will play a central role in coordinating Federal, State, and local law enforcement agencies to prosecute targeted drug and/or violent offenders in Federal court, where they will be subject to pretrial detention, a speedy trial, and mandatory minimum sentences. The advantages of the Weed and Seed program are:

- The offender is immediately removed from the streets, and the public immediately sees that these law enforcement efforts are effective.
- The offender is met with swift justice.

■ Those convicted serve longer sentences mandated by Federal law and are prevented from committing further criminal acts for years to come.

Federal, State, and local prosecutors should reach agreement regarding the most effective and appropriate application of prosecution resources to incur swift and long-term removal of other offenders from the neighborhood.

Law enforcement activities will be directed at street criminals, gangs, and larger criminal organizations. Law enforcement strategies will involve progressive and sophisticated tactics such as undercover buys, expanded surveillance, wiretaps, and witness protection and assistance as means of enhancing the investigation, apprehension, and prosecution of the entire drug organization.

Community Policing: Bridge Between "Weed" and "Seed"

Community policing will increase police visibility and develop cooperative relationships between police and citizenry in target areas. This strategy will support suppression activities and provide a "bridge" to prevention, intervention, and treatment, as well as to neighborhood reclamation and restoration. Officers on foot patrols and meeting with residents, citizen neighborhood watches, and community relations activities will increase positive interaction between police and neighborhood residents and help continue reductions in drug use, trafficking, and related crime.

Community policing encourages resident involvement in crime prevention and other partnership efforts that help solve drug-related problems in the neighborhoods. Enhanced public safety and reduced fear in the community make it possible for human services and economic revitalization activities to be implemented successfully.

Based on the success of community policing efforts, a number of local prosecutors have modified the concept to implement community prosecution by assigning assistant prosecutors to vertically prosecute cases originating in a particular neighborhood. They also attend and make presentations at community meetings, sponsor community forums on crime and drug abuse, and make presentations to teachers and students in the schools. In addition, these assistant prosecutors encourage community involvement in enforcement telephone tiplines and neighborhood watches and keep residents informed of the status of cases that originate in their neighborhoods.

Seed: Neighborhood Restoration Program

The Seed component consists of two elements: prevention, intervention, and treatment; and neighborhood restoration. Prevention, intervention, and treatment activities for community residents may include family services, organized recreation, job and life-skills development, mentoring, service projects, educational programs, and counseling and support programs.

Neighborhood restoration consists of renovating and refurbishing housing, commercial establishments and open areas, and creating a solid economic foundation for entrepreneurship and job creation.

Principal Components of Weed and Seed

The three principal components in the Weed and Seed strategy are:

- Coordination and concentration of resources in specific geographic areas.
- Private sector investment.
- Community involvement.

Coordination and Concentration of Resources in a Specific Geographic Area

Services provided to target neighborhoods are often fragmented, inadequate, and inconsistent. Weed and Seed is designed to focus existing resources on a well-defined geographic area that is experiencing high levels of violence and drug trafficking. This requires the coordination of existing criminal justice with human services to ensure that they are consistent and provide a comprehensive approach to meeting the neighborhood's needs. These services should be concentrated intensively in the selected neighborhood and then maintained at a level sufficient to ensure that the residents can live, work, and raise their families in a safe environment.

Private Sector Investment

Private sector investment is essential to ensuring the success of the Weed and Seed strategy. Representatives from the private sector should work closely with public agencies to design, develop, and implement "weeding" and "seeding" activities.

Weed and Seed will directly affect the private sector by improving the economic conditions of the neighborhood and the economic status of its residents, creating jobs and more skilled potential employees, and providing safer areas more conducive to business operations. In return for such benefits, the private sector should dedicate resources that will expand and enhance entrepreneurial opportunities, job training, recreation, and health services.

Community Involvement

Apathy, fear, and hopelessness keep many neighborhood residents from becoming involved in community life. An integral part of Weed and Seed is the mobilization of neighborhood residents to assist in designing, developing, and implementing Weed and Seed activities. Residents need to be empowered to take responsibility for the

neighborhood. Resident involvement can be encouraged through activities such as neighborhood watches, marches and rallies, and neighborhood "cleanup" parties to remove graffiti.

Goals and Objectives of the Weed and Seed Program

The purpose of Weed and Seed is to demonstrate an innovative, comprehensive, and integrated approach to law enforcement and community revitalization for preventing and controlling violent crime, drug abuse, and gang activity in target areas. The goals and objectives of the program are designed to address this purpose.

Goals

There are two primary goals of the Weed and Seed program:

- To eliminate violent crime, drug trafficking, and drug-related crime from targeted high-crime neighborhoods.
- To provide a safe environment, free of crime and drug use, for law-abiding citizens to live, work, and raise families.

Objectives

The Weed and Seed program consists of three major objectives that address the issues of interagency collaboration, integration of multiple resources, and community mobilization. The program objectives are as follows:

- To develop a comprehensive, multi-agency strategy to control and prevent violent crime, drug trafficking, and drug-related crime in targeted high-crime neighborhoods.
- To coordinate and integrate existing as well as new Federal, State, local, and private sector initiatives, criminal justice efforts, and human services and to concentrate those resources in the project sites to maximize their impact on reducing and preventing violent crime, drug trafficking, and drug-related crime. This step maximizes the potential good and lasting power of needed social services.
- To mobilize community residents in the targeted sites to assist law enforcement in identifying and removing violent offenders and drug traffickers from their neighborhoods and to assist other human service agencies in identifying and responding to service needs of the target area. Of equal importance, however, is the need to mobilize residents to be active participants in service delivery.

Weed and Seed Elements

The comprehensive approach of the Weed and Seed program dictates a multi-level action plan. There are four basic elements in this plan: law enforcement; community policing; prevention, intervention, and treatment; and neighborhood restoration.

Law Enforcement

No social program or community activity can survive in an atmosphere poisoned by violent crime and drug abuse. Law enforcement must "weed out" the most violent offenders by coordinating and integrating the efforts of Federal, State, and local law enforcement agencies in targeted high-crime neighborhoods. The law enforcement element consists primarily of suppression activities. These activities include enforcement, adjudication, prosecution, and supervision efforts designed to target, apprehend, and incapacitate violent street criminals who terrorize neighborhoods and account for a disproportionate percentage of criminal activity. One example of an effective law enforcement strategy is Operation Triggerlock, a Department of Justice initiative that targets violent offenders for prosecution in Federal court to take advantage of tough Federal firearms laws.

Some of the suppression activities will focus on special enforcement operations such as repeat or violent offender removal programs, intensified narcotics investigations, targeted prosecutions, victim-witness protection, and elimination of narcotics trafficking organizations operating in these areas.

Community Policing

Community policing serves as the bridge between the "weeding" (law enforcement) and "seeding" (neighborhood restoration) components. The community policing element operates in support of intensive law enforcement suppression and containment activities and provides a bridge to the prevention, intervention, and treatment component as well as the neighborhood reclamation and restoration components. Local police departments should implement community policing strategies in each of the targeted sites. Under community policing, law enforcement works closely with community residents to develop solutions to violent and drug-related crime. In addition, community policing should help foster a sense of responsibility within the community and serve as a stimulus for community mobilization.

Community policing activities will focus on increasing police visibility and developing cooperative relationships between the police and citizenry in the target areas. Techniques such as foot patrols, problem solving, victim referrals to support services, and community relations activities will increase positive interaction between the police and the community. Special emphasis should be placed on addressing the needs of crime victims and minority communities that are disproportionately victimized by crime.

The objective is to raise the level of citizen and community involvement in crime prevention and intervention activities to solve drug-related problems in neighborhoods

and to enhance the level of community security. Community policing might include police ministations, foot patrols, and nuisance abatement.

Community mobilization is also important to community policing in crime prevention. Programs that encourage community participation and help prevent crime include neighborhood watches, citizen marches and rallies, prayer services, drug-free zones, and graffiti removal.

Prevention, Intervention, and Treatment

The prevention, intervention, and treatment element should begin with the near completion of the intensive "Weed" activities. However, depending on the needs, interests, and most importantly, the safety of the targeted neighborhood, this aspect of the strategy could be initiated concurrently with the weeding effort. This element should help prevent crime and violence from recurring in target neighborhoods. The coordinated efforts of law enforcement and social service agencies, the private sector, and the community will help prevent crime from recurring. This can be accomplished by concentrating a broad array of human services on the target areas to create an environment where crime cannot thrive.

Prevention, intervention, and treatment should include youth services, school programs, community and social programs, and support groups designed to develop positive community attitudes toward combating narcotics use and trafficking. The Safe Haven, for example, is a mechanism to organize and deliver an array of youth- and adult-oriented human services in a multiservice center setting such as a school.

Neighborhood Restoration

Neighborhood restoration can be achieved only through the coordinated use of Federal, State, local, and private sector resources. This element of the Weed and Seed program is designed to revitalize distressed neighborhoods and improve the quality of life in the target communities. The neighborhood restoration element will focus on economic development activities designed to strengthen legitimate community institutions. Resources should be dedicated to economic development, provision of economic opportunities for residents, improved housing conditions, enhanced social services, and improved public services in the target areas.

Programs will be developed to improve living conditions; enhance home security; allow for low-cost physical improvements; develop long-term efforts to renovate and maintain housing; and to provide educational, economic, social, recreational, and other vital opportunities. A key feature of this element will be the fostering of self-worth and individual responsibility among community members.

Planning for Weed and Seed

Planning for and implementing the Weed and Seed strategy at the local level involves six basic planning steps. While specific program elements may vary from jurisdiction to jurisdiction, the planning steps will be common to all Weed and Seed sites. These steps are:

Step 1: Organize and convene a Weed and Seed steering committee.

Step 2: Select the target neighborhood.

Step 3: Conduct a needs assessment of the target neighborhood.

Step 4: Select the resources that should be mobilized to address neighborhood problems.

Step 5: Identify goals, objectives, and implementation activities.

Step 6: Develop an implementation schedule.

Users of this manual should keep in mind that working through the planning steps is not a neat, consecutive process. Work on some of the steps occurs simultaneously. For example, selecting the members of the steering committee may be in process while the target neighborhood is being chosen and assessed. Likewise, agency resources for Weed and Seed will be identified before all the details of the program goals, objectives, and activities are decided.

Chapters 2, 3, and 4 are devoted to the six-step planning process outlined above. Chapter 2 discusses steering committee leadership, composition, and responsibilities. Chapter 3 covers planning steps 2, 3, and 4—selecting a target neighborhood, conducting a neighborhood needs assessment, and selecting resources. Chapter 4 discusses planning steps 5 and 6—developing implementation activities and an implementation schedule.

Other chapters address in detail the four key Weed and Seed components. Chapter 5 explains ways in which Federal, State, and local law enforcement and prosecution programs can be coordinated. It also discusses appropriate roles for corrections, the courts, and other criminal justice agencies. Chapter 6 discusses community policing and community mobilization. It provides an overview of community policing principles, discusses their applicability to Weed and Seed efforts, and addresses key organizational and community relations issues to consider when initiating a community policing effort.

Chapter 7 concerns the prevention, intervention, and treatment component of Weed and Seed. It suggests appropriate roles that education, health, drug treatment, youth development, and other organizations can play in rebuilding the targeted neighborhood. Chapter 8 discusses the

fourth component, neighborhood restoration, with particular attention to housing and economic development.

The final two chapters deal with Weed and Seed management and evaluation. Chapter 9 provides guidelines for managing Weed and Seed programs and deals with policymaking, coordination, staffing, hiring, training, and related issues. Chapter 10 discusses issues to consider in evaluating both the Weed and Seed process and the impact of the effort on the community.

Chapter 2
Organizing the Weed and Seed Steering Committee

The steering committee is critically important to the success of Weed and Seed in each city. The steering committee is responsible for establishing Weed and Seed's goals and objectives, designing and developing programs, providing guidance on implementation, and assessing program achievements.

The steps taken to organize the Weed and Seed steering committee influence the entire character of the program. Who the members are and when and how they are involved in the process affect all program decisions. For example, it may be unproductive, before the target neighborhood is selected, to involve every government official who may provide resources at various junctures. However, selected key officials such as the mayor, the district attorney, and the chief of police should assist the U.S. Attorney as a core group of advisers in the selection of the steering committee and the target area. Clearly, full participation of all potential steering committee members in the initial steps could slow the implementation progress.

These issues as well as others discussed in this chapter suggest that program management may be enhanced by an incremental approach to organizing the steering committee and selecting its members, beginning with putting together the core group of community officials noted above. Members recruited in response to the *tasks* facing the committee, rather than the overall purposes of the program, will expedite the completion of those tasks.

Every city already has policy development processes and procedures and existing committee structures. This chapter is not intended to override those realities. Instead, it is intended as guidance for U.S. Attorneys to consider when developing a strategy to form the Weed and Seed steering committee.

Step 1: Organizing the Steering Committee

The U.S. Attorney provides leadership to Weed and Seed in cooperation with other community leaders, first by convening a core group of community officials, then the steering committee, and subsequently by initiating the planning activities. The U.S. Attorney must work closely with city, State, and Federal officials, as well as members of the community and the private sector, to accomplish the program's goals. The responsibility for developing the strategy rests with the steering committee. At its discretion, the steering committee may designate a local or State agency or official such as a city manager to be in charge of the program's daily operations.

The U.S. Attorney should initially convene the core group of local officials—a working committee of criminal justice and other local government officials and service providers, as well as representatives of the private sector—who will agree to participate in a Weed and Seed program. The committee members should be considered the founders of and future participants in the business of the steering committee.

The responsibilities of the working committee are to determine the composition of the steering committee, select the target area, and to guide the overall development and implementation of the program. Specifically, the steering committee should include, at a minimum, the U.S. Attorney, the mayor or county official, the district attorney, the chief of police, and other appropriate elected and appointed officials, as well as representatives from the private sector and residents from the target community.

The responsibilities of the working committee or core group include executing the six Weed and Seed implementation steps:

Step 1: Organize and convene a Weed and Seed steering committee.

Step 2: Select the target neighborhood.

Step 3: Conduct a needs assessment of the target neighborhood.

Step 4: Select the resources that should be mobilized to address neighborhood problems.

Step 5: Identify goals, objectives, and implementation activities.

Step 6: Develop an implementation schedule.

Once these steps have been completed, the steering committee has the following continuing responsibilities:

- Provide direct oversight and management of program goals and objectives.
- Coordinate the activities of Weed and Seed committees.
- Approve changes to the program.
- Document program activity.
- Evaluate the program.

The steering committee is responsible for implementing a coordinated law enforcement and neighborhood restoration plan by redeploying existing resources and developing new resources to assist the target neighborhood. The steering committee, chaired by the U.S. Attorney, should include the mayor, the district attorney, and other responsible agency heads who can approve recommendations for programs and resource allocation.

Local circumstances ultimately determine the makeup of a local steering committee. However, the following officials should be considered for inclusion as active and ex officio members:

- U.S. Attorney
- Mayor
- State attorney general
- District attorney
- Chief of police
- Sheriff
- Federal law enforcement agencies
- State drug czar
- Law Enforcement Coordinating Committee
- State criminal justice administrator (Bureau of Justice Assistance State Formula Funds)
- School superintendent
- Directors of State and local departments of:
  - Social services
  - Housing
  - Health/mental health
  - Recreation
  - Employment
- Director of United Way
- Directors of private community-based organizations
- Private Industry Council representative
- Representative for Federal Job Training Partnership Act
- Regional Administrators/Directors of the following Federal Departments and agencies:
  - Housing and Urban Development
  - Health and Human Services
  - Education
  - Labor
  - Commerce
  - Agriculture
  - Transportation
  - Small Business Administration
  - Community Relations Service
- Private sector partners:
  - Nonprofit foundations
  - Corporate sponsors
- Director of local public housing authority
- Housing authority police
- Victim/witness coordinator
- Residents of the target neighborhood
- Union representatives
- Religious leaders

The steering committee should be organized into two components. One should be responsible for "Weed" activities; the other for "Seed" activities. Each committee will be responsible for managing the tasks assigned by the steering committee. The membership of the Weed committee should include law enforcement officials from the various agencies participating in interdiction, prosecution, and prevention, as well as the head of the community policing unit. The Seed committee should include leaders of organizations responsible for prevention, intervention, treatment, and restoration activities.

The U.S. Attorney organizes the steering committee and subcommittees, ensures that they meet regularly, and provides the necessary leadership to ensure that program goals and objectives are met. The city, county, or other appropriate entity plays a major role in the day-to-day management of the program, specifically in the areas of economic development and social service delivery.

Initial Meetings

Prior to formally establishing the steering committee, the U.S. Attorney should meet with the core group, the mayor and other key city and county officials, to discuss Weed and Seed. The results of these discussions are important because they establish the direction and character of the entire program. There are a number of important issues that should be clarified and resolved:

- Weed and Seed requires coordinated efforts to revitalize high-crime, economically deprived neighborhoods. The city should be willing to commit publicly to the success of such a complex undertaking.
- The selection of a specific neighborhood may mean funds will be diverted from other sections of the city. Consequently, the mayor must prioritize resources

according to the level of the problems throughout the city. The contrast between those sections of the city that appear to benefit and those that do not may be an important issue that the mayor may need to address.

- Weed and Seed requires coordinated Federal, State, and local law enforcement efforts. An atmosphere of cooperation must exist to allow this important aspect of the program to operate effectively.
- The city should redeploy existing resources to assist law enforcement and restoration efforts in a target neighborhood. This will require city departments to evaluate current plans, examine available resources, and revise operations. In some departments, like licensing and inspection, such a redeployment enhances the effectiveness of the department. In others, like parks and recreation, they may have major capital and maintenance projects that could be redirected. In addition, the city may already be engaged in a major restoration effort and could include Weed and Seed in its plans. Similarly, the local prosecuting official may need to reallocate resources as the result of an influx of cases or to enhance interaction with the community as part of the "Seed" strategy.
- Another issue is the requirement that community policing be implemented in the target area. In the absence of a community policing unit, the mayor must be willing to reorganize the police department to deliver this new style of policing, at least in the target area. If a new unit is created, can the police department organize the unit to be effective in meeting program goals within the program period? If a community policing unit is in place, are there commitments that would prevent refocusing its efforts in another area? Weed and Seed may help augment the present community policing efforts.
- The coordination and monitoring activities of the Weed and Seed committees cannot be sustained without staff support dedicated to the effort. The city is responsible for the day-to-day management of the program. The mayor should be willing to commit the resources of a staff person who is able to coordinate the activities of multiple agencies and who understands the issues of community restoration.

It is important in this initial stage of organizing the steering committee that these and other similar issues be addressed. These initial agreements frame the context within which the program is implemented.

These discussions should result in a general agreement about the program's overall scope, the extent of the city's commitment of resources, and the general membership and timing of the steering committee's formation.

Steering Committee and Site Selection

Chapter 3 covers the details of selecting the target neighborhood. However, it is important to understand how the process for selecting the site affects the organization of the steering committee.

One of the major responsibilities of the working committee is to select a target site and subsequently identify those who will be asked to participate as members of the steering committee because of their organizations' current activities in the neighborhood or because they are residents of the target area.

In determining the site selection, the committee should consider the criteria outlined in chapter 3. In their consideration, the committee members should rely on the advice of the mayor, the chief of police, district attorney, and other key Federal, State, and city officials who have specialized knowledge of the local community and the available resources to assist the targeted neighborhood.

The goals for committee members at this stage should include the following:

- Research available crime data, socioeconomic statistics, and available resources, and recommend program location alternatives.
- Summarize agency plans as they relate to restoration and capital improvement.
- Debate and recommend a final site selection.

Steering Committee and Community Needs

With a known site, the steering committee's work now shifts to the analysis of needs and the availability of resources. This is discussed in detail in chapter 3. Additional members should be enlisted to accomplish this work.

The steering committee now must address the issue of neighborhood involvement. There is no model for successful resident involvement in public programs. There is, however, a rich history of neighborhood participation in restoration, but the record is mixed on the degree of success. There are, nonetheless, some issues the steering committee should consider when planning resident involvement.

Weed and Seed is a results-oriented crime elimination and neighborhood restoration program. It requires the completion of well-coordinated tasks. Chapter 4 discusses the level of detail required. To be successful, the program requires neighborhood participation at this level. The residents should be involved in crime identification and prevention as well as other street-level revitalization efforts.

Now, membership should expand to identify the needs and available resources of the targeted neighborhood. This expansion should almost complete the permanent membership of the committee. Members to consider include relevant Federal and State agency heads. In addition, the U.S. Attorney should consider representatives from a university's urban affairs department, foundations, and other agencies that deliver important resources. The president of the Chamber of Commerce can provide valuable

advice on how the private sector can contribute to Weed and Seed. The goals for this stage in the organization of the steering committee should be:

- Identify the basic problems and needs inherent to the targeted neighborhood.
- Identify the existing resources that can be redeployed.
- List the resources and the source of the resources needed to meet the remaining needs.
- Start to develop the goals, objectives, and tasks of the program.

Weed and Seed Committees

The work of the steering committee will rapidly develop to the point of requiring key staff for the task of establishing the goals and objectives for the program. The steering committee should consider appointing a full-time program director to manage this work. Chapter 9 contains details on managing a Weed and Seed program.

Once the site has been selected, the law enforcement agencies and other representatives involved with crime interdiction and prevention should begin developing detailed plans to accomplish the program's intent. This requires establishing a Weed committee. The community policing unit should play a key role with this committee. These plans should result in detailed goals, objectives, and tasks.

The Seed committee should be formed to begin the task of developing strategies for delivering the needed resources and agreeing on the target neighborhood's overall restoration plan. Members should be recruited who can assist in the ongoing process. These plans also should result in detailed goals, objectives, and tasks.

The steering committee now performs the important function of addressing the policy, management, and implementation activities through its oversight of the Weed and Seed committees. The steering committee should be chaired by the U.S. Attorney and include the mayor, district attorney, and other appropriate agency heads who can approve recommendations for plans and resources from the other committees.

The goal at this stage of the steering committee's organization is to develop and approve a comprehensive management and implementation plan for Weed and Seed. Chapter 4 describes this work. When this is complete, the program is ready to be implemented, and the steering committee shifts from a planning to a managing function.

Chapter 3
Neighborhood Selection, Assessment, and Resources

Chapter 2 addressed organizing a steering committee, the first step for planning Weed and Seed implementation. This chapter focuses on the second, third, and fourth planning steps—selecting the target neighborhood, conducting a needs assessment of the target neighborhood, and selecting the resources that should be mobilized. The fifth and sixth planning steps, identifying implementation activities and developing an implementation schedule, are covered in chapter 4. The Weed and Seed implementation planning model is illustrated below.

Steps for Weed and Seed Implementation Planning

Step 1: Organize and convene a Weed and Seed steering committee.

Step 2: Select the target neighborhood.

Step 3: Conduct a needs assessment of the target neighborhood.

Step 4: Select the resources that should be mobilized to address neighborhood problems.

Step 5: Identify goals, objectives, and implementation activities.

Step 6: Develop an implementation schedule.

Step 2: Selecting the Target Neighborhood

Selecting the target neighborhood for a Weed and Seed project is one of the steering committee's most significant tasks. It involves looking at the whole city for potential program sites, then applying the general criteria identified below.

Criteria for Neighborhood Selection

What are the specific criteria to be used in choosing a Weed and Seed target neighborhood? While most are negative, that is, signs of crime and severe deterioration, some are positive, indicating some hope for neighborhood recovery.

Signs of Neighborhood Deterioration

High crime. The neighborhood has a high incidence of Part I and Part II crimes, as defined in the Federal Bureau of Investigation's Uniform Crime Report. It also has a high rate of calls for police service, particularly those indicating a breakdown of order in the neighborhood such as shots fired, robberies, disorderly conduct, and domestic disturbances.

Drug-related crime. The neighborhood has a high incidence of drug-related crime as evidenced by street-level drug markets, crack houses, and signs of drug use.

Gang-related crime. The presence of gangs is manifested by gang graffiti, display of gang colors, and drive-by shootings.

High unemployment. Chronic joblessness and lack of employment opportunities will cause many people to experience economic hardship, creating the danger of their turning to crime for support and intensifying the need for economic revitalization.

High dropout rate. A significant school dropout rate will mean a high number of unemployed or underemployed youth ripe for recruitment into gangs or into other forms of antisocial activity.

High rate of public assistance. Like joblessness, a high rate of public assistance means a high number of people facing economic hardship.

High number of persons under correctional supervision. Persons under correctional supervision have already committed crimes. They are more likely than others to commit new crimes.

Signs of Neighborhood Potential

Economic potential. There must be some potential for revitalization of economic life within the target neighborhood. If there are no shops, stores, or businesses, then there will be no basis for economic development. All money will continue to leave the neighborhood.

Community organizations. There should be community organizations to which Weed and Seed agencies can relate

and with which they can work. No matter how well conceived and well intended, programs operated without the involvement of residents and community-based organizations are not likely to have lasting effects.

Identifiable area. The target neighborhood must be sufficiently distinguishable from nearby neighborhoods so that it constitutes a clearly defined target for concentrated action. Change within it must be measurable.

Information Sources for Neighborhood Selection

Several general sources of information can be helpful in selecting the target neighborhood:

Census tract data. Which tracts display the sociodemographic characteristics matching Weed and Seed criteria?

City's master plan. What areas of the city does the city planning agency regard as blighted? Which of these blighted areas also have potential for restoration?

Police calls-for-service and crime data. What police beats or zones are showing the highest rates of crime and calls for service? Citizen complaints about problems are another source of information.

School data. Which schools have the highest dropout and truancy rates? Which have the greatest problems with violence, crime, and drugs?

Social services data. Information on welfare recipients, public housing, and other forms of public assistance should be used to select the target neighborhood.

Hospital emergency room data. Information on where most trauma cases occur is also useful when selecting the target neighborhood.

Step 3: Conducting a Needs Assessment of the Target Neighborhood

Needs Assessment Process

After selecting the target neighborhood, the steering committee should oversee a comprehensive needs assessment of that neighborhood. The purposes are to:

- Examine neighborhood conditions in greater detail.
- Identify specific problems and needs that must be addressed.
- Inventory resources within the neighborhood that might be focused on these problems.
- Identify resource gaps that must be filled.
- Ensure that steering committee members are operating from a common base of information.

A thorough, systematic needs assessment will involve gathering and analyzing information about a wide range of neighborhood characteristics, problems, and resources. It is not limited to a review of criminal activity; rather, it also considers some of the underlying causes of crime problems and the local resources that can be mobilized to combat them.

A comprehensive needs assessment is also critical to evaluating the Weed and Seed effort. It provides baseline information—a description of the community and its crime-related problems before the Weed and Seed initiative begins. Although it will not always be possible to prove that changes are a direct result of Weed and Seed, accurate documentation of neighborhood conditions at the beginning is essential for measuring effectiveness later. Chapter 10 discusses evaluation in greater detail and should be considered a companion piece to this chapter.

Neighborhood Characteristics

First, the residents of the neighborhood must be identified as well as its demographic characteristics, where people live and work in the neighborhood, and the types of buildings located there.

The following checklist, which contains several overlapping categories, provides a basis for answering these questions.

Checklist of Demographic and Physical Characteristics

- Families
- Children
- Senior citizens
- Unrelated persons
- Single people
- Transients
- Business people
- Service people
- Ethnic groups
- Homeless persons
- Residences
  - Single-family homes
  - Apartments
    - High-rise
    - Low-rise
    - Garden
  - Public housing
  - Transient
- Churches
- Businesses
  - Service
  - Retail

- Wholesale
- Light manufacturing
- Heavy manufacturing
- Industrial

- Public facilities
  - Schools
  - Hospitals
  - Libraries
  - Parks
  - Recreation centers
  - Police stations
  - Human services
  - Other city offices

Transportation

What transportation systems serve the neighborhood? Is public transportation available? If so, to what other parts of the city does it connect the target neighborhood? If the residents of the neighborhood are dependent on private modes of transportation, what do they use? Do most people own cars or trucks? Is there taxicab service? Is there some other form of private transportation? Do the children ride school buses?

What streets and highways enter the neighborhood or pass through it? Is the target neighborhood easily accessible? Does the city's street grid facilitate drive-by shootings? Can drug traffickers get into and out of the neighborhood easily? Or is access to the neighborhood difficult because of natural or artificial barriers? Is the area bordered by a river or railroad tracks? Does a freeway effectively cut most forms of access into the neighborhood?

Economic and Employment Conditions

What markets, legal and illegal, are functioning in the target neighborhood? Are there grocery stores or convenience stores? Retail shopping strips or centers? Liquor stores? Are there illegal markets in drugs, gambling, prostitution, stolen goods?

What percent of the adult population is unemployed? What are their educational and skill levels? What legitimate employment opportunities exist for teenagers? What businesses operate in or near the neighborhood? What types of businesses or industry might be interested in locating there if crime and blighted conditions were improved? In what ways is the city prepared to help these potential businesses?

Education and Religious Institutions

What schools serve the target neighborhood? What is their physical condition? What percentage of students complete high school? Go on to college? What special services and programs are available to students during school hours? After school? To what extent are the schools involved in drug education and prevention? Adult education? Are the schools accessible to community organizations after school hours? How are local colleges and universities involved in the target community? Are there Head Start or other preschool programs available to low-income families?

What religious institutions and organizations are located in the target area? Will the heads of the institutions serve as partners in the Weed and Seed effort?

Public and Private Services

What other public and private services are in the neighborhood? Are health care services available within the neighborhood? If so, what kind—hospital, clinic, or community health care center? Is there any drug treatment or mental health care available? What other forms of social services are available? Are there parks and recreational facilities in the neighborhood? Are there community-based organizations involved in drug- or gang-prevention activities?

Is there trash and garbage collection? Who provides the service, the city or private operators? Are there signs of disorder such as trash and garbage visible in the streets and yards? Are buildings in serious disrepair? Are there abandoned and boarded-up buildings? Are there abandoned cars in the area? Is there open drug activity in the area? Are the park and recreational facilities deteriorated?

Crime and Disorder

Police calls for service will provide a picture of order or disorder in the neighborhood. Do these calls reflect a high frequency of violence or high rates of victimization of particular groups? Are the police frequently called to resolve disputes? If citizens do not call for police assistance, why? Are citizens fearful or distrustful of police?

Are the residents of the neighborhood afraid to use the streets at night? Who is out at night, and what kinds of activities are they engaged in?

Who are the drug sellers in the community? Who are the buyers? Are they neighborhood residents or from other parts of the city? To what extent are children and teenagers part of the drug and crime problem?

Are gangs present in the target area? Rival gangs? Are they involved in drugs and crimes of violence?

Step 4: Selecting Existing Resources and Developing New Resources

Identifying Agencies to Participate

The needs assessment will provide an inventory of needs to be met. Existing resources should be redeployed to

meet as many of these needs as possible. To the extent that gaps in service have been identified, new resources must be identified or developed. To accomplish this, the steering committee will:

- Determine the type and extent of potential resources.
- Integrate the desires of the community to develop new resources.
- Define the resources in specific terms.
- Determine when the resources are needed.
- Determine what goals the resources are expected to achieve.

The first step in identifying existing resources is to develop an inventory of resource providers and identify the type and extent of resources. The list of providers begins with the Weed and Seed committee members; however, the U.S. Attorney should instruct the committee to help identify all resource providers.

Those agencies already serving the community should include both the law enforcement and service agencies—the "Weed" and "Seed" agencies. The U.S. Attorney, for example, might include attorneys and support personnel for the prosecution of gang-related violence. The other law enforcement agencies might list surveillance, increased patrols, or the police athletic league. The major "Seed" agencies serving the community are readily identifiable. They include the nonprofit agencies within the community and agencies such as the United Way, Big Brothers and Big Sisters, and the numerous government service agencies. Most agencies keep detailed lists of the type and extent of services they can provide.

Agencies not currently serving the target neighborhood should also be included. There may not be a Boys and Girls Club in the community; however, there may be potential for a new club. Local banks may have a data entry training program, or private corporations may be willing to provide investments in new construction of affordable housing. The list can be as extensive as the time and effort dedicated to collecting the information.

Once the steering committee identifies the current resources, it should determine the providers' potential for additional resources. The additional resources could be delivered through reallocation, more efficient use, or new resources.

At this stage, prior to working through all the goals, objectives, and activities (step 5, chapter 4), there is not enough information to determine the specific needs and roles of new resources. Instead, the steering committee should be looking for a general level of new resources.

The design of an instrument to collect this information should be simple and not so specific that it inadvertently restricts the inclusion of resources.

The potential resources must be reconciled with the community to determine which are important from the neighborhood perspective. Resources are most effective when they are used as leverage to enhance existing community aspirations. The steering committee should consider an organized session with the community to allow neighbors to set their own agenda for needed resources or empower the community policing officers to work with the community to develop the list.

These meetings may result in some clear deviations from the steering committee's assumptions about the use of resources. The method of reconciling these differences is described in Chapter 4, Planning the Local Program.

Once the needs are reconciled, the potential resources should be identified in more specific terms. This will be accomplished in Step 5, Developing Implementation Activities (see Chapter 4). For example, a resource identified to provide transportation for newly employed workers must be specifically defined, such as "a 15-passenger van, Monday through Friday, for 2 hours in the morning and 2 hours in the afternoon, from the neighborhood shopping center to city hall." It is impossible for any agency, especially private sector companies, to commit resources to a program without this level of specificity.

Agencies and organizations that are logical prospects for participation in Weed and Seed and the roles they can be expected to play fall into several different categories, as described below.

Private Organizations

Private organizations, both profit and nonprofit, should have a major role in Weed and Seed. Nonprofit organizations already working in target neighborhoods often have benevolent or philanthropic missions fully consistent with the purposes of Weed and Seed. For-profit organizations are essential to the ultimate economic revitalization of communities. They can restore the housing stock, revitalize commercial service in the community, and provide jobs. The following checklist can guide the steering committee to the types of private organizations that should be involved in Weed and Seed.

Checklist of Private Organizations

- Nonprofit
  - United Way
  - Service
    - Business
    - Advocacy (women/children/family)
    - Victim assistance
    - Religious
    - Big Brothers/Sisters
    - Boys and Girls Clubs

- – – 4–H Clubs
- – – Boy/Girl Scouts
- – Ad hoc community-based
- – – Residential
- – Neighborhood associations
- – Neighborhood redevelopment associations

■ Religious organizations
- – Ministerial alliances
- – Day care
- – Salvation Army
- – Health/mental health
- – Treatment

■ Crime prevention organizations
- – Police athletic leagues
- – Guardian Angels
- – Block Watches
- – Crime Stoppers

■ For-profit
- – Chamber of commerce
- – Business associations
- – Real estate associations
- – Banks/savings and loans
- – Real estate
- – – Commercial organizations
- – – Developers
- – – Managers
- – Corporations
- – – Donors/investors
- – – Employers/trainers
- – Retail
- – Service
- – Food
- – – Grocery stores
- – – Restaurants

Local and State Government Agencies

The organization of local law enforcement will vary in detail from place to place. In some jurisdictions, the county sheriff has a significant role in policing the county. In other jurisdictions, the sheriff's primary responsibilities are running the jail, executing warrants, serving civil process, and providing support services to the courts. Whatever the scope of the sheriff's criminal enforcement responsibility, the sheriff's staff can be an invaluable source of information about criminals in the community.

In the typical Weed and Seed site, most local law enforcement will be performed by the city police department, which must be involved in the development of Weed and Seed from the outset. The local police department's knowledge of the community and its field operations programs are essential to the success of Weed and Seed.

In most Weed and Seed sites, felony prosecution will be the responsibility of the State, commonwealth, or district attorney, whatever the local title may be. This official is usually an elected official functioning at the county level. The local prosecutor is so important to the success of Weed and Seed that he or she should be on the Weed and Seed steering committee.

The courts of general jurisdiction typically are State courts operating at the county level. While direct involvement of the courts in Weed and Seed is an undesirable breach of the separation of powers, any special burdens placed on the courts by Weed and Seed must be addressed. Whether or not the courts directly control probation and parole, they have a great deal of influence over them. Probation and parole agencies, committed to community-based corrections, should be involved in implementing creative programs in the Weed and Seed target neighborhood.

The roles of other city agencies are slightly less obvious but important nevertheless. The following is a checklist of typical city agencies to be considered for involvement in Weed and Seed, whether in the early crime suppression and community policing phases or in the later intervention and community restoration phases.

- ■ Planning and zoning
- ■ Fire
- ■ Ambulance
- ■ Parks
- ■ Libraries
- ■ Schools
- ■ Housing
- ■ Code enforcement
- ■ City attorney
- ■ Streets
- ■ Sanitation
- ■ Social services
- ■ Health
- ■ Welfare
- ■ Food stamps

The extent to which State agencies will be involved in a local Weed and Seed program depends on how State law enforcement and human service agencies are organized and their relationship to their local counterparts at the county and municipal levels. The Weed and Seed steering committee should consider how the following State law enforcement and human service organizations can play a role in Weed and Seed.

- Criminal services
  - State police
  - Bureau of investigation
  - Narcotics
  - Attorney general
  - Prison
  - Probation and parole
- Human services
  - Health
  - Education
  - Employment
  - Welfare
  - Mental health

Regulated utilities provide services into the target neighborhood and are essential to its restoration. They also have information about their customers and whether there are any marked variances in levels of service that might indicate unusual activity. The Weed and Seed steering committee should consider what contributions can be made by the regulated utilities, including:

- Power and light
- Telephone
- Gas
- Water
- Public transportation

Public services are provided at State, regional, county, and city levels. Steering committee members will be familiar with the local structure of such services. Selected public services should be included in the inventory of resources available to support Weed and Seed:

- Regional authorities and special districts
- Schools
- Water
- Parks
- Housing

Federal and State Law Enforcement

Federal statutes give the U.S. Attorney enforcement opportunities that may be unavailable to the local prosecutor. RICO (Racketeer Influenced and Corrupt Organizations) and CCE (Continuing Criminal Enterprise) laws enable the U.S. Attorney to deal with conspiracies and reach people who may not be prosecutable for the specific street crimes that plague the target neighborhood. Sentence enhancement statutes remove convicted criminals from the target neighborhood for much longer periods than are possible under State law. Operation Triggerlock is one example of how such a statute can be used. Similarly, some States have strong RICO and forfeiture laws that may be brought to bear on these problems. Under Federal asset sharing programs, as well as some State statutes, forfeitures also can be a significant source of funds for local law enforcement.

The Federal grand jury is another tool available to the U.S. Attorney. Using the grand jury as an investigative body, the U.S. Attorney can bring witnesses before the panel, immunizing them or not as appropriate. Many local jurisdictions also can employ State grand juries for these purposes.

Any law enforcement effort that is part of the Weed and Seed program should take advantage, in appropriate cases, of Federal law, which provides for pretrial detention of persons charged with serious drug felonies and crimes of violence. Under the Bail Reform Act of 1986, these offenders can be held in jail pending trial for their crimes.

The U.S. Attorney is also chair of the Law Enforcement Coordinating Committee (LECC), which has the explicit purpose of coordinating local enforcement efforts. If there is a local or regional drug task force, the U.S. Attorney will be involved as well.

In addition to the U.S. Attorney, other Federal enforcement agencies should be asked to participate in a local Weed and Seed project if they can make a contribution. These include:

- Federal Bureau of Investigation
- Drug Enforcement Administration
- Bureau of Alcohol, Tobacco and Firearms
- Customs Service
- Immigration and Naturalization Service
- U.S. Marshals Service

Federal enforcement agencies should also consider using existing Federal-State task forces as a part of their law enforcement strategy. In addition, local prosecutors can be cross-designated to try cases in Federal court.

While judges cannot appropriately become involved in an enforcement program, they should be fully informed about the nature and purposes of the Weed and Seed program. Within the bounds of their judicial role, they can also consider the needs of a Weed and Seed program when imposing conditions of probation on convicted offenders.

Other Federal Agencies

In addition to Federal criminal law enforcement agencies, other Federal agencies, including human services agencies, will be involved in Weed and Seed. Descriptions of programs available for Weed and Seed are found in chapter 8 and appendix C. The Weed and Seed steering committee should look for appropriate support from a variety of Federal Departments and agencies, including:

- Health and Human Services
- Housing and Urban Development
- Labor
- Education
- Transportation
- Agriculture
- Commerce
- Small Business Administration
- Community Relations Service

This support should be used to leverage other local and State dollars and not be considered a primary source of funding for essential services.

Securing Needed Resources

Once a Weed and Seed project has been planned with some specificity, private funding sources can be solicited to support activities of particular interest to those sources. As discussed in chapter 2, it is important that the steering committee include members of the private sector who have the ability to leverage funding or services.

As the process of identifying resources becomes more and more specific, it is essential that participating agencies demonstrate their commitment to Weed and Seed in very specific terms. Expressions of good will and support must be translated into specific commitments of money, personnel, equipment, facilities, and services to be available for stated periods of time. Funding sources should be stated. Appendix B is a sample of the type of Memorandum of Agreement that participating agencies should execute.

It also may be necessary to seek discretionary and/or block grant resources at the State and Federal levels. One purpose of knowing all government agencies operating in a community is to identify other sources of funding.

Chapter 4
Planning the Local Program

A good understanding of the components and intent of the national Weed and Seed strategy is an essential framework within which to organize and plan a local program. The intent of the local program should mirror that of the national strategy. Program planners, however, should be careful not to use the national strategy as an inflexible template for designing the detailed operational aspects of the local program. This chapter provides guidance on the planning required to tailor national goals and objectives to a responsive local implementation plan.

Step 5: Developing Implementation Activities

The careful inventory of potential resources in step 4 (see chapter 3) leads to the selection of the particular mix of program activities that is most likely to be effective in the target area. Most communities have several existing programs that may be integrated into local Weed and Seed initiatives.

In step 5, the steering committee must make several critical decisions. In light of the goals and objectives of Weed and Seed, the steering committee must decide which existing programs can be used in or adapted to Weed and Seed in the target neighborhood. It must identify program gaps and decide how they may be filled. The steering committee also must decide the specific roles that will be played by the various agencies involved.

The Local Context

In planning and developing a local Weed and Seed initiative, program managers need to fully integrate the needs and views of the target community into the process from the outset. The social context within which managers implement goals, objectives, and tasks greatly influences the potential success of the program. The social context is the sum of experiences and perspectives of those who have an interest in the program. It includes operational styles of agencies, traditional patterns of agency-community interrelationships, and social experiences within the target neighborhood. Perspectives on the causes and effects of violent crime vary greatly. Consequently, these perspectives influence how those involved judge the potential of program interventions.

These differences in emphasis also exist at the Federal level. The Department of Education, for example, views open-air drug trafficking as a threat to the quality of education for many reasons, including a threat to children who must walk to and from school. The Department of Health and Human Services must deal with the increase of transmittable diseases, and the Department of Housing and Urban Development (HUD) must respond to the threat to the quality of life and viability of the public housing program.

At the local level, the dynamics are more complex. From the perspective of law enforcement officials, the same problem, open-air drug trafficking, is a violation of law requiring arrest and incarceration. The view from the community, however, may be quite different. Open-air drug trafficking, while acknowledged as illegal and dangerous, may be seen as a result of social alienation, poverty, and discrimination. The community may view employment, job training, and equal opportunity initiatives as being equally important primary interventions that should be coupled with law enforcement. This coordination of strategies provides powerful new approaches to the same problem.

The religious community may regard the erosion of moral, ethical, and family values as important; other groups may view the lack of recreation, low self-esteem, inferior education, as well as economic segregation, inadequate housing, and incarceration as root causes of the problem. The list of examples is extensive, as is the range of appropriate interventions.

Differences in perspective and context manifest themselves in other important aspects of the planning process. Managers might design the local Weed and Seed program to assist communities; however, the neighborhood may or may not view the goals and objectives as meeting its needs. For example, research indicates that certain types of interventions are effective in addressing selected risk factors such as substance abuse. Parental involvement in early education reduces the risk factor of academic failure; prevention programs decrease drug use; and employment and community development diminish economic deprivation. While these programs are effective in preventing substance abuse, their implementation may not necessarily receive strong support and cooperation from the community.

The neighborhood may suffer from graffiti, abandoned homes and autos, lack of lighting, dilapidated streets, trash-filled lots, ineffective code enforcement, and police

indifference. To the community, these problems are symbols of its victimization and a lack of social support and government cooperation. A program that incorporates only one perspective in an effort to reduce the problems of substance abuse may, because other neighborhood needs are left unmet, inadvertently create an atmosphere that promotes indifference. The program planning process must accommodate multiple perspectives to include effective prevention programs as well as creative solutions to important community issues. For example, strategies should combine programs to reduce academic failure with substance abuse prevention and intervention activities to address immediate community needs.

Acknowledging the local context of the program also helps address other issues associated with the method of implementation. For example, to what degree will law enforcement agencies cooperate with target neighborhoods in sharing interdiction strategies? One style may require strict confidentiality: leaked strategies could result in aborted arrests. Neighborhood leaders, however, may want the responsibility for identifying crime patterns to begin with the community. They might want law enforcement agencies to accept a more supportive role by community leaders.

The community may feel strongly that it knows where the more serious problems lie and should set priorities for addressing them. The community may feel that out-of-town drug dealers setting up operations in a rental property are a greater, more immediate threat than neighborhood youth selling drugs on the corner. In addition, the community may consider it an advantage to have everyone know the police interdiction strategies in the belief that this knowledge itself would deter crime. To the neighborhood, the suppression of crime might be a more desirable objective than an increase in the number of arrests. As a result, a planning process that considers the neighborhood perspective leads to creative approaches to achieve desired results (see exhibit 4–1).

Developing Local Goals and Objectives

At this point, a strategy for the target neighborhood can be designed, using existing and new resources. Specific goals within the neighborhood must be articulated. These goals will be subdivided into more specific objectives. Goals and objectives are the same in that they are both ends to be achieved. They differ in their degree of specificity. For example, a goal may be to eliminate drug trafficking in the neighborhood. Specific objectives implied by that goal would be eliminating open-air markets and crack houses. Another goal might be to reduce the level of violence involving guns. Objectives to achieve this goal would be to remove persons who use guns in the commission of crime and to severely restrict the availability of guns.

The goal statements should be major desired changes in conditions 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. For example, if the problem is open-air drug trafficking in the target neighborhood, the goal statement might be: "Eliminate open-air drug trafficking." The following are examples of such goals:

Goal 1: Reduce the occurrence of violent crime.

Goal 2: Provide local, State, and Federal programs to prevent drug abuse.

Goal 3: Eliminate open-air drug trafficking.

Goal 4: Improve the economic viability of the target community.

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

Linking the Goals and Objectives

It is important to remember that goals and objectives do not operate in isolation from one another. The goals dealing with prevention and community restoration should work in conjunction with all the other goals. Community policing can be a bridge between goals. As the police develop positive relationships, they will have access to information regarding problems facing small businesses, vacant housing, prevention needs, and much more. Planners must examine these possibilities and build these linkages into the program through the objectives and tasks.

Law enforcement activities should complement the other goals. If one of the objectives is to construct a minority small business "incubator," the implementation task to reduce and prevent crime should target that location and provide a secure area for the facility. Crime prevention should also support other economic development goals. There are many other questions regarding linkage: How can community policing support drug treatment and prevention? Can alternative sentencing complement treatment? Would bail restriction improve neighborhood safety? These and other questions support the intention of the program: to coordinate and collaborate multi-agency and private resources in the target community. They must work together. Making certain that goals, objectives, and tasks include these linkages is the best way to meet this requirement.

Completing the goals, objectives, and tasks correctly with the participation of everyone involved will simplify the process of developing the implementation schedule. The following sections cover the implementation and management plan for Weed and Seed.

Step 6: Developing the Implementation Schedule

Weed and Seed presents scheduling problems somewhat more complicated than those found in programs carried out by a single agency. The sequence in which activities are undertaken is critical. Suppression of violent crime and drug trafficking must precede community restoration. No one wants to live or invest in a crime-ridden, drug-infested neighborhood. Community policing can begin with crime suppression, but it continues far beyond it, maintaining peace within the neighborhood. Prevention, intervention, and treatment must make it difficult for the neighborhood to slide back to its old condition.

The start date for Weed and Seed can be fixed by the formation of the steering committee. The steering committee should develop a timetable for working through the six implementation steps discussed in this manual. The timetable should set specific dates for the selection of the target neighborhood and the beginning of crime suppression activities in the neighborhood. A reasonable time must be allowed for the crime suppression work to take effect, and this time can be used for planning and training in community policing. As crime suppression begins to show visible results, community policing can be introduced into the neighborhood. Prevention, intervention, and treatment programs should come online shortly thereafter. The community restoration phase can begin as the community stabilizes.

Designing a Management Format

Weed and Seed is designed to be flexible and interactive. Because ongoing commitment of multiple resources is a key requirement, it is unrealistic to assume that local officials can confirm all resources during the initial planning phase. As the program develops, however, local agencies will discover new ideas and resources to assist the community. The neighborhood, law enforcement agencies, resource agencies, and others will continually recommend adjustments to the plan. The steering committee should encourage recommendations for changes by all participants and other interested groups. Managers should not assume that the original goals and objectives are immutable.

The purpose of well-defined goals, objectives, and tasks is to ensure that the proper mix of activities results in a successful program. Having complete goals and objectives does not guarantee reliable program implementation. It is management's responsibility to convert these elements into a form that advances operation of the program.

The process of organizing an implementation schedule for Weed and Seed helps identify:

- Additional essential tasks that are missing from the initial goals and objectives statements.
- Dependent relationships among tasks.
- Responsibility for execution of tasks and any overlap of authority that might affect the outcome.
- Implementation sequence.

Managing the ongoing relationships among the tasks and their timely implementation is the backbone of the management process. The successful management of Weed and Seed involves assigning specific responsibility for executing each task. A task-timeline chart organizes the tasks by each objective, allowing managers to arrange the tasks in their logical order of completion.

Managers can format the chart in a variety of ways, depending on the type of equipment, level of experience with the process, and personal preference. The format should facilitate easy recognition of the program status. Exhibit 4–2 illustrates one type of task-timeline chart, which shows a sample set of tasks for one objective.

The chart immediately shows some of the advantages of converting goals, objectives, and tasks to this type of format. Timeline charts show the relationship between tasks. For example, exhibit 4–2 illustrates that the Senior Corps of Retired Executives (SCORE) cannot provide monthly training on accounting (task 4.2.6) prior to the small business orientations (task 4.2.1). Furthermore, deciding when to establish the start date for business orientations raises a number of questions: How much notice is needed? How long will it take to negotiate the delivery of the service? How will the Small Business Administration (SBA) market the program? Managers must answer many similar questions to complete the timeline chart.

Other advantages are also evident. A timeline chart discloses the need for additional tasks. For example, in task 4.2.5, $1 million in venture capital funds from private foundations certainly helps reach the objective of increasing the economic viability of the target community. The initial task, however, does not reveal the additional subtasks required to provide those funds. Spelling out those steps is essential to the timing of the task.

A timeline chart also prompts the need to identify responsibility and organize the linkage between tasks. The following sections explain these subjects in more detail.

Arranging the Tasks by Objective

Program managers should organize tasks by the objective they support. As mentioned above, this helps identify essential missing tasks, determine the relationship between tasks, and assign responsibility for completion. Testing the adequacy of the tasks requires the repetitive posting of tasks to the timeline chart, revising, reorganizing, and posting again until all the tasks are complete. The following goal and objective, listed in the beginning of the chapter, illustrate the process of developing complete and cohesive tasks.

Goal 4: Improve the economic viability of the target community.

4.2 Increase minority business ownership by 30 percent.

- 4.2.1 Provide four small business orientation programs.
- 4.2.2 Negotiate an agreement with the SBA to target startup business loans in the community.
- 4.2.3 Identify business opportunities in the target area.
- 4.2.4 Set up private sector mentoring programs for new small business owners.
- 4.2.5 Provide $1 million in venture capital from private foundations.
- 4.2.6 Provide monthly training by SCORE on small business accounting.
- 4.2.7 Use $250,000 in HUD community development funds to upgrade the facades of small businesses.
- 4.2.8 Request city support for facade improvements.
- 4.2.9 Construct a business incubator facility in the abandoned warehouse.

In the initial planning process, these tasks served the original purpose of confirming the intent of the objective. But they are not complete enough to manage the program. Task 4.2.7 in the sample timeline chart, for example, indicates the use of $250,000 of HUD Community Development Block Grant (CDBG) funding for upgrading the facades of small businesses in the target neighborhood. This promise leaves a lot unsaid. When is the funding available? Who applies for the funding? What is the time between approval and availability of funds? What are the bid requirements and how long do they take to complete? These questions disclose the following additional steps:

- Meet with city officials to determine availability of funds.
- Obtain city council approval for use of funds.
- Apply to HUD for reprogramming of CDBG funds.
- Determine specific structures to be renovated.
- Work with city on specifications for the work.
- Advertise for request for proposals.
- Award contract.

If these were sub-tasks of task 4.2.7, they would be added sequentially to the timeline on the chart. This will require reorganization of the original objective to include these new sub-tasks.

Notice in exhibit 4–2 how the addition of this new task (4.2.8) facilitates the designation of responsibilities. The level of authority required to negotiate with the city council is much different than filing an application to HUD. Organizing the correct tasks helps program managers establish the appropriate level of responsibility for completing them.

Program managers should complete the same inquiry for each task in the objective. For example, task 4.2.9 (constructing an "incubator" facility) will require the same adjustments. This task prompts a number of questions: How will the facility be funded? When will construction begin? It is unrealistic to assume that during the initial planning process, program officials can identify all the necessary steps. In this case, it is acceptable to include as a sub-task an inquiry into potential funding, rather than wait to determine the details.

Once all tasks and sub-tasks have been identified, the dependent linkages among tasks help establish the timing of their implementation. In exhibit 4–2, task 4.2.2 (negotiating the agreement with SBA) must wait until the market analysis is complete (task 4.2.3.1) and the city identifies the extent of the need in the target area (task 4.2.3). The SBA would need to know the extent of the resources required before it signs an agreement. It would also be premature to conduct an orientation to encourage small business development without knowing the extent of SBA's commitment.

Most tasks and sub-tasks are interrelated. The city cannot request reprogramming of funds (task 4.2.8.1) until it identifies the number of facades (task 4.2.7.1). It is impossible to identify the precise timing of funding; therefore, some flexible time periods should be built into the plan.

Once the task list for each objective is complete, linkages between tasks identified, and the timing of completion confirmed, the program manager must reconcile the linkages between objectives.

Linking Objectives

Careful consideration of the potential linkages of tasks between objectives enhances program results. For purposes of illustration, objective 4.1 of goal 4 (Improve the economic viability of the target community) is: "Decrease unemployment by two percentage points." A possible list of tasks might be as follows:

Objective 4.1: Decrease unemployment by two percentage points.

- 4.1.1 Implement a summer youth training program.
- 4.1.2 Establish a computer data entry training program with a coalition of local banks.
- 4.1.3 Set up a State department of labor employment and training office in the target neighborhood.

4.1.4 Establish a retraining program with the local technical and community college.

4.1.5 Implement the Jobs Now job referral program with the Chamber of Commerce.

Program managers would have to perform the work of refining the tasks and identifying sub-tasks as mentioned above; however, the linkages are already evident. The following are examples:

- The retraining program (task 4.1.4) could link with the facade improvements. Plans for the construction could include a priority for employment of local residents. Local residents could learn carpentry skills in the retraining program.
- The construction of the business incubator facility (task 4.2.9) could use local employment.
- Job training should always be linked with new housing. Task 4.1.2 could be linked with the objective to build 100 units of affordable housing. The new affordable housing development could include a computer learning center. The local banks could train and employ the new residents. Day care and other self-sufficiency programs, linked from other goals, could provide an environment that protects against the risk factors of substance abuse. The crime prevention objectives could also support the housing project.

This is only a partial list of the possibilities. Program managers might also consider coordinating police-neighborhood sports teams with a summer youth training program. Because community policing officers are familiar with community members, a task could include encouraging the police to assist with referrals to employment training and the Jobs Now program.

When all links between the objectives in each goal are complete, the program manager must post these changes to the timeline chart and represent the linkages to ensure smooth implementation.

Determining Responsibility

The task-timeline chart designates a column to indicate the agency responsible for a specific task. This is useful in recording accountability for the completion of the tasks.

A task control sheet (exhibit 4–3) could list the agency responsible for initiating the task and include details on the staff accountable for its execution. The form could also contain a list of sub-tasks and the milestones for completion of each.

Most tasks are linked to other tasks and objectives. Because some tasks are dependent on the completion of others and affect initiation of others, it is important to record these linkages to provide a mechanism for managing them.

Program directors who use project management software for Weed and Seed can input changes and generate reports by task, agency, milestone, or any number of criteria. Those without the use of software are encouraged to maintain a manual system. This type of management system not only improves program oversight, it also assists with program reporting.

Accommodating Flexibility

Task-timelines and control sheets are also useful methods for monitoring change in the program. Suppose, for example, the neighborhood, in the middle of the program, wanted to demolish a few vacant structures to create a park. If this request was presented at the committee meeting, it would be obvious to the city representatives working on task 4.2.8.1 (request reprogramming of CDBG funds) that the clearance and park construction were an eligible activity and could be included in the reprogramming of funds. Before accepting the proposal, however, the committee would have to determine if the proposed task helps accomplish any of the program goals. If, for example, drug dealers were using a vacant structure as a crack house, the committee might agree that the proposal helps eliminate open-air drug trafficking. If accepted, the activity would become a new task under goal 3 as follows:

Goal 3: Eliminate open-air drug trafficking.

3.1 Conduct regular neighborhood marches.

3.2 Establish a neighborhood watch program.

3.3 Coordinate multi-agency law enforcement cooperation on reported drug activity in the target neighborhood.

3.4 Remove any physical situations that support drug trafficking.

3.4.1 Demolish vacant structures and construct a park.

3.4.1.1 Apply for reprogramming of CDBG funds.

3.4.1.2 Department of parks costs and designs park.

3.4.1.3 Public works department demolishes vacant buildings.

3.4.1.4 Department of parks constructs park.

The program director would make new task-timelines, check the linkages, and update the original chart. In this example, the program director would have to ensure that the parks department submitted the costs for the park in time to present the reprogramming at a public hearing. The city would be the managing agency; the staffs and milestones of the two departments would be listed on the control sheet.

The Weed and Seed program design should be sufficiently flexible to accommodate quickly any program

enhancements and approaches not identified during the planning phase (e.g., removing structures that support drug trafficking). When the steering committee accepts a new activity recommended by the neighborhood, the new task will help energize and support all the community efforts to prevent crime.

Many similar changes will occur during the program. These changes can be easily accommodated as long as the committee does not view the original goals and objectives as rigid guidelines subject to strict compliance audits. It is important to document the change and ensure that the administrative and funding guidelines are followed; however, these requirements should not be interpreted as preventing changes during program implementation.

Exhibit 4–1
Community Empowerment

Empowering the community is vital to the Weed and Seed effort, from the initial law enforcement suppression activities to the restoration of the target neighborhood. Residents must be empowered to take responsibility for their neighborhood. Acting collectively with others, residents must 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 target neighborhood where Weed and Seed can be discussed. Neighborhood residents should be invited to serve on the various committees. Plans and actions should be shared with the community to obtain their support. Churches and other local organizations should host forums and workshops on the Weed and Seed activities in the target neighborhood.

The following are suggestions for empowering target neighborhoods:

- Sponsor rallies, marches, and vigils wherein residents, in cooperation with local police departments, nonviolently 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 staffs of grassroots organizations active in the target neighborhood are well represented on committees.
- Contract with neighborhood residents and organization staff to do research, survey, and evaluation work (at a minimum, have focus groups of residents).
- Contract with target neighborhood organizations to conduct workshops in the neighborhood to brief and involve residents before, during, and after Weed and Seed activities.
- Contract with target neighborhood organizations to publish a local community newsletter to communicate with the residents or acquire a column in an existing newsletter.
- Contract with target neighborhood organizations for additional services wherever possible (i.e., drug abuse prevention, employment training and job search, child care, tutoring programs, youth entrepreneurship projects, parent training workshops).
- Have the local government contract out public services to target neighborhood groups, individuals, and businesses. These services may have to be scaled down to a size that groups can handle (lawn care, park maintenance, boarding up abandoned buildings, maintaining bus stops, alley clean up, and tree trimming).
- Involve technical assistance organizations in concentrating some of their resources in the target neighborhoods (e.g., National Crime Prevention Council).
- Co-host 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 mini-grant fund that a local organization can operate to provide assistance to groups with good "Seed" proposals.
- Include a resource list of neighborhood organizing materials and organizations that provide technical assistance and resources in this area.

Exhibit 4–2
Weed and Seed Task-Timeline

Objective / Task / Sub-task	Agency Responsible	Months beginning June 1992 6 7 8 9 10 11 12 1 2 3 4 5 6 7 8 9 10 11 12	Product
4.2. Increase minority business ownership by 30%			
4.2.1. Provide 4 small business orientation programs	SBA		Program
4.2.2. Negotiate agreement with SBA on start-up loans	City		MoU
4.2.3. Identify business opportunities in target area	City		Goal #
4.2.3.1. Conduct business market analysis	SBA/Univ.		Report
4.2.4. Set up private-sector mentoring program	Mayor		Goal #
4.2.4.1. Establish public-private mentoring committee	Mayor		Committee
4.2.5. Make available $1 million in venture capital	City		Funds
4.2.5.1. Chamber of Commerce to develop plan	CoC		Plan
4.2.6. Provide monthly accounting training by SCORE	SCORE		Training
4.2.7. Utilize HUD funds for facade improvements	City		Goal #
4.2.7.1. Determine facades to be improved	L&I		Goal #
4.2.7.2. Apply for funding	City		Application
4.2.7.3. Contract for work	Pub. Wks.		REP
4.2.8. Request City support for facade improvements	USAG		LoA
4.2.8.1. Request reprograming of CDBG funds	City		
4.2.8.2. Conduct public hearing	City		
4.2.8.3. Obtain City Council approval	Mayor		Resolution
4.2.9. Construct an incubator business facility	City		
4.2.9.1. City Development Office conducts feasibility study	City		Report

Exhibit 4–3

Monthly Task Control Sheet

September 1992

Task No.	Task	Agency	Due Date	Status
4.2.7.1	Determine facades to be improved	L&I	9/15	
4.2.1	Small business orientation program	SBA	9/25	
4.2.2	Complete SBA loan negotiations	SBA	9/15	Completed
4.2.5.1	Venture capital plan	CoC	9/30	
4.2.9.1	Incubator feasibility study one-half done	City	9/15	15 days behind

Comments:

Chapter 5
Coordinated Law Enforcement Programs

The "Weed" portion of Weed and Seed concentrates law enforcement resources on the target neighborhood to suppress violent crime within it. First and foremost, it is necessary to remove chronic violent offenders from the neighborhood. They must be identified, apprehended, and prosecuted. If prosecution results in conviction, then the Weed and Seed strategy must focus on the form of sanction that provides the greatest protection to the target neighborhood. If for some reason the offender cannot be incarcerated, then the approach should be to impose severe restrictions on the offender's right to re-enter the neighborhood.

In setting goals and objectives for crime suppression in the target neighborhood, the Weed and Seed steering committee, and in particular, the Weed committee, must focus on the most serious and most visible crime and criminals in the neighborhood. Their presence is a constant warning to residents, visitors, and potential investors that the target neighborhood is not a safe place in which to live, visit, or financially invest. For the "Weed" portion, the Weed committee should establish goals and objectives along the following lines:

- Remove violent offenders from the target neighborhood.
- Eliminate open-air drug markets in the target neighborhood.
- Destroy drug trafficking and criminal organizations operating in the target neighborhood.
- Eliminate crack houses in the target neighborhood.
- Eliminate drive-by shootings in the target neighborhood.

There are four major program elements to be involved in crime suppression in the target neighborhood:

- Law enforcement
- Prosecution
- Adjudication
- Supervision

Law Enforcement

The Weed and Seed strategy emphasizes the relationships rather than the differences between Federal and State law enforcement. The social and political interests protected by Federal and State law are different in many respects, but always closely related. Historically, Federal criminal law has been written to protect distinctly national interests such as the integrity of the national banking system or of the currency or the collection of Federal taxes. State criminal laws are designed in the first instance to protect distinctly local interests in life and property.

There are obviously many overlaps between the two systems. A bank robbery is often both a Federal and a State crime. Car theft, a State crime, becomes a Federal crime when the thief drives the car into another State. Most narcotics offenses violate both Federal and State laws. Through the years, Federal and State law enforcement agencies have worked out a number of accommodations on which will take the lead in investigating and prosecuting various forms of crime that are both Federal and State offenses.

With the Weed and Seed program's primary focus on a target neighborhood and the criminals within it, Federal-State jurisdictional distinctions become a secondary matter. The first question is what must be done to suppress crime in the target neighborhood. The second is what tools, Federal or State, should be used in the suppression effort. The answer to the second question will vary from jurisdiction to jurisdiction, offense to offense, depending on a variety of variables. What statute, Federal or State, will be most effective against a given offense? Who has the resources available to act effectively at a particular time? Which court system will handle a case most quickly? What correctional facilities and programs are available?

Federal enforcement agencies have familiar roles, many of which can be brought to bear on the specific local issues confronting a Weed and Seed project. The Federal Bureau of Investigation is responsible for investigating several Federal crimes closely related to local crime, including transportation of stolen property across State lines, unlawful flight to avoid prosecution, bank robbery, and fraud. It has undertaken new enforcement efforts concentrating on drugs and violent crime. It is also leading several multi-agency fugitive task forces.

The Drug Enforcement Administration (DEA) enforces Federal drug laws. Its work confronts drug traffic on international, national, State, and local levels. With few exceptions, drugs used at the local level come from some other place, often from outside the country. Interdiction of this traffic is a primary DEA mission.

The Bureau of Alcohol, Tobacco and Firearms (BATF) is responsible for enforcing Federal firearms and explosives laws. The connection between drug trafficking and gun violence is worse than ever before. Criminal bombings, like any other violent crime, have also been on the increase. BATF also can assist the law enforcement effort by tracing confiscated firearms to locate and prosecute illegal sources of weapons.

The Internal Revenue Service also can play a significant role in Weed and Seed. Ultimately, most crime is committed for money, and criminals are loathe to report their income and pay taxes on it. This failure to comply with the Internal Revenue Code makes them vulnerable to investigation and prosecution whenever they live beyond their visible means.

The United States Marshals Service is the one Federal agency with general enforcement powers. It can execute any Federal warrants. The agency's witness protection program also can be of value to Weed and Seed. The Marshals Service is also responsible for the administration of assets seized by Federal agencies.

Several existing programs illustrate how Federal-State-local cooperation takes advantage of special Federal powers. They include:

Achilles Program. BATF has conducted the Achilles Program since 1986. This national enforcement strategy involves all 22 of BATF's field divisions and over 200 field offices nationwide. Achilles relies on two Federal firearms statutes, 18 U.S.C. § 924(c), which carries sentence enhancements for using a firearm in the commission of a violent or drug trafficking crime, and 18 U.S.C. § 924(e), which carries a mandatory minimum sentence for a class of armed career criminals. Achilles task forces, which include State and local law enforcement representatives, operate in 20 cities, including 8 Weed and Seed demonstration cities, with high violent crime rates. These task forces target high-crime areas and can be a useful resource in selecting a target neighborhood for Weed and Seed.

Project Triggerlock. The U.S. Attorneys' offices initiated Project Triggerlock in April 1991. This nationwide anticrime program is designed to assist State and local law enforcement agencies in their battle against violent street crime. The program focuses on the prosecution of firearms violators, using the whole array of Federal firearms statutes.

Organized Crime Drug Enforcement Task Forces. The Organized Crime Drug Enforcement Task Forces (OCDETF) draw on the resources of nine different Federal agencies and numerous State and local law enforcement agencies. They coordinate investigation and prosecution of sophisticated and diversified drug-related and money laundering organizations. The OCDETF program works in 13 different regions across the United States.

Operation Gunsmoke. The U.S. Marshals conduct a nationwide program to track down and apprehend the most violent and dangerous fugitives from justice. State and local law enforcement agencies throughout the country participate in Operation Gunsmoke by assigning personnel to local task forces and by providing criminal intelligence.

Asset forfeiture. Under Department of Justice guidelines, property may be forfeited from drug traffickers, and the proceeds from the sale of the property can be equitably shared with State and local authorities. Real property may be transferred to local government agencies and nonprofit entities in support of the Weed and Seed initiative.

At the State and local levels, there are many examples of effective enforcement at the street level. Many localities have formed multijurisdictional task forces to attack criminal organizations operating in several jurisdictions. Local task forces work on a variety of issues: drug trafficking, street crack sales, drug user accountability programs, stolen car rings and "chop shops," as well as burglary and fencing rings.

Narcotics Enforcement Tactics

Local law enforcement efforts against drug trafficking in the past several years established the effectiveness of a variety of different tactics. Because drug traffickers rapidly adapt to particular enforcement approaches, no one tactic will be continually effective. What is necessary is a strategy that employs several different tactics at different times. Exhibit 5–1 illustrates a number of drug enforcement tactics that have proven useful at the neighborhood level.

Career criminal or repeat offender programs. These programs concentrate on the apprehension, prosecution, and incarceration of the most serious criminals in a jurisdiction. The Serious Habitual Offenders Comprehensive Action Program, operating in a number of cities throughout the Nation such as Oxnard, California, is a recent example of such a program. Underlying this concentration on these individuals is the knowledge that they are responsible for a disproportionate amount of crime in a community and that their removal can make a significant difference.

Where gangs operate, which is likely in the types of neighborhoods chosen as Weed and Seed targets, gang identification and intervention programs are important.

Exhibit 5–1
Local Drug Enforcement Tactics

Directed patrol: Directed patrol focuses on specific problems or assignments and can target particular places, people, or drugs. The saturation patrol can be an effective show of force.

Executing outstanding arrest and bench warrants: Persons targeted in Weed and Seed are habitual scofflaws and will often be the subjects of outstanding arrest warrants or bench warrants for failure to appear on other charges.

Arrest of narcotics dealers and users for other offenses: Drug dealers are vulnerable on a number of non-drug offenses, from trespass to aggravated assault. On the basis of a lawful arrest, persons can be searched, and any drugs found on the person will result in additional charges.

Roadblocks or checkpoints: Roadblocks and checkpoints that meet Federal and State constitutional standards can reduce outside traffic into the target neighborhood and reduce open drug trafficking.

Traffic enforcement: Police should confiscate the automobiles of narcotics purchasers. As a driver or passenger in a vehicle makes a drug purchase, police secretly observe the transaction. Police radio reports the identity of the vehicle involved in the purchase. The vehicle is stopped; the car and the occupants are searched; and, invariably, the narcotics which were just purchased are discovered. Although the purchaser should be arrested for illegal drug possession, he or she will frequently receive a non-criminal disposition, particularly if the individual does not have a record. However, the vehicle may be seized under Federal and State forfeiture laws. This is the "Fishnet" procedure that has been effective for instilling fear, and thus deterrence, among would-be purchasers of narcotics in Philadelphia—particularly in the inner-city neighborhoods where trafficking is most prevalent. Many of these purchasers are from suburban areas of Philadelphia, including New Jersey, and keeping them away from the high narcotics area helps reduce demand, which deprives drug trafficking organizations of the presumably wealthier clients for drug sales.

Surveillance: Observation of persons 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 buys produce the evidence for narcotics prosecutions, whether arrests are made immediately or later.

Buy-busts: Buys can be immediately followed by arrests either by the undercover officer who made the buy or by 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.

Crack house 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 crack house

Specialized gang enforcement and narcotics officers from local agencies should be important resources for the Weed task force.

Intelligence Coordination

Every law enforcement agency involved in the crime suppression effort will have extensive intelligence on crime in the target neighborhood. Because Weed and Seed can succeed only as a collaborative effort, it is imperative that the steering committee and the Weed committee work to break down the traditional barriers that keep agencies from sharing criminal intelligence.

Chapter 3 discusses a needs analysis of the target neighborhood. The data gathered in that process should become part of the intelligence data base for Weed and Seed.

Many of the criteria for selecting the target neighborhood are indicative of criminal activity known to police, including Part I and Part II crimes. Calls for service reflect such indicators of disorder as shots fired, disorderly conduct, and domestic disturbances. The target neighborhood will have a great many people already under correctional supervision.

As the intense crime suppression work of Weed and Seed gets under way, a great deal of new data about the neighborhood will be developed. New names will appear, as will previously unknown connections between old names. Drug and gun hotlines should generate new names, addresses, license plate numbers, and patterns of gang activity.

A coordinated intelligence data base on the target neighborhood can assist all enforcement agencies in the suppression stage. Maintenance of this data in a relational data base can facilitate analysis for patterns and connections. One example of an effective shared intelligence system is the Drug Market Analysis Mapping System in the Pittsburgh Police Department.

Implementing the Law Enforcement Task Force

The law enforcement task force serves as the operational arm of the committee established to implement the "Weed" portion of the Weed and Seed effort. The Weed committee should establish a task force, or utilize an existing one, to develop a law enforcement strategy. The task force executes the field work under the direction and authority of the Weed committee. The Weed committee, consisting of the heads of the major Federal, State, and local law enforcement and prosecution agencies in the Weed and Seed jurisdiction, sets policies, goals, and objectives and makes decisions on targets and tactics in the crime suppression component. The makeup of the Weed committee is described in greater detail in chapters 2 and 9. Exhibit 5–2 provides manual users with some brief steps for implementing the law enforcement task force.

In the first step, the Weed committee needs to decide on goals, objectives, and activities for the law enforcement task force. The goals, objectives, and activities should be coordinated with the rest of the Weed and Seed effort through the steering committee. Arranging the goals, objectives, and activities in a task-timeline format, as described in chapter 4, will help coordinate the Weed activities with community policing and the Seed activities. For illustrative purposes, some examples of goals, objectives, and activities for the Weed efforts are stated below.

Goal 1: Eliminate open-air drug trafficking.

1.1 Coordinate and share intelligence and information on drug activity, arrests, and prosecution of offenders.

1.1.1 Identify ownership and occupancy of commercial and residential buildings.

Review city tax and utility records.

Conduct community policing's door-to-door survey.

1.1.2 Develop routine information exchange system to receive tips from narcotics hotline.

Transfer hotline data from police department's microcomputer.

1.1.3 Track the movement of drug "hotspots."

Develop microcomputer data base and enter information on dealers (associates), locations, and type and quantity of drugs.

Exhibit 5–2
Law Enforcement Task Force Implementation Plan

Step 1: Create law enforcement task force.

Agree on goals, objectives, and activities.

Step 2: Draft Memorandum of Agreement (see appendix B for sample).

Make decisions on providing equipment (cars, radios, cellular phones), personnel (time commitments), and expense funds (buy money).

Step 3: Select personnel.

Base on experience, record, and ability to work in multijurisdictional setting.

Step 4: Train personnel.

Joint training will help bond the personnel from different agencies and build team attitude.

Step 5: Develop policies and procedures (consider adapting from one of the participating agencies; e.g., DEA) key policies include:

- Managing confidential funds.
- Managing informants.
- Processing evidence.
- Documentation (intelligence reports, arrest reports, etc.).

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

Step 7: Establish case assignment and review process.

Step 8: Develop targets and implement tactics.

- Ongoing process with plans submitted to Weed committee.
- Law enforcement agency managers meet weekly with Weed committee.

1.1.4 Gather information from direct surveillance and observations.

Use police department's narcotics detectives and confidential informants to report on street drug activity.

1.1.5 Obtain information from existing police records.

Review police incident and arrest reports daily; enter names into data base.

1.2 Use Federal weapons violations to prosecute drug traffickers and violent offenders.

1.2.1 Screen all arrest reports for weapons violations.

1.2.2 Use undercover officers and confidential informants to purchase weapons from known offenders.

Use audio and video surveillance to record buys.

Execute reverse stings where applicable.

1.2.3 Coordinate prosecutions between U.S. Attorney's office and district attorney.

Goal 2: Destroy drug trafficking and criminal organizations operating in target neighborhood.

2.1 Remove drug traffickers and career criminals from the neighborhood.

2.1.1 Recruit confidential informant from organization to work for the police.

2.1.2 Use audio and video surveillance with the confidential informant to develop cases against organization.

2.1.3 Adopt a substantial number of cases for Federal prosecution [Racketeer Influenced and Corrupt Organizations (RICO), Continuing Criminal Enterprise (CCE)].

2.2 Seizure and forfeiture.

2.2.1 Identify and investigate defendant's assets and laundered money.

2.2.2 Seize assets using Federal or State laws.

2.2.3 Use nuisance abatement laws to close commercial establishments and crack houses.

Prosecution

While the prosecutorial role in Weed and Seed must be shared by Federal, State, and local officials, the primary prosecutorial effort will be by the local district attorney since the majority of the crimes to be prosecuted are State crimes. Even in special statutes like Federal RICO, State crimes are the predicate crimes upon which RICO rests.

The Weed and Seed strategy provides an opportunity for the utilization of certain Federal statutes to achieve maximum impact against drug dealers and violent criminals. Three of these illustrate the sweep of powers now available to Federal prosecutors that may be appropriate to employ in Weed and Seed projects. Prosecutions under the RICO statutes, 18 U.S.C. § 1951, *et seq.*, enable Federal prosecutors to go after all members of a corrupt organization, including those who never commit specific acts of violence that would bring them within the reach of street enforcement officers, as well as the organization's assets. Similar powers exist with regard to drug traffickers, who can be prosecuted for participating in a CCE under 21 U.S.C. § 848.

Asset forfeiture provisions such as those in 21 U.S.C. § 853 enable Federal prosecutors to seize the assets of drug traffickers. These statutes not only enable the Federal Government to prosecute members of criminal organizations who put intermediaries between themselves and street transactions and violence, but they enable the Government to take the assets that would be needed by convicted felons' successors to continue the life of the criminal organization.

In addition, the U.S. Attorney has access to the Federal grand jury operating in the district. Even in States that have local grand juries, the Federal grand jury will have a much broader territorial jurisdiction, which may become crucial as street investigations broaden to reach the drug source. In addition to its role of indicting persons charged with Federal crimes, the Federal grand jury has broad investigative powers, supported by the right to subpoena witnesses. Similarly, State grand juries generally possess such subpoena powers. The members of the Weed committee should develop a strategy employing the best of each system and include it in the memorandum of understanding, as discussed below.

Under Federal law, persons arrested for serious felony drug offenses and violent crimes may be incarcerated without bail pending trial if it can be proven by clear and convincing evidence that they pose a danger to the community and/or risk of flight. This tool has been very effective in removing immediately dangerous criminals from the street.

In each Weed and Seed jurisdiction, the U.S. Attorney's office and the local prosecutor's office (including the State attorney general's office where appropriate) should discuss and reach an agreement concerning which office will be responsible for prosecution of specific types of cases. The project's overall Weed and Seed prosecution policy, with agreed priorities and specific case development and presentment responsibilities, should be set forth in a detailed Memorandum of Agreement (MOA).

To avoid operational misunderstandings, potential issues such as the working relationships between Federal, State, and local law enforcement agencies; establishment of case selection and assignment criteria; and procedures for resolving potential interagency disputes expeditiously should be included in the MOA or in subordinate written protocols.

Innovative Local Efforts

There are several examples of operational strategies used by local prosecutors that can be considered for local Weed and Seed projects: The King County District Attorney's Office in Seattle, Washington, employs case development deputies for liaison with local law enforcement in narcotics cases. In Philadelphia, the Local Intensive Narcotics Enforcement (LINE) program teams prosecutors with police in high-crime neighborhoods to investigate cooperatively and vertically prosecute drug cases. Similarly, prosecutor's offices in Montgomery County, Maryland, and Brooklyn, New York, have been completely reorganized along geographic lines, with prosecution teams assigned to work closely with beat police officers, local businesses, and community groups.

Cooperation and intensive prosecution are an integral part of any successful law enforcement strategy. San Diego's Operation Red Rag and Operation Blue Rag are examples of successfully coordinated efforts of police, probation, and prosecution working as a fully integrated task force to target, apprehend, and remove hardcore gang members from the streets. In these operations, local and Federal investigators, deputy district attorneys, and assistant U.S. Attorneys were assembled as a team from the start. In Otero County, New Mexico, a narcotics task force is guided by crime analysis intelligence developed by the prosecutor's office. On a larger scale, Georgia's Inter-Jurisdictional Drug Prosecution Unit coordinates investigations and prosecutions for regional narcotics task forces.

Another example of Federal/local cooperation is Philadelphia's FAST (Federal Alternatives to Street Trials) program, which was developed in response to severe prison overcrowding in Philadelphia. The U.S. Attorney and district attorney have developed joint prosecution policies and case selection criteria to ensure the most efficient and effective use of Federal and State prosecution and corrections resources.

Prosecutors should also be prepared to pursue civil penalties against Weed and Seed offenders as available and appropriate. Denial of Federal benefits under the Federal User Accountability Program would be one example available in all Federal and most State courts.

Asset forfeiture is a significant tool in Weed and Seed enforcement. Federal asset forfeiture will be handled by the U.S. Attorney, State forfeiture by the prosecutor or city attorney, as authorized by State law. Some innovative uses of forfeited property include putting seized assets back into the target neighborhood (e.g., reconverting a seized residence for use as a community center).

In a memorandum issued by the Department of Justice's Executive Office for Asset Forfeiture, legal authority has been given for the transfer of forfeited Federal real property to State and local public agencies and private nonprofit organizations for use in support of Weed and Seed initiatives. Any proposed transfer must have the potential for significant benefits to a Weed and Seed community, and these benefits must outweigh any financial loss to the Department of Justice's Assets Forfeiture Fund. These transfers are made only after consultation with participating State, local, and Federal agencies and the pertinent U.S. Attorney's office. Mortgages or other qualified third party interests on real property transferred pursuant to these guidelines must be paid by the recipient of the property.

The procedures for the transfer of federally forfeited property, pursuant to 18 U.S.C. § 981(e)(2) and 21 U.S.C. § 881(e)(1)(A), are described in *The Attorney General's Guidelines on Seized and Forfeited Property.*

User accountability is the focus of car forfeiture programs like PUSH-OFF (When Pushers Use Our Street and Highways Opt for Forfeiture) in the Wayne County, Michigan, prosecutor's office, which targets drug users who drive into high-crime neighborhoods to buy drugs. Do Drugs, Do Time is Maricopa County, Arizona's, demand reduction program, which defers prosecution for first-time drug offenders, forfeits their vehicles, and mandates treatment or counseling at their expense. The city or county attorney's office handling civil litigation for the jurisdiction should be considered in Weed and Seed for other civil enforcement or nuisance abatement aspects of enforcement. Exhibit 5–3 contains several examples of specific prosecution tactics that can be used advantageously in Weed and Seed.

Victim Assistance and Witness Protection

Credibility of Weed and Seed in the target neighborhood can be greatly enhanced through the provision of effective assistance to the victims of crime and adequate protection to both victims and witnesses. Crime victims are primary beneficiaries of Weed and Seed, and their satisfaction with the process will be one measure of the program's success.

By providing the necessary assistance, protection, and support to those most affected by crime—the victims—law enforcement is improved through victim-witness cooperation. As a result of this cooperation, more perpetrators are likely to be identified, apprehended, prosecuted,

Exhibit 5–3
Local Prosecution Tactics

Defendant targeting: Focuses on the identification of rearrested drug offenders to revoke their probation. The prosecutor files probation revocations at the first appearance. This brings down court costs and limits the re-release of arrested probationers into the community.

Deferred prosecution: Holds first-time offenders charged with less serious drug offenses accountable and allows them to pursue rehabilitative services. This attempts to structure the defendant's activities and monitor compliance with conditions. Expeditious prosecution follows noncompliance or rearrest.

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

Community prosecution: Involves the decentralization or targeting of prosecution resources on high-crime and drug-crime neighborhoods. The prosecutor's jurisdiction is subdivided into district precincts or specific neighborhoods. It establishes satellite offices staffed by prosecution personnel. The goal is to enable prosecutor's to target a more circumscribed area and to respond to the crime problem in their respective neighborhood jurisdictions.

Prosecution-based prevention and education: Involves prosecution personnel, working with local education officials, in anti-drug-abuse education initiatives. The prosecutors conduct drug- and crime-prevention presentations to students.

and convicted. Neighborhood restoration is also cultivated through each individual victim's personal recovery from victimization. A victim often requires medical attention, return of property, a safe haven, financial relief, information about the criminal justice system, protection, counseling, and the like. The provision of such assistance, essential to one's physical and mental well-being, restores the victim's faith in humanity in general. Thus, assisting victims in putting their lives back together in the aftermath of crime is important to the community rebuilding process.

In the overall Weed and Seed planning process, the steering committee must identify existing victim assistance programs, involve them in Weed and Seed, and establish methods for coordinating their services. Victim assistance and witness protection must be rendered by law enforcement personnel, victim advocates, and social service professionals.

Assistance should be offered to victims of serious crime as soon as possible after the occurrence of the crime and should continue to be rendered as the case works its way through the criminal justice system. Thus, it is incumbent on police departments, prosecutors, judges, and corrections and probation officials to be sensitive and responsive to the needs and rights of crime victims. Improved victim communication with criminal justice system personnel not only encourages victim-witness cooperation with the system but also enhances the victim's faith in the viability of law enforcement and the capability of the criminal justice system to mete out justice.

To accomplish these objectives, victim assistance agencies and police departments should consider relocating some personnel to sites within or close to the targeted neighborhoods. Space for victim assistance providers, both for interviews and personnel, should be provided at the site facilities. This will facilitate expedient provision of assistance to victims in immediate need.

To ensure comprehensive provision of services, the onsite providers must develop effective referral resources as well as liaison with their counterparts in the prosecutor's office, courts, probation and parole department, and department of corrections. The types of assistance that should be rendered by all of these components include:

- Assistance in filing victim compensation claims.
- Supportive telephone and home visit contacts with victim-witnesses.
- Appropriate referrals, including referrals to medical, counseling, and social services professionals.
- Notification of significant criminal justice system proceedings such as bail hearings, preliminary hearings, and parole hearings.
- Information about the criminal justice system and how it works.

- Child care and transportation assistance to facilitate attendance at court proceedings.
- Assistance in collecting restitution.
- Assistance in obtaining protection orders.
- Assistance in dealing with intimidation.

As with the other components of the overall Weed and Seed strategy, goals, objectives, and activities should be developed for the victim services delivery system. The following are some examples.

Goal 1: Provide responsive victim services to residents of the Weed and Seed neighborhood.

1.1 Design a service delivery system capable of serving 200 victims per year.

1.1.1 Conduct planning meeting with crisis intervention and shelter program representatives.

1.1.2 Interview 25 police officers and supervisors.

1.1.3 Analyze police and census data on the target neighborhood.

1.1.4 Interview 25 crime victims in the target neighborhood.

1.1.5 Establish service goals; e.g., provide onscene crisis intervention services to:

125 victims of domestic violence.

75 victims of other violent crimes.

25 victims of property crimes.

Exhibit 5–4 outlines an implementation plan for a victim services delivery system. The system involves both targeting victim assistance agency services to the Weed and

Exhibit 5–4
Implementation Plan for a Victim Services Delivery System

Setting up a victim services program

- Design a service delivery system.
  - –Establish service goals.
  - –Develop a case management system.
  - –Establish service delivery protocols.
  - –Develop staff and volunteer job descriptions.
- Develop funding sources.
  - –Determine budget needs and agency location.
  - –Research funding sources and submit applications.
- Complete operational details.
  - –Arrange victim transportation methods.
  - –Arrange telephone service and 24-hour crisis line.
  - –Establish relationships with referral agencies (hospitals, rape crisis centers, counseling services, domestic violence shelters).
  - –Publicize service to the public and other agencies.

Establishing the criminal justice system components

Law enforcement and prosecution responsibilities:

- Provide support and advocacy services.
  - –Develop victim referral protocols and procedures with community-based crisis intervention services.
  - –Provide for transportation and practical needs during trials.
- Provide for victim and witness protection.
  - –Arrange for protection during the police investigation.
  - –Assist with protection orders.
  - –Develop procedures for handling and reporting offender intimidation or harassment of victim.
  - –Arrange protection and court watch during trial if necessary.
- Provide victim notification of:
  - –Arrest.
  - –Formal charging of defendant.
  - –Postarrest offender release or detention.

Probation, parole, and corrections responsibilities:

- Develop procedures and protocols for postconviction services.
  - –Victim impact statement.
  - –Victim notification of offender case disposition, parole, release.
  - –Support for victims involved in victim-offender programs.

Seed neighborhood and ensuring that essential criminal justice system services are in place.

Adjudication

The participation of local and Federal courts in Weed and Seed is important to ensure that the criminal and juvenile justice systems work efficiently and achieve stated goals and objectives.

Due to the emphasis on violent criminals and drug traffickers and users, cases originating in the target neighborhood will require expeditious processing and sanctioning of convicted offenders. The court, still preserving its independence and impartiality, can facilitate the timely and appropriate disposition of cases through a number of activities. Exhibit 5–5 lists several examples of court programs of benefit to Weed and Seed.

Courts must consider the profile of the defendant and the characteristics of the individual's criminal case in deciding pretrial disposition to ensure that the appropriate condition or sanction is imposed in each case.

Under the Federal Bail Reform Act and similar State statutes, courts need to be particularly sensitive to pretrial decisions involving defendants who pose a danger to the community and/or risk of flight. Detention must be seriously considered for individuals considered violent or engaged in drug trafficking and serious crimes, especially those individuals who, if convicted, may receive extensive periods of incarceration under mandatory sentencing statutes. The prosecution, along with pretrial service agencies, must be prepared to provide the court all the information necessary to facilitate this pretrial decision.

When detention is not appropriate, the prosecutor and pretrial service agency should be prepared to offer alternative conditions of release. However, Weed and Seed arrestees should not be allowed to return to the target neighborhood unsupervised. Individuals who may be considered potentially violent or prone to engage in continuing criminal activity (i.e., drug trafficking, gang activity) should be barred from the neighborhood as a condition of release. If the arrestee lives in the neighborhood, supervision of that individual should be enhanced, or an alternative living location for that individual should be found.

Sentencing of the offender and commencement of the sanctions should occur immediately after determination of guilt and should reflect the same strategy as that employed

Exhibit 5–5
Local Court Programs

Expedited case management: Cooperating with the prosecution and public defense, the court can exert leadership to ensure that cases adhere to scheduled events throughout the adjudication process. Employing differentiated case management and closely monitoring the pretrial disposition of arrestees, the court can dispose of a high volume of cases, spend more time hearing priority cases of the prosecution, and apply leverage to promote compliance with conditions and sanctions. Programs operating in New York, Philadelphia, Portland, Oregon, and New Brunswick, New Jersey, demonstrate the advantage of intensive case management and immediate sanctioning in addressing significant violent crime and drug abuse problems.

Night court: Jurisdictions facing significant caseloads have extended court operations either temporarily or permanently. Courthouse facilities, which often remain closed during evening hours, can be activated for preliminary hearings, motions, bench and jury trials, and sentencing.

Structured fines: Criminal fines, applied meaningfully, can be a significant sanction to punish and deter criminal behavior, especially by those engaged in drug trafficking and use. Structuring the fine so that the amount is commensurate with the offender's ability to pay and establishing an enforcement system to ensure payment bring credibility to financial sanctions.

Supervised release: The court can employ a number of measures to ensure compliance with conditions imposed on arrestees and convicted offenders. For example, drug testing applied during the pretrial stage allows the criminal justice system to exert an immediate influence on the behavior of individuals suspected of drug use. Pretrial service agencies can assist the court by closely monitoring arrestees and can provide meaningful findings and recommendations to the court concerning both pretrial and posttrial sanctions. In addition, Treatment Alternatives to Street Crime, which is designed for both pre- and postadjudicated individuals, provides for intensive supervision of arrestees to ensure compliance with court conditions.

in the pretrial stage of the adjudication process. If incarceration is not required or desired, the prosecutor should be prepared to offer intermediate sanctions, including criminal fines.

Corrections

The correctional component is essential to ensuring that convicted offenders from target neighborhoods are sanctioned and are no longer a threat to the safety and security of the neighborhood. Several corrections agencies will be involved in Weed and Seed. From the Federal system, the Bureau of Prisons and the Federal Probation System will be involved. The former is in the Department of Justice, the latter in the Federal judiciary. At the State level, corrections may be organized in several different ways. Institutional corrections will usually be run at the State level. Probation and parole will typically be a State system run at the local level. Judges have varying degrees of control and authority over probation officers.

As part of Weed and Seed leadership, corrections officials must be involved in defining the offender population from the target neighborhood (i.e., probationers, parolees, and persons convicted during Weed and Seed). They also need to identify potential correctional programs, predict the level of demand for these sanctions, and determine the gaps in existing correctional resources. Strategy building involves redirecting existing resources and, if necessary, seeking new resources.

Prosecutors should seek maximum incarceration for habitual and violent offenders. For convicted offenders who require more than traditional probation but who are not considered dangerous, intermediate sanctions should be available. These sanctions may include, for example, boot camp prisons, electronic monitoring, intensive probation, weekend incarceration, and restitution.

In designing sanctions, it should be recognized that offenders will need supervision as well as a range of services. Vocational training will be desirable for those who lack job skills. Remedial education may be necessary for those who have never mastered basic language and computational skills. Whether such training and education are conducted in institutional or community settings depends on the availability of facilities and programs.

Because of the prevalence of drug abuse in Weed and Seed target neighborhoods, it is essential that correctional programs supporting Weed and Seed include drug treatment. Continued testing for renewed drug use should be mandatory. Several programs may be necessary because no one program works for all drug abusers. Matching clients to the right programs is a key to success. Chapter 7 contains a more detailed discussion of prevention and treatment services that must be offered under Weed and Seed in the target neighborhood.

Chapter 6
Community Policing

Developing the "Bridge" Between Weed and Seed

Operation Weed and Seed is a comprehensive, multi-agency strategy for combating violent crime, drug use, and gang activity in high-crime neighborhoods. It is based on the idea that what is needed to address these problems is a comprehensive, coordinated approach where criminal justice agencies work in partnership with human service agencies, the private sector, and the community. The "bridge" between the weeding and seeding components is community policing.

Community policing is a philosophy that an agency adopts to guide its approach to the delivery of services to citizens. It is not just a special program or policing technique. This chapter provides an understanding of the community policing philosophy that has been developed from the experiences of agencies throughout the Nation. It also provides local agencies with guidance on how the philosophy can be implemented and integrated into the planning process of Weed and Seed.

Overview

Community Policing Defined

Community policing is defined by its two key components: community engagement and problem solving. Community engagement is an ongoing dialog between the police and members of the public. It takes place in a variety of ways. It occurs in formal meetings with the police as well as in routine contacts that take place on street corners. Any contact between police employees and a member of the public is an opportunity for community engagement.

Problem solving is the principal service of the police. It involves identifying problems in the neighborhood, understanding the conditions that give rise to these problems, developing and implementing solutions tailored to relieve the problems, and determining the impact of the solutions on the problems.

These two components are inseparable. Engaging the community without problem solving provides no meaningful service to the public. Problem solving without engagement risks overlooking the most pressing community concerns and tackling problems that are of little concern to the community with tactics that the community may find objectionable. Further, since community members know a great deal about what goes on in their neighborhood and have access to resources important to addressing problems, their engagement in problem solving is vital to gaining valuable information and mobilizing coordinated responses to problems. Through community engagement, police accountability is enhanced because of the need to determine the effectiveness of collaborative problem solving efforts.

Community problem solving involves a variety of tactics selected for their appropriateness to the problems being addressed. Five classes of tactics with some examples have been identified below.

- Traditional law enforcement activities: field interrogations, buy-busts, followup investigations, intensive patrolling, and surveillance activities.
- Community mobilization: block watches, marches, citizen patrols, and youth outreach.
- Civil law enforcement: asset forfeiture, evictions, licensing regulations, and fire, health, and code enforcement.
- Physical redesign of the environment: neighborhood cleanups, improved lighting, rerouting of streets, boarding up vacant buildings, and access control improvements.
- Changing social and individual behavior: education and training, peer counseling, mentoring programs, parenting classes, and drug and gang resistance classes.

These five groups of tactical responses do not exhaust the possible means used to address problems, rather they illustrate the diverse nature of community policing. Each tactic has unique implementation characteristics pertinent to Weed and Seed. For example, intensive patrolling can be integrated into Weed and Seed almost immediately; asset forfeiture and code enforcement require statutory support; mentoring programs require long-term planning and support.

Why Community Policing?

Traditional policing is reactive. Police typically run from call to call with little time for indepth investigations of the problems behind the calls. Studies show that a small number of locations such as convenience stores that sell alco-

hol are responsible for a disproportionate number of police calls. This traditional style of policing does little to deal with the underlying conditions that cause persistent and repeat crime problems in a neighborhood.

Community policing presents an alternative approach to traditional policing that is based on more than 20 years of research into policing practices. The community policing philosophy is a natural bridge between the Weed and Seed concept that recognizes that safe, crime-free neighborhoods are the product of a range of activities developed and implemented in partnership with those most affected by the problems. Community policing is critical to the success of Operation Weed and Seed for several other reasons.

First, community policing enables police agencies to be more effective. Currently, police agencies commit most patrol time to responding to calls for service. Community policing offers a more effective strategy because it aims to address the underlying conditions that create the calls. Often many of the calls for service are related and, when grouped together, disclose a pattern of activity or behavior that can be addressed with solutions that have a longer lasting impact than when each is treated as a single incident. Through engagement and problem solving, community policing offers local law enforcement agencies a model for addressing the underlying conditions that create crime and cause other problems of concern to the community.

Second, community policing recognizes the importance of line officers. It allows them to use expertise developed over the years to engage neighborhood residents, to understand problems, and develop creative solutions to resolve them. Experience in departments around the country has shown that line officers are capable of contributing much more to the resolution of crime and other community problems than has traditionally been expected of them. Officers engaged in community policing have expressed greater job satisfaction and exhibited a keener interest in their work.

Third, community policing requires a greater and closer relationship between the police and the public. In the neighborhoods where Weed and Seed is targeted, there may be suspicion of the police and a history of mutual mistrust. Community engagement is critical to overcoming these historical problems and focusing attention on developing a partnership to address crime, drugs, gangs, and other problems of concern to everyone. Communities must be consulted about how they are policed to ensure that police are addressing the needs and concerns of the citizens. Community involvement and support are essential ingredients if police agencies hope to find long-term solutions to persistent problems.

A closer partnership between the police and community also helps encourage residents to "co-produce" public safety in the Weed and Seed target neighborhoods.

Fourth, community policing encourages officers to draw on a wide range of information sources and resources from outside the police department to analyze and address neighborhood problems. Much of the information needed to thoroughly understand community problems is not contained in a police agency's files.

In summary, community policing is required for Weed and Seed because it offers a more effective approach than traditional policing for dealing with the complex problems in the targeted high-crime neighborhoods.

Key Participants in Community Policing

Like the overall Weed and Seed concept, successful implementation of the community policing "bridge" requires a partnership with a number of key participants. These participants are critical for several important reasons. Many have some responsibility for providing services to the target neighborhood. Each of the key participants has a perspective on the issues facing the targeted neighborhood and can offer police both insight into the problems and potential solutions. Because of their shared responsibility for the neighborhood and understanding of the issues, they are important resources for implementing programs designed to address the problems. Some of the key participants might include the following organizations and persons.

Government Agencies

Agencies at all levels of government that have some responsibility for the targeted neighborhood are important participants in the restoration effort. The most critical to overall success is city management since it has the most direct responsibility for the agencies that serve the neighborhood. The mayor or city manager and council can make policy changes to reallocate resources needed to support the initiative. Many of the problems in the target neighborhood require that city agencies such as code enforcement, recreation, public works, and others work in concert with the police and community in a collaborative manner that may be different than current practice. Other local government institutions such as the school system are also important partners in the effort.

The State and Federal governments are important as well, and their potential involvement extends well beyond law enforcement. State and Federal governments become key participants wherever their responsibilities for the neighborhood coincide with local government's. This may be in publicly assisted housing, aid to families in poverty, employment programs, and the like.

Private Organizations

There is a range of private sector organizations, both profit and nonprofit, that are potential key participants in the community policing partnership. These range from private social service organizations that currently serve the neighborhood to those that might be willing to establish services because of their interest in both the problems and the comprehensive approach taken to address them. For example, a battered women's shelter or counseling might be an important service to address family violence in the targeted area.

A local corporation or small business might work as a partner in the effort by adopting policies that decrease its potential for victimization. These businesses might also be an important resource for providing products or financial support for community policing activities. The private sector has a significant responsibility in neighborhood restoration of the Weed and Seed target area, which is discussed in chapter 8.

Civic Groups

Civic groups based in the target area or interested in the issues addressed in the neighborhood are potentially important participants. These groups should be identified early in the effort and be included in the process of identifying and addressing problems.

Religious Institutions and Leaders

Religious leaders and organizations are important neighborhood partners that have an effect on the quality of life for residents. They should not be overlooked in the process of identifying key participants in the community policing effort. Religious institutions can announce important information or notices of meetings in their weekly bulletins and can provide leadership by recruiting members for crime prevention activities.

Neighborhood Residents

Residents in the target area are necessary partners in the community policing effort. Care should be taken to identify and involve the widest range of residents possible. Neighborhood and tenant association leaders are critical participants as well as others who may be willing to participate.

Police Members

Police members at all levels and areas of the department must be active participants in the effort, especially if community policing is to become the future philosophy of the agency.

Community Engagement

Central to the philosophy of community policing is the term "community." This term refers to both a geographic neighborhood and a *sense of community*—a common set of perspectives, ambitions, and interests shared by those who live and work in the area.

For many in policing, community is often thought to be the neighborhood association that holds regular meetings to deal with issues that affect all the residents. This type of association may be representative of well-established neighborhoods. But neighborhoods that suffer the debilitating effects of violence, drug abuse, disorder, poverty, crime, and fear of crime have often lost that sense of community. In these neighborhoods, which are likely Weed and Seed target areas, fear has taken over, and residents have retreated behind the locked doors of their homes. The level of fear and sense of frustration with these problems reaches a point where residents are sometimes too afraid to attend evening meetings or get involved in efforts to improve conditions.

Nevertheless, their involvement and participation are vital. In healthy neighborhoods, residents have a stake in the overall condition of the area beyond their own residences. They accept a certain amount of responsibility for what takes place in the neighborhood. Community members may exercise some degree of control over disorderly behavior of youth or ensure that common areas are free of litter and debris. It is this vision of strong resident participation and involvement that must be restored if the Weed and Seed target neighborhoods are to be revitalized.

A central issue for community policing is how to engage the community to create a partnership where the creation of a safe neighborhood is a shared responsibility. An initial step is for officers assigned to the neighborhood to identify the persons who have a stake in the area. These stakeholders will include both formal and informal leaders.

Formal leaders may include such people as the pastor of a local church, an elementary school principal, an association chairperson, or a recreation worker. Informal leaders are residents who are respected in the neighborhood and are capable of influencing opinion, but do not hold formal leadership positions in local organizations or institutions. They include dynamic local residents, small business owners, and popular adults and youth.

Community-based organizations, religious institutions, recreation centers, and schools all are sources of leaders and can be helpful in identifying others. In addition, as part of getting to know the neighborhood, community policing officers could conduct door-to-door surveys to meet residents, introduce them to the community policing philosophy, and begin the important process of identifying their concerns. Door-to-door surveys have been used by a number of community policing units to identify problems and residents who might be willing to become involved in the effort.

The identification of neighborhood residents who might be willing to get involved is an important step. If formal associations or organizations exist, these people can provide an infusion of new energy into the groups. If community organizations do not exist, these people can serve as the nucleus for the creation of a neighborhood or tenant association. In public housing, for example, under its resident initiatives program, the Department of Housing and Urban Development provides funding to help tenant councils organize and mobilize to improve housing conditions. Once these organizations are identified or created, it is possible to initiate steps that will serve as a foundation for developing a partnership with police and other service providers to improve neighborhood conditions.

The purpose of police engagement with community members is to develop an ongoing dialog with individuals and groups about the problems that contribute to the crime, violence, fear, and drug abuse in the neighborhood. This purpose should not become lost in the process of the activities associated with getting to know the neighborhood. To help organize and mobilize a neighborhood, residents need the benefit of police knowledge about problems in the neighborhood. An important step in the process of getting to know the neighborhood is for the police to share information gained from the needs assessment with the neighborhood. Examples of information that would be helpful to the neighborhood include reported crime, repeat calls for service, survey results, if any, and current police resources and programs targeted in the area. It is equally important for the police to listen to the concerns of community members.

Community policing officers must also bring the residents into a partnership in terms of future Weed and Seed police activities in the neighborhood. The officers must explain how they intend to police the neighborhood—what is lawful and may be done (e.g., field interrogations, stop and frisk, search warrants, evictions as part of nuisance abatement, asset forfeiture) and what is unlawful and cannot be done (e.g., arrest without probable cause, unreasonable bail). The residents must be given an opportunity to voice their opinions on the proposed police practices in their neighborhood.

Once this dialog has been established, officers can work to establish a partnership that will result in collective action aimed at improving conditions. This effort should be a true collaborative process. The police need to recognize the value of resident input and involvement in solving problems. Residents need a better understanding of police and government strengths and limitations. It is important that both parties acknowledge their commitment to the process and agree to support the outcome. As in any collaborative effort, each party must make a contribution to achieve mutual objectives. Police officers need residents' information about problems and their support and involvement in the implementation of solutions. Residents want police presence and a sincere commitment to working with them to produce a safe neighborhood.

As the dialog continues and police officers and neighborhood residents reach a level of mutual trust and respect, the implementation of solutions to problems can proceed. It is important to start on small problems that are nonetheless significant to community members. In developing and maintaining neighborhood support, some initial successes are very helpful. A few examples include graffiti removal, trash cleanup, street light repair, and recreation facility improvement. But small successes for the police will be major gains for the community only if community members have a major role in identifying the problems and developing the solutions. Such early successes help spread the word that the residents can make a difference and will contribute to expanding participation in the partnership throughout the neighborhood.

Exhibit 6-1 provides a few examples of community policing efforts at the neighborhood level. Some of these examples are being demonstrated in the Weed and Seed pilot sites and in other police agencies that have implemented community policing.

Problem Solving

Problem solving is the second key component of the community policing bridge in the Weed and Seed concept. Community policing officers will expand the role of the police beyond that of just enforcing the law. They will be expected by residents to deal with a range of problems that contribute to crime and disorder in the neighborhood.

Research spanning two decades has resulted in a new approach for delivering police services that targets persistent or recurring problems in communities and looks for long-term solutions to these problems. Officers have used problem solving to address homicides, robberies, drug trafficking, domestic violence, larcenies, noise complaints, alarms, prostitution, traffic accidents, and a host of other problems neighborhoods experience. This problem solving approach is used in San Diego, California, Newport News, Virginia, New York City, Hayward, California, Gaston County, North Carolina, St. Louis, Missouri, Savannah, Georgia, Tulsa, Oklahoma, Tempe, Arizona, Prince George's County, Maryland, Portland, Oregon, and in many other large and small communities across the Nation.

Community policing officers must be prepared to approach neighborhood problems in a proactive manner. They must take the time to inquire about the underlying causes of problems, not just deal with their outward manifestations as isolated incidents. For example, in dealing

Exhibit 6–1

Community Policing Neighborhood Program Examples

Safe Havens: In Trenton, New Jersey, the community policing officers provide security at the neighborhood youth community centers to ensure safe use and passage to and from the centers.

Ministations: The Tempe, Arizona, Police Department converted a mobile home into a substation in the community policing target area. The New York Police Department uses minivans to park next to schools with special after-school programs for youth. In Bowling Green, Kentucky, the public housing authority donated a centrally located, three-bedroom apartment to serve as a combined police ministation and a "Drug-free Neighborhood" community center, which also houses probation and social services.

Landlord training: The Portland, Oregon, Police Department developed a program to train landlords to identify drug users and traffickers and deal with them using revised leases and eviction.

Police athletic leagues: Police officers in many cities have organized and participated in sports programs for youth. Some of these programs may use officers as mentors for the youth.

Nuisance abatement: In a number of police agencies, officers are actively working with code enforcement, health inspectors, city attorneys, and others to identify and remedy residences and businesses that are nuisances because of the presence of drug dealers and users or other unhealthy conditions. Examples of effective programs include the Oakland, California, Police Department's "beat health" program and New York's "padlock" law.

Walking beats and bicycle patrols: These efforts put officers close to residents in the neighborhood as part of the routine patrol assignment. Noteworthy programs have been implemented in police agencies in Seattle, Washington, and Charleston, South Carolina.

Anti-graffiti programs: Jurisdictions have developed responses to gang graffiti that range from prosecution (e.g., Tucson, Arizona, charges offenders with felony vandalism depending on the extent of the damage) to organizing cleanups.

Neighborhood Watch: Neighborhood Watch has a long history in policing, but many programs have languished due to neglect and changing priorities. Revitalization of Neighborhood Watch can become a meaningful community policing tactic for the Weed and Seed target neighborhoods. Door-to-door contact with residents and businesses can restore a proactive crime prevention program that empowers neighbors to become more vigilant and involved in working with the police. These programs can also be coupled with police efforts to examine residences and businesses to improve and upgrade their physical security to prevent crime.

with persistent calls about a loud and unruly group of people from the side lot of a convenience store, officers should inquire as to why the group frequently congregates at that store in the first place and determine what behaviors of this group are of particular concern to the community. Simply chasing the group off the lot is unlikely to make a long-term improvement in the quality of life in the community.

Herman Goldstein's book, *Problem-Oriented Policing*, provides a review of the principles and practices of this subject. Goldstein describes the basic elements of problem solving as: (1) identifying the problem, (2) analyzing the background and details of the problem, (3) developing tailor-made responses to the problem, and (4) evaluating the effectiveness of the responses and readjusting them as necessary.

Goldstein writes in his book that substantive problem solving also means:

> *. . . gaining an understanding of all of the dimensions of a problem in the total community. What the police are seeing is often but a part of the total problem. Thus, for example, in a study of the drinking driver, it was found helpful to consult with prosecutors, judges, alcohol treatment personnel, insurance executives, tavern keepers, liquor-licensing authorities, victims, the survivors of victims, physicians, nurses, driver-education instructors, and driver-improvement personnel. . . . The picture that emerged was radically different from the picture one gets of the drinking driver problem by focusing exclusively on the arrest and prosecution of such drivers.*

How Does Problem Solving Work?

Community policing officers should handle calls for service in the target neighborhoods as emergency response is a critical police service. Additionally, handling calls provides insights into community trouble spots. This information helps officers work with community members to address problems. Problem solving requires officers to identify problems in their areas of assignment, gather information from a variety of sources about the problem, look for and apply tailor-made solutions to the problem, and assess whether the solutions applied are effective.

The examples in exhibit 6–2 of how officers used problem solving to deal with recurring problems illustrate some of these principles. Both examples demonstrate how police must often look beyond traditional enforcement response to solve neighborhood problems.

How is Problem Solving Done?

In Newport News, Virginia, the first site to implement problem solving department-wide, officers aided by researchers developed a problem solving approach called the SARA (Scanning-Analysis-Response-Assessment) model. SARA reflects the four steps Newport News used in the problem solving process.

Scanning

Scanning means problem identification. As a first step, officers assigned to the Weed and Seed target neighborhood should identify problems in the area. A problem is different from an isolated incident. An isolated incident is something police are called to or happen upon that is unrelated to other incidents in the neighborhood. A problem, on the other hand, consists of two or more incidents similar in one or more ways that are of concern to the community and are within the realm of police responsibility. In essence, officers are looking for patterns or persistent problems in the target area.

In troubled neighborhoods, many incidents of concern to the public are not reported to the police, even when they are part of a serious crime or drug problem. Community engagement is vital to identify these hidden problems. Officers should go beyond information police normally collect to identify problems in the community. The perception of the problem that police have will often differ considerably from the community's perception. Community engagement provides the opportunity to obtain this information and enhances the understanding of the problem. Reviewing calls for service is one way to identify problems in the community. Are there locations where the police receive repeat calls over a period of time? If so, this may indicate an ongoing problem in the neighborhood. Other ways of identifying problems are citizen complaints, census data, data from other government agencies, newspaper and media coverage, officer observations, and police reports.

In the Weed and Seed sites, officers in the target neighborhood will be instrumental in helping the city examine neighborhood characteristics in the needs assessment, as discussed in chapter 3. The needs assessment is an example of scanning to identify neighborhood problems.

Analysis

Analysis involves understanding as much as possible about the problem so that the root causes can be identified. Revealing these causes is vital to the response stage when tailored solutions are developed. To make a thorough analysis of a problem, officers must have a detailed understanding of the actions and interactions of the offenders and victims, as well as the environment. Generally, to have a crime, an offender, a victim, and a crime scene (or location) are needed to begin the analysis. Officers have found it useful in understanding a problem to visualize the link between these three elements. For many types of problems, victims and offenders repeatedly come together at the same time and place. Problem analysis involves discovering who are the common victims, offenders, and places, then using this information to determine how victim or offender behavior can be changed or physical environment characteristics altered.

As part of the analysis phase, it is important to find out as much as possible about the victims, offenders, and the crime scenes to understand what is causing the problem and to look for patterns in the problems. One way to start is by discovering the who, what, where, when, how, why, and why not about victims, offenders, and places.

Techniques for analysis can range from simple reviews of information by officers to sophisticated computer mapping programs such as the Drug Market Analysis Program in the Pittsburgh Police Department.

After officers gather and review needed information on victims, offenders, and places, it is also important to understand who has control over any aspect of these elements. It is important to know what kind of control individuals have and whether or not they have been exercising it to deal with the problem. For example, in a public housing complex, the resident manager has some control over the environment and might take actions that could resolve crime and disorder problems.

Response

When the analysis is complete, officers should set reasonable objectives for resolving the problems. This is the third phase of the SARA model, when officers and community members look for long-term, tailor-made, and creative solutions to the problem. A reasonable objective is some-

Exhibit 6–2

Problem Identification

Drug Dealing in a Housing Complex

An officer noticed the police were receiving a disproportionate number of calls from a housing complex in one section of the patrol beat. With the field supervisor's assistance, a group of officers launched a door-to-door survey, talking to the residents about their problems. Residents complained of thefts, drug dealing, and domestic disputes. Residents also complained of filthy grounds and poor maintenance. Officers worked on one problem at a time. They found that the complex owner turned a blind eye to the drug dealing and refused to cooperate with police. Speculation was that the owner was receiving money in exchange for his silence about the illegal activity.

In the past, police would have focused only on the drug dealers. Because problem solving encourages a search for solutions in addition to law enforcement approaches, they also focused on the owner who permitted the activity to occur. Police eventually filed a civil nuisance abatement suit against the owner. The owner's assets were seized. His personal and business checking accounts were also frozen. Complaints of illegal activity virtually ceased.

Repeat Calls From a Bar

The Rock City Nightclub was the site of repeat calls for service, many of them for assault. The officer analyzed the problem and discovered many of these repeat calls involved patrons who were served drinks after they appeared intoxicated. In addition, the officer found that alcohol consumed by a number of the impaired drivers arrested in the area could be traced back to this particular bar. The officer also learned that in addition to serving intoxicated patrons, the management reduced the price of drinks below the Liquor Control Board's regulations, and frequently exceeded the fire code occupancy capacity.

At first, the officer targeted impaired drivers at the location, but realized that this tactic did not address the underlying conditions. The officer then decided to address the problems occurring in the bar itself. He arranged a meeting with the bar owner, bar manager, bar employees, and Liquor Control Board inspector. The officer explained the law concerning third party civil liability, informing them that the bar could be responsible for the actions of impaired individuals after they left the premises. The employees were shown films on third party liability and were given a lecture on "The Use of Force, Citizens' Powers of Arrest, and How to Handle Intoxicated Persons."

In addition, the officer met with the fire department and presented statistics on liquor-related crimes and occupancy code violations. The fire department reviewed the information and reduced the bar's allowable seating capacity. As a result of these efforts, including collaboration with other agencies with a stake in the problem, the bar's management began serving liquor in a more responsible manner, and the number of liquor-related complaints at the bar declined significantly.

thing that is possible to achieve, given the understanding of the problem and the collective resources available to implement the proposed solution. It does not always mean the problem will be completely resolved. In some cases this is not possible. In others, it might mean the harm created by the problem is decreased. In others, it may mean the collective response to the problem is improved and those harmed by the problem receive better, more comprehensive services.

As previously mentioned, five classes of tactics can be used to solve problems. The mix of police tactics will depend on the characteristics of the problem and will certainly change from problem to problem. One way to visualize this is to look for tactics that break the link between the location, offender, and victim. If arrest offers an effective solution to the problem based on the analysis, then that approach should be taken. Experience in police departments that use problem solving indicates that arrests are often only part of the solution to a particular crime or disorder problem; in many cases, arrests alone have not been sufficient to provide long-term resolution to problems.

For example, police often use arrest as a first and single response to drug dealing, and it is not unusual for someone else to take the place of the dealer arrested. Other solutions must be applied in addition to arrest in this example. In

Charleston, South Carolina, police assigned an officer to a drug dealing location during peak activity times of the day for several weeks. In this case, the police controlled the location and discouraged both the dealers and customers, and the location ceased to be a problem. In community mobilization tactics such as marches and rallies neighborhood residents wrest street locations from gangs and drug dealers and take back control.

In "Operation Pearl" in Philadelphia, Pennsylvania, and Macon, Georgia, for example, police helped organize community members to stand on street corners known for high levels of drug trafficking. The neighbors took license numbers and employed a number of nonconfrontational tactics that discouraged buyers from approaching the area. Simply separating buyers from sellers over a period of time caused dealers to abandon the area because of the loss of profits. The primary benefit of the mobilization effort was not the displacement of the dealers, but the followup activity that resulted from the community's willingness to assume some responsibility for reducing the threat of crime in the neighborhood. With some success in reducing drug trafficking, the communities turned to prevention and neighborhood restoration activities. In these two examples, community policing was able, through a partnership with the neighborhood, to link the Weed and Seed components.

The most effective efforts get neighborhood residents and others affected by the problem involved in the solution. Without input and commitment from those affected by the problem in developing or implementing the solution, the results may be short lived. Officers usually cannot solve problems by themselves, nor can the community by acting alone. Collaboration with other government agencies, neighborhood and private associations, and residents is the key to implementing lasting solutions. And all these collaborators need to be involved in the solution response.

Assessment

Are the solutions effective? Once an effort is complete, an assessment as to the effectiveness of the solution should be conducted. For example, an officer sent to a crack house by repeated calls for service should do a followup review to see if the number of calls decreased, and by what amount, to determine if the solution was effective. The complainants might also be interviewed to see if the solution produced satisfactory results from their perspective. Counting arrests is seldom useful because arrest counts are mainly a measure of the implementation of a tactic, not a measure of the magnitude of the problem once the tactic has been applied.

Assessment is an important step in the SARA model. A useful way to think about assessment is to think of it as a way of showing the "before and after" contrast. Even if the solutions applied did not totally eliminate the problem, a reduction in the problem is still an improvement and may be all that can be done at the time. The need to assess the effectiveness of the effort emphasizes the importance of documentation. Officers often fail to document the work they have done on a project, consequently it may be difficult to measure the impact of their work as compared to the scope of problem before police intervention.

The SARA model is one approach to problem solving that several police departments have adopted during the past few years. It is not the only problem solving process, and police agencies implementing Weed and Seed are encouraged to use an approach that seems to be the most effective for them.

Steps To Implement Community Policing Programs in the Target Neighborhood

The steps required to implement community policing programs in the target neighborhood closely parallel the steps for Weed and Seed implementation planning described in chapter 3. In fact, planning for community policing programs in the target neighborhood should occur as a simultaneous process, borrowing extensively from the Weed and Seed implementation process.

Implementing community policing programs in the Weed and Seed target neighborhood should involve the following steps:

Step 1: Create a community policing neighborhood partnership.

Step 2: Develop a profile of the target neighborhood.

Step 3: Develop an information and communication network.

Step 4: Assess and develop resources.

Step 5: Collaborate on problem solving: develop program plans and activities.

Create a Community Policing Neighborhood Partnership

Successful implementation of community policing in the target neighborhood depends on the involvement and commitment of a variety of government agencies, neighborhood residents and organizations, and other institutions. Commitment grows from involvement. The various entities with interests in the target neighborhood all 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 stage is to put together a broad-based coalition to serve as the planning and oversight group for the community policing effort. This group should be in partnership with the police. The police will be the catalyst for the effort, but will not control it. Control must come from the community, city, and other agencies through the partnership group.

Members of the partnership group should include key participants, as previously discussed in this chapter. The group should also have a distinct link to the Weed and Seed steering committee described in step 1 of the Weed and Seed implementation process.

Some responsibilities of the community policing target neighborhood partnership include the following:

- Plan the community policing implementation in the target neighborhood.
- Develop goals and objectives, identify neighborhood problems and alternative solutions.
- Help bring resources to bear on the problems.
- Coordinate with others on problem solving in the neighborhood (e.g., steering committee, other city agencies).
- Oversee and monitor alternative programs and activities aimed at solving problems.

The partnership group should meet at least monthly during the implementation process. In the early planning and development, the group might need to meet weekly. Care should be taken to document plans, problems, attempted solutions, and results.

Develop a Profile of the Target Neighborhood

In step 2 of the Weed and Seed implementation process, the steering committee selects the target neighborhood for Weed and Seed and community policing. In step 3, the committee's staff conducts a needs assessment of the target neighborhood. The profile of the target neighborhood builds on the step 3 assessment and develops a greater degree of detail, specifically related to crime, fear of crime, and community safety.

Much of the needed sociodemographic and crime-related information will be collected in the step 3 assessment from official records, including citizen complaints, calls for service, reported crime, and other documented information. The necessity of the profile is to collect new and more detailed information. What is needed is a door-to-door census of the neighborhood, which should include all businesses and a representative sample of residences. The size of the residential sample depends on the number of residences in the target neighborhood.

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

The purposes of the door-to-door survey include the following:

- Identify crime and other quality of life problems that residents experience.
- Advise residents of the new 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 assets and liabilities of the neighborhood. Assets include people willing to take a leadership role. Liabilities include signs of decay and neglect (abandoned vehicles and code violations, children showing signs of neglect, graffiti on buildings, homeless people).

The information obtained in the neighborhood profile should be recorded on profile sheets, and the surveys should be carefully analyzed by computer to develop trends and patterns.

Develop an Information and Communication Network

The most important building blocks for community engagement and problem solving are information and communication. The police need to develop new information sources and merge existing sources into a network useful for community policing. This information should be communicated to the partnership group and other neighborhood members. The residents should contribute to the information base with facts helpful to the police.

Police information for community policing is discussed in more detail elsewhere in this chapter. The information network should include intelligence (tips from residents or informants) and routinely collected records (calls for service, crime reports, field interrogation information). A number of police agencies have examples of automated information networks that provide useful information to neighborhood officers for problem solving and community engagement. Some examples include Tempe, Arizona, Pittsburgh, Pennsylvania, San Diego, California, and Ocala, Florida.

The communication of information is as essential as its collection. The community policing officers need to develop ways to communicate helpful information to neighborhood residents. Examples include repeat calls for service and reported crimes, police and government resources committed to Weed and Seed, and programs planned for the neighborhood. Providing such information to residents will enhance police credibility and improve

the prospects of residents providing useful information to the police.

The communication of information to neighborhood residents may take a variety of forms:

Newsletters. The community policing partnership group may want to provide information through a regular newsletter. While many established neighborhood associations have newsletters, such organizations may not be present in Weed and Seed target areas. The benefit of a newsletter is that it helps keep people involved who are interested in the effort but are unable to attend neighborhood meetings for a variety of reasons.

Neighborhood meetings. The neighborhood community policing partnership group should meet regularly. This is an important event for information exchange. In addition, community policing officers should attend other organized meetings in the neighborhood such as business associations, public housing tenant associations, and board meetings for community-based organizations and others (e.g., Boys and Girls Club, United Way).

Hotlines. While most hotlines or tiplines are used to obtain information from citizens (e.g., the Bureau of Alcohol, Tobacco and Firearms recently started a toll-free 800 number for citizens to report persons carrying or selling firearms). A special phone number also can be used by the police to provide recorded messages to the neighborhood. The recorded messages, which can be changed as frequently as desired, can provide information on a variety of subjects such as recent crimes in the neighborhood, safety tips, how to organize a Neighborhood Watch program, how to schedule a police security survey of one's home, and more.

Walking citizen encounters. In community policing, everyday citizen encounters by officers must be viewed as an opportunity to exchange information. While on a walking beat or staffing a ministation, 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 in order 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 always can be a useful source in communicating information about the Weed and Seed program. Community policing officers should rely on the department's public information professional in dealing with the media.

Assess and Develop Resources

This task in the community policing implementation borrows from step 4 in the Weed and Seed implementation process. The Weed and Seed steering committee, through its support staff, will identify and assess the available resources for the program and work to develop additional needed resources. This process is described in chapter 3 of this manual.

The list of resources and uses of the resources, compiled as part of the work of the Weed and Seed steering committee, should be prepared with community policing in mind. Thus this information should be readily useful for the community policing neighborhood partnership group. The group should review the resources list and add to it based on the knowledge of any additional or unique resources.

Collaborate on Problem Solving: Develop Program Plans and Activities

This step in the community policing implementation mirrors steps 5 and 6 in the Weed and Seed implementation process: identify goals, objectives, and implementation activities, and develop an implementation schedule. These steps are described in chapter 4 of this manual. The examples below illustrate some possible community policing goals, objectives, and activities.

Goal 1: Reduce Part I crime in target area by 50 percent.

- 1.1 Increase police presence in neighborhood.
  - 1.1.1 Add six officers for walking patrol.
  - 1.1.2 Use off-duty officers for saturation patrol during peak times.
  - 1.1.3 Coordinate with task force's sweeps, search warrants, and other field activities.
- 1.2 Coordinate information with law enforcement task force.
  - 1.2.1 Community policing supervisors meet weekly with task force.
  - 1.2.2 Share intelligence and police records with task force.

Goal 2: Reduce residents' fear of crime.

- 2.1 Improve contact and communication with residents.
  - 2.1.1 Establish monthly newsletter through neighborhood association.
  - 2.1.2 Police officers and supervisors attend monthly neighborhood association meetings.
  - 2.1.3 Open ministation in neighborhood.
- 2.2 Provide crime prevention education and training to residents.

2.2.1 Establish program to deliver home and business security surveys.

2.2.2 Establish Neighborhood Watch programs.

It is in this final stage of community policing implementation that community engagement and problem solving converge to make possible the vision of a revitalized neighborhood. This is where it all comes together to develop and successfully implement creative solutions to neighborhood problems.

Community policing officers, while engaging neighborhood residents through the partnership group, will work with the group on problem solving. The process will use a model such as the SARA model previously described in this chapter. The group will (1) scan and identify neighborhood problems; (2) analyze the problems together; (3) discuss and reach a collaborative decision on programs or activities to resolve the problems, and help implement them; and (4) assess the results of the programs or activities. The key to making community policing work in the Weed and Seed neighborhood is that the problems and solutions must involve the community in a collaborative relationship with the police, other agencies, and other neighborhood resources.

The community policing programs or activities decided on are likely to involve the five classes of tactics described at the beginning of this chapter. Exhibit 6–1 also shows examples of community policing neighborhood programs.

One suggestion to help community policing implementation is to start on small problems that are nonetheless significant to the partnership group. In developing and maintaining community support, initial successes are critical. Some examples include graffiti removal, trash cleanup, and neighborhood sporting events or cookouts (the Tempe, Arizona, community policing unit played softball games with members of the local Hispanic gang). Early successes can communicate a sense of hope throughout the community.

The problem solving process and the neighborhood partnership group's implementation of new programs and activities is an ongoing effort that must be continually coordinated with the "Weed" and "Seed" activities. This is where the link to the steering committee and Weed and Seed committees is so important. The examples below illustrate this point:

- The goal of rehabilitating a public housing garden apartment complex in the Weed and Seed target neighborhood might be linked with the police department's community policing goal of opening a ministation in the target neighborhood. The police could move into one of the renovated apartment units. An example of this can be found in Bowling Green, Kentucky.

- The public housing authority may have a goal to verify and correct the names on its tenant leases. This may require a door-to-door survey of the units. This effort could be executed in conjunction with the community policing officers' door-to-door survey of residents as part of developing the neighborhood profile. Operation "Clean Sweep" in Chicago demonstrates an effective working relationship between law enforcement and the housing authority.

The community policing door-to-door survey, while intended for law enforcement and police-related problem solving purposes, could be amended to add resident questions useful to social services (e.g., need for job training, employment, counseling) and school systems (e.g., dropouts in need of special education), for example.

Early community policing efforts to build trust and work with the community on crime prevention goals and objectives must be coordinated with aggressive law enforcement sweeps or search warrants in the target neighborhood. These aggressive efforts, if not developed in collaboration with the community, could undermine the credibility of the community policing effort.

Organizational Issues

A police agency must deal with several important organizational issues in planning for and implementing community policing. These issues involve decisions about how to change police culture and values, how to organize the department to facilitate community policing, how to manage the implementation, and other issues discussed below.

Changing Police Philosophy and Culture

Community policing is designed to be a department-wide effort, requiring long-term and substantial changes in the entire police agency and its relationships with the public and other government institutions. Clearly, it is desirable 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 nature of policing to be successful. The basic principles of community engagement and problem solving can be implemented in the Weed and Seed target area by a dedicated group of officers. Adopting this approach requires that all policing activity undertaken within the target area be coordinated with this group. For example, the Weed and Seed effort will be put at risk if another police unit begins a crackdown effort without consulting with the community and local officers. The community policing officers working in the target neighborhood must be the center through which all policing services to these areas are channeled. Equally as important, community policing officers engaged in Weed and Seed activities must be able to call upon other police units to

support community engagement and problem solving activities. These units include narcotics, gangs, crime analysis, intelligence, crime prevention, investigations, communications, SWAT, and others.

Clearly, strong leadership is needed to coordinate these activities. Leadership will be required at the level of chief of police, commander of field operations, and head of the community policing unit assigned to the target area. Community policing officers will be expected to exercise initiative in dealing with community members, coordinating with other police units, and collaborating with other agencies.

Changing Patrol Officer Behavior

The most visible police presence in the neighborhood is the patrol officer. If community policing is to succeed at the neighborhood level, the behavior of patrol officers must conform to the principles of community policing. Officers must focus on neighborhood problems, and they must engage the community to do that. Officers need to understand how to identify problems and analyze them, and they must have the skills to engage the community throughout the problem solving process.

It is helpful for officers selected to work in the Weed and Seed target neighborhoods to possess some of these skills. But they are not the most important criteria because training can help officers develop these skills. The most important criterion is that officers selected have a real interest in being part of the effort. Officers who have been working in the target areas should be given first consideration for the program because they will already have some knowledge of the problems.

The best way to change patrol officer behavior to a community policing style is to have the officers work on problems in the target neighborhood. Working on problems introduces an officer into the neighborhood, and once the process is under way, it becomes clear to the officer that problems can be solved only through a collaborative working relationship with residents, government agencies, and others affected by the problem.

Officers also begin to work very closely in the target neighborhood and get to know the residents as human beings with needs, problems, and goals. In a patrol operation where officers rotate frequently through different shifts and neighborhood beats, officers rarely come in contact with 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 come to identify all people in the neighborhood as part of the problem.

An interesting approach in some cities has been for private landlords to offer rent-free apartments for officers to live in the target neighborhoods. The City of Elgin, Illinois, has three community policing officers living with their families in public housing areas. In another city, the police budget is used to subsidize rent payments for officers living in selected neighborhoods.

Neighborhood-Level Accountability

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

Under community policing in Operation Weed and Seed, patrol officers and supervisors will have primary responsibility for a target neighborhood. The officers will be held accountable for any and all police-related problems that occur in the neighborhood, regardless of the time they occur. The concepts of geographic assignment integrity (the same officers are assigned to the target neighborhood for a long period of time) and territorial responsibility (neighborhood officers are responsible and accountable for what goes on in the neighborhood) are crucial to the success of community policing.

In order to demonstrate the department's commitment to the neighborhood and that officers have assignment integrity with geographic responsibility, many police agencies have opened ministations or storefronts in the target areas. One department placed a renovated mobile home in the center of the target neighborhood near the recreation center and park to be used as a substation. These facilities have been very helpful in facilitating community engagement to focus on neighborhood problems.

The following section discusses another organizational issue that management must face. If the chief executive is to hold the neighborhood community policing officers accountable for the target area, they must be given adequate resources to do the job.

Organizational Changes To Facilitate Community Policing

Police agencies must decide whether to deliver patrol services to the Weed and Seed target areas by using regular beat officers assigned to the neighborhood or by creating a special squad. Regardless of the approach selected, the

officers assigned to the target neighborhood should be full-service patrol officers. That is, in addition to their community engagement activities, the officers should handle the citizen calls for service that occur in the neighborhood.

It is important to handle the neighborhood calls for service for at least five reasons: (1) officers gain a detailed understanding about residents' problems and have a chance to talk with residents about possible solutions; (2) officers gain an indepth knowledge of who is doing what in the neighborhood, which often leads to cultivating valuable sources of information; (3) residents come to rely on "their" community policing officers to handle their calls and problems, which may affect communication with other beat officers just coming in to handle the complaint; (4) problems that often come with special elite units are avoided; and (5) officers engaged in the community policing effort are viewed as doing "real police work," and community policing is not just another program that will die when the outside assistance is gone.

Police management must deal with two other important organizational alignment issues in providing community policing to the target neighborhood. First, calls for service must be managed to allow officers time to engage the neighborhood residents and to minimize those occasions when officers not familiar with the neighborhood are sent to handle a call. Second, the extent to which services will be decentralized to the neighborhood level must be determined.

As previously stated, calls for service are an important part of community policing and should be handled by the patrol officers assigned to the target neighborhood. However, a preoccupation with calls for service leaves little time for engaging neighborhood residents in the identification, analysis, and implementation of solutions to resolve problems.

Thus neighborhood community policing officers must be given time away from calls for service to become involved in other community policing activities. Police management needs to examine the call workload and determine how calls can be prioritized, handled more efficiently, and handled by alternative means. The principles of Differential Police Response (DPR) must be applied to the target neighborhood's calls for service. Some examples of how DPR can work in the target neighborhoods may be helpful.

Computer-assisted dispatch systems can be programmed, and dispatchers can be trained to hold nonemergency calls for neighborhood community policing officers for a predetermined time until they are available to respond. It is important that the complainants be advised of the delay and the purpose behind it.

Certain nonemergency calls can be handled with a report taken over the telephone by trained civilians. Departments frequently handle such calls as minor theft of property, theft from auto, and minor vandalism by telephone report. It is important to remember two things: (1) the information obtained from the telephone reports must be provided as soon as possible to community policing officers to keep them abreast of ongoing problems in the neighborhood and (2) neighborhood residents should be fully informed of the type of calls handled by phone and the reasons for the policy.

Some police agencies have employed civilian community service officers (CSO's) to assist patrol officers in the field with nonemergency calls for service. CSO's in some departments handle minor traffic accident reports and reports involving property crimes, including burglaries and larcenies. Because of the lower salaries and benefit costs, agencies can often afford two CSO positions for one patrol officer position. CSO's become part of the neighborhood community policing team and relieve officers of time-consuming minor calls so that they can devote more time to community policing activities.

In some agencies, cellular telephones have been provided to neighborhood community policing officers so they can call complainants upon receiving nonemergency call dispatches and make their own convenient appointments with consenting callers.

The other organizational alignment issue that police management must address is the degree of decentralization of services that will occur. Policing the target neighborhoods will require the help of specialized units like narcotics, traffic, canine, and followup investigations. Decisions need to be made as to which services will become part of the neighborhood community policing team and which will be provided by specialists from outside the team. Decisions on decentralization of police services to the neighborhood level should involve both the police and community.

Regardless of the degree of decentralization, it is important for target area officers to know about other police activity on their beat and have some input. In one department, the community policing beat officers had been working successfully with a major gang in the neighborhood for a year. Unknown to the community policing officers, a newly formed police gang unit selected the target neighborhood for aggressive gang enforcement. This caused a resurgence of anti-police graffiti that previously had been virtually eliminated from the neighborhood.

This principle should also be applied to the relationship between the neighborhood community policing officers and the enforcement/suppression component of Operation Weed and Seed described in chapter 5. Once the commu-

nity policing efforts are in place, the enforcement/suppression task force should notify the community of any undercover operations if such notification will not jeopardize the safety of the undercover officers or the security of the operation. While the enforcement task force must be concerned with leaks of information about its targets, the community policing officers will be valuable "informants" to the task force by being able to provide inside information about the targets and new leads on additional targets.

Role of Management and Supervision

The role of management and supervision is critical in any type of organizational change, but it is particularly important in a transition to community policing. Management's most important role is to provide an environment where community policing can be successfully implemented. One of the best ways to accomplish this is through the development of a plan that identifies what must be done and who will be responsible for ensuring that it is done. The five-step planning and implementation process was presented earlier in this chapter.

Leadership at the top levels of the department is critical to show all members of the police department that top command is behind the move to community policing. This is especially important as the agency struggles with critical decisions like the extent of decentralization that will occur in the transition to community policing. One can always expect a certain amount of resistance in a police agency attempting to implement community policing.

It is also part of management's role to develop the necessary officer selection criteria, training, and performance evaluation to support and reinforce community policing.

Management's role also involves providing the resources needed by the community policing officers to do an effective job. Management's help is also needed to coordinate with other city agencies in bringing other services such as code enforcement and sanitation to the neighborhood.

Field supervisors play a critical role in bringing community policing to a target neighborhood. Some of the functions of first-line supervisors include the following:

- Meet regularly with neighborhood residents to provide feedback on policing plans and activities that affect their neighborhood.
- Help community policing officers negotiate coproduction of public safety with neighborhood residents.
- Promote and prioritize problem solving activities.
- Monitor and reward proactive community policing, especially neighborhood problem identification and resolution.
- Prevent problems between community policing officers and neighborhood residents, including corruption or unnecessary use of force.
- Facilitate interaction among officers, community members, and government agencies that can help resolve problems.

In summary, in implementing community policing at the neighborhood level, police management serves as the planners and directors, while field supervisors serve as the neighborhood facilitators and monitors.

Managing Information

Another significant organizational issue in community policing is managing information to support implementation at the neighborhood level. A vast amount of information about the community policing target neighborhood needs to be collected, stored, retrieved, and analyzed. This information also needs to be readily available to the community policing officers.

As previously discussed, there are three important elements of all crime, drug, gang, disorder, and quality of life problems: offenders, victims, and places. Information useful for community policing must describe these three elements. The crime analysis unit should be able to identify the most active offenders, people with repeated victimizations and those at the highest risk of becoming victims, and places with a disproportionately high level of crime, drug dealing, or gang activity. This information can be used to identify problems and target police and community activities. It can be used to design appropriate solutions to problems. And this information can be used to assess the effectiveness of interventions.

Important sources of information used by community policing officers at the neighborhood level are calls for service (computer-assisted dispatch records), field incident reports, field interrogation stop reports, and officer intelligence reports.

Neighborhood residents are another important source of information, describing their public safety problems at neighborhood meetings, in door-to-door surveys, on the street with foot patrol officers, and in other encounters. It is important for community policing officers to use these opportunities to document residents' problems. Information from neighborhood residents is also collected via anonymous drug or crime tiplines. One police agency distributed postcards, which residents used to mail information about crime and other neighborhood problems into the police department.

Many agencies involved in Operation Weed and Seed collect much of the above information in one form or another. The differences are in the extent to which the information

is analyzed and made readily available to community policing officers at the neighborhood level.

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

Other agencies also receive citizen complaints about problems in the neighborhood. Community policing officers should coordinate with these agencies to share information on citizen problem complaints. The Weed and Seed steering committee also should coordinate and share such information.

Additionally, a number of specialized units throughout the police agency maintain information data bases (e.g., narcotics, intelligence, gang unit). Community policing officers should also coordinate with these units to share information about the target neighborhood on an ongoing basis.

In summary, community policing is an important component of Operation Weed and Seed. This component, unlike some others, may require outside training and technical assistance. While the training should primarily cover the delivery of services in the target neighborhoods, demonstration cities also might use outside training as an opportunity to develop plans to implement community policing department-wide.

Chapter 7
Prevention, Early Intervention, and Treatment

This chapter describes a comprehensive model that offers communities a framework for planning prevention, intervention, and treatment strategies to reduce delinquency and abuse of alcohol and other drugs in Weed and Seed target neighborhoods.

Prevention refers to efforts to keep problem behaviors from occurring and provides opportunities for healthy development and growth. Early intervention refers to efforts to eliminate existing harmful behaviors before they become entrenched. Treatment is a strategy for reducing involvement with the most serious problems, those already having a negative impact on the individual or community.

It should be noted that what follows is only one of several possible models for comprehensive, coordinated service delivery. It is offered as a good example of a manner in which the goals of the Weed and Seed strategy can be attained.

Risk-Focused Prevention: A Strategy for Reducing Risks While Enhancing Protective Factors

Risk-Focused Prevention

Risk-focused prevention is based on the simple premise that to prevent a problem from occurring, we need to identify the factors that predict development of problem behaviors, find ways to reduce factors that increase that development, and enhance factors that reduce the development.

Evidence suggests that a risk reduction and protective factor enhancement approach to prevention is effective. Comprehensive communitywide programs to reduce risks and enhance protective factors for heart and lung disease have succeeded in persuading people to change their behavior in such areas as diet, exercise, and smoking (Elder, Molgaard, and Gresham, 1988; Jacobs et al., 1986; Murray, Davis-Hearn, Goldman, Pirie, and Luepker, 1988; Vartiainen, Pallonen, McAlister, and Puska, 1990). The studies indicate that prevention strategies undertaken by communities hold great potential for success when they focus on reducing identified risks and enhancing protective factors in several areas of life.

This approach to prevention is based on the work of J. David Hawkins, Ph.D., Richard F. Catalano, Ph.D., and a team of researchers at the University of Washington. In the early 1980's, they conducted a review of 30 years of youth substance abuse and delinquency research and identified risk and protective factors for adolescent drug abuse and delinquency. The research on risk factors will be reviewed first, followed by a review of protective factors.

Risk factors are conditions, attitudes, or behaviors that increase the likelihood that a child will develop one or more health and behavior problems in adolescence. They identified risks in important areas of daily life: the family, the school, the peer group, the community, and within individuals themselves. The more risk factors present in a community, the greater the likelihood of teen problems in that community. The more risk factors to which an individual is exposed, the greater the likelihood that the individual will become involved in adolescent health and behavior problems.

Recently, other researchers, including Joy Dryfoos, Robert Slavin, and Richard Jessor, have reviewed the literature on school dropout and teen pregnancy and identified risk factors for these problems. Not surprisingly, there is an interrelationship between adolescent drug abuse, delinquency, school dropout, and teen pregnancy. Young people who are seriously involved in juvenile delinquency, substance abuse, or early sexual activity or who drop out of school are more likely to engage in one or more of the other problem behaviors. Furthermore, all four of these problems share several common risk factors.

The following is a summary of the risk factors and the problem behaviors they predict.

Community Risk Factors

Economic and social deprivation (substance abuse, delinquency, teen pregnancy, and school dropout). Children who live in poor, deteriorating neighborhoods where the community perceives little hope for the future are more likely to develop problems with delinquency and teen pregnancy and to drop out of school. Children who live in these areas *and* have behavior or adjustment problems early in life are also more likely to have problems with drugs later on.

Low neighborhood attachment and community disorganization (substance abuse and delinquency). More drug problems and juvenile delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where there are few strong social instructions, where the rates of vandalism are high, and where there is low surveillance of public places.

Transitions and mobility (substance abuse and delinquency). Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rate of drug use and antisocial behavior may occur.

Communities characterized by high rates of movement between schools or residences appear to be linked to an increased risk of drug and crime problems. The more people in a community who move, the greater is the risk of both criminal behavior and drug-related problems in families. While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to mitigate the effects of frequent moves and are more likely to have problems.

Community laws and norms favorable to drug use and crime (substance abuse and delinquency). Community norms—the attitudes and policies a community holds in relation to drug use and crime—are communicated in a variety of ways. Norms are communicated in obvious and subtle ways: through laws and written policies, through informal social practices, and through the expectations of parents and other community members.

One example of a community law affecting drug use is the taxation of alcoholic beverages. Higher rates of taxation decrease the rate of alcohol use at every level of use. Other examples of local rules and norms are policies and regulations in schools and workplaces, which are also linked with rates of drug and alcohol use in those settings.

When laws, tax rates, and community standards are favorable to substance use or crime, or even when they are just unclear, young people are at higher risk.

Availability of drugs (substance abuse). The more available drugs and alcohol are in a community, the higher the risk that young people will abuse drugs in that community. Perceived availability of drugs is also associated with increased risk. In schools where children think that drugs are more available, a higher rate of drug use occurs.

Family Risk Factors

Family history of high-risk behavior (substance abuse, delinquency, teen pregnancy, and dropout). If children are born or raised in a family with a history of alcoholism, the risk of their having alcohol or other drug problems themselves increases. Being raised in a family with an alcoholic member increases risk for both boys and girls, although a genetic link has been established only for boys. The risk of alcoholism appears to increase 200 to 400 percent for a boy born of alcoholic parents.

If children are born or raised in a family with a history of criminal activity, their risk for juvenile delinquency increases. Similarly, children who were born to a teenaged mother are more likely to be teen parents, and children of dropouts are more likely to drop out of school themselves.

Family management problems (substance abuse, delinquency, teen pregnancy, and school dropout). This risk factor has been shown to increase the risk of drug abuse, delinquency, teen pregnancy, and school dropout. Poor family management practices include a lack of clear expectations for behavior, failure of parents to monitor their children (knowing where they are and who they're with), family conflict, and excessively severe or inconsistent punishment.

Parental attitudes and involvement (substance abuse and delinquency). Parents' attitudes and behavior toward drugs and crime influence the attitudes and behavior of their children. Parental approval of children's moderate drinking, even under parental supervision, increases the risk of the child's using marijuana and developing a substance abuse problem. Similarly, parents who approve of or excuse their children for breaking the law are more likely to develop problems with juvenile delinquency.

In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk is further increased if parents involve children in their own drug- or alcohol-using behavior—for example, asking the child to light the parent's cigarette or get the parent a beer from the refrigerator. Similarly, in families where parents or sibling are involved in criminal activity, children are more likely to become delinquent in adolescence.

School Risk Factors

Early anti-social behavior (substance abuse and delinquency). Boys who are aggressive in grades K-3 are at higher risk for substance abuse and juvenile delinquency. However, aggressiveness before kindergarten does not appear to be associated with increased risk. Female aggressiveness does not appear to be related to later drug use or delinquency. When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity.

Academic failure in elementary school (substance abuse, delinquency, teen pregnancy, and school dropout). Beginning in the late elementary grades,

academic failure increases the risk of both drug abuse and delinquency. Children fail for many reasons; it appears that the experience of failure itself, not necessarily ability, increases the risk of problem behaviors.

Lack of commitment to school (substance abuse, delinquency, teen pregnancy, and school dropout). Low commitment to school means the child has ceased to see the role of student as a viable one. Often this risk factor is associated with academic failure.

Individual or Peer Risk Factors

Alienation/rebelliousness and lack of bonding to society (substance abuse, delinquency, and school dropout). Children who feel they are not part of society or are not bound by rules, who do not believe in trying to be successful or responsible, or who take an active rebellious stance toward society are at higher risk of drug abuse, delinquency, and school dropout.

Antisocial behavior in early adolescence (substance abuse, delinquency, teen pregnancy, and school dropout). This risk factor includes misbehaving in school, skipping school, and fighting with other children. Children who engage in these behaviors are at increased risk for engaging in drug abuse, juvenile delinquency, school dropout, and early sexual activity.

Friends who engage in the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout). Children who associate with peers who engage in a problem behavior, such as delinquency, substance abuse, sexual activity, or school dropout, are much more likely to engage in the same problem behavior. This is one of the most consistent predictors that research has identified. Even when children come from well-managed families and do not experience other risk factors, just hanging out with friends who engage in problem behavior greatly increases the child's risk. Children who experience a low number of risk factors are less likely to associate with friends involved in problem behavior.

Favorable attitudes toward the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout). In elementary school, children usually express anti-drug, anti-crime, and pro-school attitudes and have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places children at higher risk.

Early initiation of the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout). The earlier young people begin using drugs, committing crimes, dropping out of school, and becoming sexually active, the greater the likelihood they will have problems with these behaviors later on. For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems than those who wait until after the age of 19.

One clear implication of the risk factors is that if we can reduce the risks or counter those risks, the chances of preventing problems associated with those risks will be greatly increased.

Protective Factors and the Social Development Strategy: Protecting Against Risk

Protecting Against Risk

Many young people do not abuse drugs even though they have been exposed to risk factors. Working in these youngsters' favor, balancing the risk factors in their lives, are protective factors: qualities or conditions that moderate the effects of exposure to risk. They protect by either reducing the impact of the risks or by changing the way a person responds to the risks. The comprehensive prevention strategy described in this chapter is designed to enhance protective factors while reducing risks, to promote wholesome behavior leading to health, well-being, and personal success.

Research indicates that protective factors fall into three basic categories: individual characteristics, bonding, and healthy beliefs and clear standards.

The last two protective factors concern the relationship between young people and their environment and exist in all areas of life: the community, schools, family, and peer group.

Each protective factor is described as follows:

Individual characteristics. Research has identified four individual characteristics that are protective factors. These attributes are considered inherent in the youngster and difficult, if not impossible, to change. They include:

- Gender: Given equal exposure to risks, boys are more likely to develop health and behavior problems in adolescence than are girls.
- A resilient temperament: Young people who have the ability to adjust to or recover from misfortune or change are at reduced risk.
- A positive social orientation: Youngsters who are good natured, enjoy social interactions, and elicit positive attention from others are at reduced risk.
- Intelligence: Bright children are less likely to become delinquent or drop out of school. However, intelligence does not protect against substance abuse.

Bonding. Research indicates that one of the most effective ways to reduce children's risk is to strengthen their bond

with positive, pro-social family members, teachers, other significant adults, and/or friends.

Children who are attached to positive families, friends, schools, and community, and committed to achieving the goals held by these groups, are less likely to develop problems in adolescence. Children who are bonded are less likely to do things that threaten that bond such as use drugs, drop out of school, or commit crimes. For example, if children are attached to their parents, want to please them, love them, and believe in the family's values, they will be less likely to risk breaking this connection by doing things that meets their parents' disapproval.

Studies of successful children who live in high-risk neighborhoods or situations indicate that strong bonds with a caregiver can keep children from getting into trouble. Positive family bonding—as seen in families where there are warm relationships between parents and children and where there is family support in times of stress—makes up for many other disadvantages caused by other risk factors or environmental characteristics.

Bonding to positive people and pursuits outside of the family also protects young people from the negative effects of risk factors. Young people who are bonded to teachers or other adults that support their coping efforts and competence, have healthy friendships, or are committed to educational pursuits are at reduced risk.

Healthy beliefs and clear standards. Research indicates that another group of protective factors fall into the category of healthy beliefs and clear standards. The negative effects of risk factors can be reduced when schools, families, and/or peer groups teach their children healthy beliefs and set clear standards for their behavior. Examples of healthy beliefs include believing that it is best for children to be drug- and crime-free and to do well in school. Examples of clear standards include establishing clear family rules against drug and alcohol use, expecting that a youngster does well in school, and having consistent family rules against problem behavior.

The social development strategy. The social development strategy shown in exhibit 7–1 is a model that describes how protective factors work together to buffer children from risk. To use this information on protective factors to develop effective prevention programs, we have to know how protective factors are developed and how they influence one another. The strategy has theoretical roots in the control theory (Hirschi, 1969) and the social learning theory (Akers, 1977; Bandura, 1977), but it goes beyond these theories.

The goal of the social development strategy is to help children develop into healthy adults. The protective factor, healthy beliefs and clear standards, directly impacts the development of healthy behaviors. When parents, teachers, and communities set clear standards for children's behavior, when they are widely and consistently supported, and when the consequences for not following the standards are clear and salient, young people are more likely to follow the standards.

However, to enhance the endorsement of these standards and beliefs, young people need to be motivated to follow them. Although clear and consistent standards can often command compliance through fear of consequences, fear of consequences provides only short-term motivation. More lasting motivation comes from strong attachments or relationships with those who hold these healthy beliefs and clear standards, and from being invested in a line of action that adheres to these standards. When a young person is bonded to those who hold healthy beliefs they do not want to threaten the bond by behaving in ways that would jeopardize their relationships and investments. Thus, bonding and healthy beliefs and clear standards work together to protect children. For example, when children live in families that expect them to do well in school and the children are bonded to their families, they are more likely to be motivated to respect and follow these standards than they would be if they did not have close relationships with family members.

The social development strategy explains how bonding develops. To build bonding to any social unit, three conditions are necessary: children must have opportunities to make a meaningful contribution to that unit, they must have the skills to effectively contribute, and they must be recognized for their contributions.

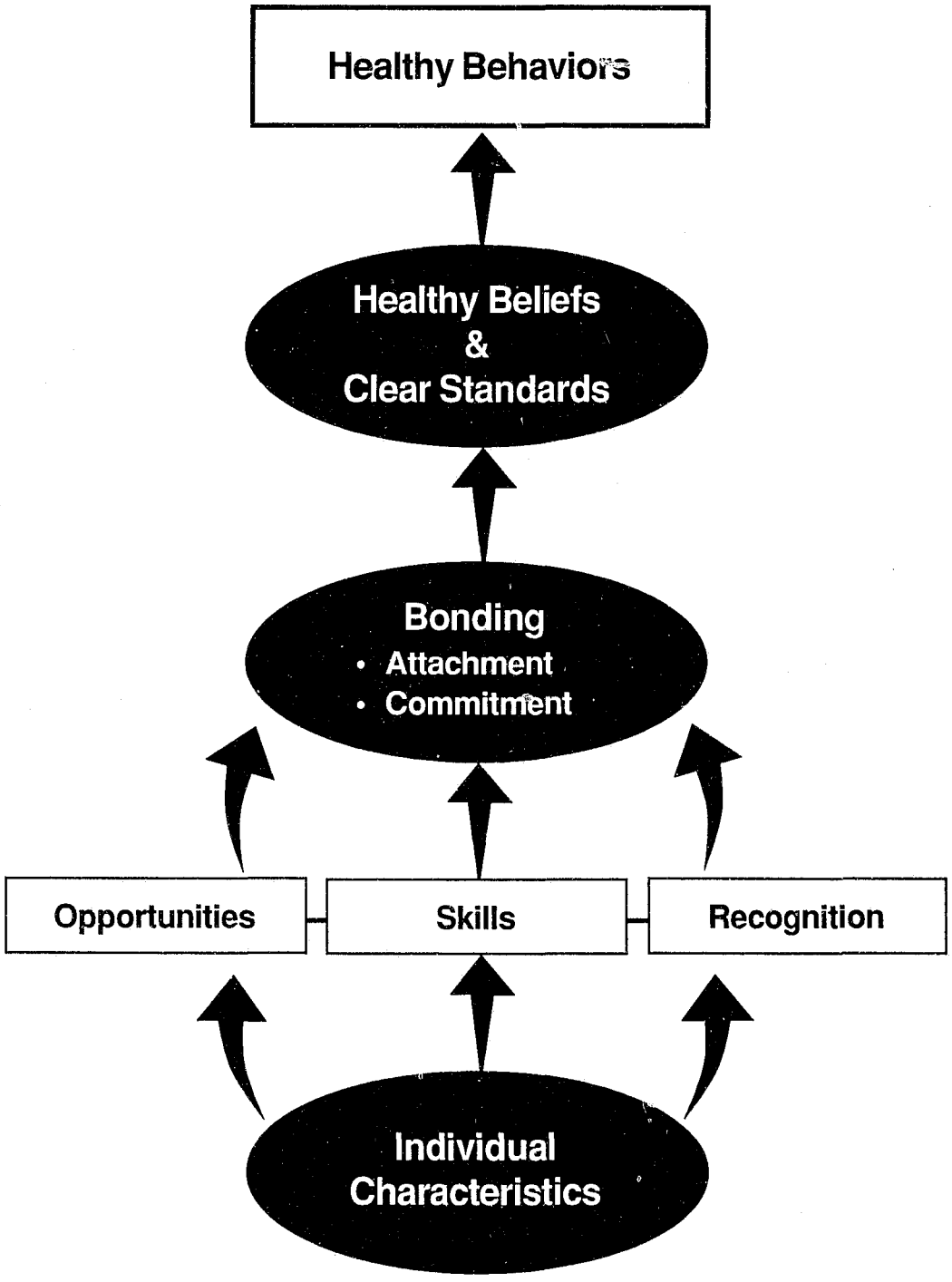
Opportunities. Children must be provided with opportunities to contribute to their community, their school, their family, and their peers. If children have opportunities that are beyond their abilities, they experience frustration and failure. If children have opportunities that are too easy, they may become bored. The challenge is to provide children with meaningful, challenging opportunities that help them feel responsible and significant. Examples of opportunities that have demonstrated protective effects include stimulating teachers and active roles for children in the classroom.

Skills. Children must be taught the skills necessary to effectively take advantage of the opportunities they are provided. If children do not have the skills necessary to be successful, they experience frustration and/or failure. Examples of skills that have shown an ability to protect children include good cognitive skills such as problem solving and reading skills and good social skills, including communication skills, assertiveness, and the ability to ask for support.

Recognition. Children must be recognized and acknowledged for their efforts. Recognition gives children the incentive to continue to contribute and reinforces their

Exhibit 7–1

The Social Development Strategy



skillful performance. Examples of recognition that have demonstrated a protective effect include supportive teachers and parents who recognize their children's individual efforts.

For example, if we want children to be bonded to the family they must be actively and meaningfully involved in the family. They need opportunities to contribute to the family. These opportunities might include helping to make family rules, making dinner once a week, or researching where the family can get the best buy on groceries. Once children have been given the opportunity to contribute, they need the skills necessary to be successful. For example, if children are going to make dinner they have to have the skills necessary to measure ingredients, use the oven and stove, etc. Finally, they need to be recognized for their efforts to contribute to the family. Parents need to express their appreciation of children's efforts. When these three conditions are met, children are more likely to become actively involved with and bonded to their families.

Individual characteristics. Individual protective characteristics are something that one is born with, something that is difficult or impossible to change. Gender and temperament are biologically determined. Shyness, sociability, and intelligence also are traits that are difficult to change. The research on protective factors views these as the characteristics the individual comes into the world with. Female children with an easy temperament, a natural sociability, and intelligence are fortunate. They are at an advantage in withstanding the risks they will encounter when compared with peers in their neighborhood.

These individual characteristics make it more likely that children will identify opportunities to make a contribution, develop the skills necessary to make that contribution successfully, and be recognized for their efforts.

For example, children with resilient temperaments are less likely to be frustrated by blocked opportunities and will keep trying to find ways to make meaningful contributions. Children born with high intelligence are more likely to develop a wide variety of skills to help with their performance. Children with natural sociability will be more often recognized by adults and other children as a sought-after companion.

Implementing Risk-Focused Prevention: A Community Approach

Turning the Framework Into Community Action

The comprehensive approach described in this chapter translates information on risk and protective factors into a comprehensive, communitywide plan to prevent problem behaviors. The approach draws from previous communitywide prevention efforts in the United States and Europe that have demonstrated significant impact. The Stanford Heart Disease Prevention Program and the Minnesota Heart Health Program, for example, were both successful in reducing risks associated with heart disease (Carlaw, Mittelmark, Bracht, & Luepker, 1984; Maccoby & Solomon, 1981). These projects employed mass media, community mobilization, volunteerism, and educational strategies (Farquhar, 1985; Farquhar et al., 1984; Perry, Klepp, & Sillers, 1989). The Midwestern Primary Prevention Project used similar strategies in Kansas City to achieve significant reductions in adolescent drug use (Pentz, Dwyer et al., 1989).

The firm support of community leaders and their involvement in a prevention effort are likely to lead to long-term change. The reallocation of resources to reduce risk becomes feasible with support from key community leaders. Programs and strategies gradually become integrated into the regular services and activities of local organizations and institutions. The communitywide focus creates a synergy: the whole is more powerful than all of its parts would be if working separately.

The community mobilization strategy described in this chapter is a flexible approach. Many Weed and Seed communities will already be engaged in efforts to reduce problems among their young people. Neither the community mobilization strategy nor the specific program elements described in this book are meant to be "cookie cutters" to stamp out identical projects. Each Weed and Seed community can use the principles and prevention models outlined here to create a communitywide risk reduction strategy that satisfies local needs.

The first task in the community mobilization strategy is to introduce a process that leads to communitywide mobilization in the neighborhood that has been identified for Weed and Seed activities. Weed and Seed steering committees will want to involve representatives of community groups, agencies, organizations, and service providers, working together to take the lead in developing plans for their "community," creating a common vision and a unified strategy for action.

The committees' tasks are to appoint a group to conduct a community risk and resource assessment and to create an action plan for communitywide prevention that meets local needs and priorities. After conducting a risk and resource assessment, Weed and Seed communities will have a clear picture of the community's risk profile and priority risk factors. They will have also reviewed and assessed local programs to see how they reduce risks and enhance protective factors. Finally, the committees will use this information to launch new programming efforts in areas of

priority risk that are not being adequately addressed currently. Several prevention programs that show promise of reducing risk factors while enhancing protective factors are described in more detail later in this chapter.

Weed and Seed steering committees will invite proposed members of their community to participate on a task force that will become the main body for carrying out the day-to-day operations of the program. Some of the steering committee members may also become members of the local task force, but all the steering committee members together will have a mechanism to hold the task force accountable for progress. (See Chapter 3, Neighborhood Selection, Assessment, and Resources.)

The steering committee will explain what is expected of local task force members, how long the process will take, how (and if) people will be compensated or their expenses for participation covered (if appropriate), and what the nature of the reporting and organizational relationship is to the steering committee.

Depending on the size of the community, the task force may involve 15 to 20 members or more who should represent a variety of community constituencies. The schools, law enforcement, and local social and health service providers should be represented. Other members should represent parent groups, treatment programs, youth groups, local businesses, service and civic organizations, religious organizations, recreational organizations, grassroots community coalitions, and the communications media.

Conducting a Community Risk and Resource Assessment

Even if the Weed and Seed steering committee has conducted a preliminary risk and resource assessment to identify target neighborhoods or areas of the community, the local task force should learn how to assess its own community's risk and protective factors and how to examine existing local programs to determine how well they reduce risk factors and increase protective factors.

The risk and resource assessment is the first step toward action. The central goal of risk assessment is to draw a portrait of the community that shows the risk status of the whole as well as that of sub-parts. The resource assessment documents the community's current efforts to strengthen the protective factors of community bonding and clear standards for behavior. Many sources of information can be used to assess risks and resources, including information from surveys, observations, public records, and the census. For example:

- Data from the census describe the economic status of the community (households, poverty, health, and mental health).
- Records from police departments and social service agencies provide information on neighborhood crime, drug availability, and child abuse.
- Records from the education system document student achievement, absenteeism, and discipline problems.
- Survey data assess levels of bonding in schools and other community organizations, risk behaviors, and attitudes towards risk behaviors, including drug use and crime.

A risk and resource assessment that provides a realistic look at the community's exposure to risk factors and the level of protective factors in the community takes about 4 months to conduct. In assessing risk factors and local community protective resources, the task force should focus on the extent of risk and the effect local programs are having in countering identified risk factors. That is, they focus on outcomes. Instead of rushing to implement a program, the task force uses this process to identify the levels of risk factors in the community, the specific subcommunities where risk exposure may be particularly high, and the existing strengths in the community. Based on this information they then select the most effective program elements to address the major risks identified.

Planning the Program

Once the task force has completed its risk and resource assessment, the next step is strategic planning. Members should draw connections between identified risks and effective programs that address those risks. The task force should:

- Assess the information collected about community risk factors, protective factors, and resources.
- Learn to formulate goals and objectives for an action plan to address the risks and build on the resources identified through the community assessment process.
- Establish procedures for choosing program elements to address priority risk factors and strengthen protective factors in the community.
- Develop a preliminary action plan, identifying specific program elements to use in the community, and a schedule and critical benchmarks for implementation.
- Establish subcommittees to oversee each program element.
- Select appropriate program evaluation methods.

To complete the action plan, the task force will need to assign specific roles and responsibilities to its members. Subcommittees—whose members are drawn from a variety of organizations and agencies to augment the task force—should be formed for each program element in the action plan. Each subcommittee is charged with specific aspects of program planning and implementation related to its specific element. Subcommittee members should be people who represent important constituencies for the specific effort and who have the requisite knowledge,

experience, skills, and authority to carry out their task force responsibilities. A subcommittee for media mobilization, for example, might consist of representatives of the task force, city government, concerned citizens, and leaders of print and broadcast media and advertising agencies in the community. Subcommittees should have formal responsibility for carrying out the work of the Seed task force. Besides the subcommittee established for each program element in the action plan, others may be needed in response to specific local needs. Some groups have, for example, created a subcommittee focused on task force recruitment and training to maintain the vitality of the task force over many years.

For lasting change, it is best if the responsibilities of task force and subcommittee members are explicitly made part of their jobs within their own organizations. If the director or manager of an agency, for example, were assigned to a task force, serving as a task force member and carrying out responsibilities on the task force would become part of that person's redefined job. Job redefinition should be anticipated and planned. Otherwise, people assigned to the task force or subcommittee may feel that there are conflicting demands on their time between the job they have been doing and their new responsibilities to the task force. Some old responsibilities may need to be reassigned to allow time for task force work.

Evaluating Effectiveness

Several different kinds of evaluation will be necessary as the program takes shape in participating communities. Planning for evaluation must begin in the earliest stages (see Chapter 10, Evaluating a Weed and Seed Program).

Once the task force and subcommittees have the information they need to plan an effective program with various elements, process evaluation is conducted to help improve program implementation while it is in progress. This contributes to the evaluation of the project as a whole. Process evaluation will seek answers to questions such as these:

- Are we getting the participation we want?
- Are participants learning the skills we are teaching?
- Did we deliver the services we said we would deliver?

More specific questions will need to be answered for each program element. For example, for the parent training element, the evaluation may address questions like these:

- Are parents whose children have been exposed to multiple risk factors participating in training?
- Have participating parents taught their children refusal skills as a result of parent training?

Formulating the right questions is key to successful evaluation. Training and technical assistance can empower task force and subcommittee members to formulate questions that will yield reliable information about how well the overall program and its various component elements are working.

The second major evaluation goal is to determine the impact of the program on the community, called outcome evaluation. At a minimum, outcome evaluation seeks to measure change in specific targeted risk factors and related problems in the community by comparing indicators of these at a later time to the results of the initial risk and resource assessment. The original risk assessment serves as a baseline against which to assess community progress in risk reduction. For each program element chosen, specific risk indicators should be assessed before the program is implemented, at periodic intervals during program delivery, and after the program is completed.

To ensure successful evaluation, the task force should establish an evaluation subcommittee to monitor ongoing evaluation activities. In addition to community representatives, other members might include university researchers, school district evaluators, and other private- and public-sector representatives with experience in program evaluation.

After planning, the Seed task force moves into specific programmatic action. At this time members focus on implementation of program elements selected during the risk assessment and planning process.

As the communitywide program becomes more established, the Seed task force should consider ways of expanding and institutionalizing the program. The community might consider setting up interagency agreements linking branches of local government or agencies that have a responsibility for youth, family, and risk behavior issues. For example, a "joint powers agreement" could be established and signed by the mayor's office, the police department, and the school system.

Sustaining the energy for this type of a comprehensive strategy over a long period of time is a challenge. Here are some ways to keep the spirit alive:

- Start small and build on success—don't try to do too much in the beginning.
- Establish a subcommittee focused explicitly on task force maintenance and recruitment.
- Recruit and orient new members as needed.
- Keep decisionmaking open and democratic, but make specific areas of responsibility clear.
- Avoid letting any individual dominate.

Selecting the Best Programs for Your Community

Armed with information on risks and resources in their communities, task forces must select new programs or strengthen existing programs to reduce risk and increase

protective factors. Selecting specific programs that will reduce identified risk factors while increasing protective factors requires knowledge of a broad range of intervention approaches.

This chapter contains descriptions of a number of promising approaches for risk reduction. These programs, all of which are grounded in reliable research, are included because they address risk factors for adolescent drug abuse, crime, school dropout, and teen pregnancy and increase the protective factors against drug abuse specified in the social development strategy.

Taken as a set, the prevention and early intervention approaches presented in this chapters describe a comprehensive model of risk reduction using the social development strategy. In communities where all of these approaches are in place, children are protected from risk and bonded to their families, schools, and neighborhoods. They share the values of their communities and the larger society, and they seek health and achievement rather than the reinforcement of delinquent behavior and use of alcohol or other drugs.

Groups using the process described earlier will, through a risk and resource assessment, identify elements of these programs already in place in their own communities. They will also identify areas of priority for risk reduction action. Having done so, they can use the following information to select prevention and early intervention approaches that target the prioritized risk factors.

Every effort has been made to identify intervention concepts and specific program approaches that are solidly based in research and evaluation. A comprehensive review of programs known to be effective in reducing identified risk factors and strengthening protective factors has provided the basis for the selection (Hawkins et al., 1992). In some cases, specific programs are identified; in other cases more generic program approaches are described, within which several specific programs fit. For example, early childhood education outlines a general approach supported by numerous studies. Specific program components that have been linked to positive outcomes are noted, with guidelines to help Weed and Seed communities make their selections. Given the number of programs that have shown positive effects, no single program model is advocated for early childhood education. Media mobilization, takes a similar approach, providing background information, national resources, and skills needed by Weed and Seed communities to work with local communications media in developing effective anti-drug and anti-crime media campaigns. The campaign should be designed locally. In contrast, *Parent Training and School Organization and Management* describes specific, tested programs, with established content, procedures, and training strategies. This difference in specificity results from differences in the extent to which specific interventions for risk reduction have been developed and tested.

Certain principles govern the selection of any program. General criteria are offered here for selecting programs.

Principles for Selecting Program Elements

Program elements have been included to represent a range of prevention and early intervention approaches that meet the following six principles for preventive intervention:

- Focus on reducing known risk factors.
- Reduce risks by increasing protective factors.
- Address risk and protective factors at appropriate developmental stages.
- Intervene early—before risks stabilize.
- Include those at high risk.
- Address multiple risks with multiple strategies.

Other programs not described here may meet these criteria. Communities may wish to supplement this selection with other programs, and they should definitely review local programs already in place to determine how well they meet the six prevention principles. The six prevention principles suggest six questions to ask in evaluating the promise of any prevention program:

Does the program focus on reducing known risk factors? To prevent adolescent health and behavior problems, it is necessary to reduce, eliminate, or buffer the effects of risk factors that are predictive of these problems. Prevention planners must know which identified risk factors they are addressing and how their intervention will reduce these risks. It is not enough to say that a program is addressing known risks. It is important to know how the intervention will reduce, eliminate, or buffer the effects of exposure to the risk.

How will it increase protective factors? An intervention should reduce risks in a way that strengthens protective factors. Reducing risk factors in ways that weaken or break bonds is counterproductive. Prevention programs must strengthen children's bonds by providing opportunities, skills, and recognition for involvement, and they should develop consistent standards for behavior across families, schools, communities, and peer groups. Prevention programs should be clear on how they will strengthen protective factors.

Does it address risk factors at appropriate developmental stages? Different risk factors are salient at different points along the continuum of human development. Therefore, risk factors should be addressed at the appropriate stage developmentally. For example, early antisocial behavior in grades K–3 and academic failure in grades 4, 5, or 6 are predictors of delinquency and drug abuse. Interventions to reduce early antisocial behavior should begin

early in childhood. Interventions to enhance academic success should be in place by elementary grades.

Does it intervene early—before the risk stabilizes? Prevention interventions should address risk factors as they are becoming important and before problems crystallize or stabilize. For example, since academic problems in grades 4, 5, and 6 predict later school dropout, drug abuse, and crime, it is important to promote academic success for all in elementary school rather than waiting to intervene until students are failing in junior or senior high school.

Does it include those at high risk? The greater the number of risk factors present, the greater the risk of adolescent problems. Therefore, prevention programs should be implemented in places where a large proportion of youngsters face family management problems, academic failure, behavior problems, neighborhood disorganization, and extreme economic deprivation.

There are two ways to do this:

- Target high-risk individuals: Identify individuals who, by virtue of poor family management, early antisocial behavior, academic difficulties, or other risk exposure, are at risk for multiple problems in adolescence.
- Target high-risk community areas: Identify communities or groups that have a large proportion of economically and socially deprived members, high dropout rates, easy drug availability, or other risk exposure. This approach has several advantages. First, individual children are not labeled as future problems at an early age. Second, if those at high risk and those at low risk participate together in prevention programs, there are opportunities for learning, teaching, and positive socialization among participants, and the stigma attached to participating is avoided.

Does it address multiple risks with multiple strategies? Risk factors exist in all areas of life. There are risk factors in the individual, in the family, in the school, in the peer group, and in the community. People and organizations concerned with preventing adolescent health and behavior problems need to work together to address multiple risk factors. No single program can address all risk factors. A strategy focused on only one risk factor will not have much effect. To be effective prevention programs should address those risk factors that are most elevated in the community and seek to reduce them.

The Promising Approaches program elements are divided into four general areas of focus: preschool/family, school, community, and early intervention.

Preschool/Family Focus

Prenatal/infant programs. Prenatal and infancy strategies for promoting infant health and early parent-child bonding. Programs, including prenatal medical care, parenting education, inhome services, and clinic-based contact with social workers, psychologists, and nutritionists offer support and guidance to parents and newborns at a critical time of physical and psychological development.

Early childhood education. Educational programs to benefit children aged 2 to 5 through parent training and center-based activities. Parents, child care workers, and teachers learn how to promote language and pre-reading skills, to provide opportunities for active learning, to set and enforce clear rules, and to help children manage their own behavior.

Parent training. Parent training to improve family management skills in areas such as communication, problem solving, creating clear family expectations for behavior, and managing children's problem behaviors in positive ways. The parent training programs are appropriate for all adults responsible for raising children, including foster parents, grandparents, and day care workers. Each of the three recommended programs targets the management of children at different developmental stages. The first, aimed at the earliest stage, focuses on family management skills; the second focuses on skills parents can use to enhance their children's academic success; and the third prepares families of children entering the high-risk years for drug initiation.

School Focus

School development and management. School organization, development, and management for parents, teachers, staff, and administrators at the school level. This program element includes a data-based method for discovering, acting on, and monitoring the effectiveness of changes in school practices and organizational arrangements and a system for increasing participation by parents, teachers, mental health staff, and administrators in managing schools at the building level.

Instructional improvement training for teachers. Teachers learn ways to improve their instructional practices, including the use of proactive classroom management, effective teaching strategies, and cooperative learning methods. They also learn peer coaching techniques to support their colleagues in adopting these new skills.

Classroom curriculums for the promotion of social competence. Criteria to help communities evaluate and choose school curriculums that teach social competencies. Many such curriculums are available, including those that teach young people to resist influences from peers and the media to engage in risk behaviors.

Community Focus

Community/school drug use policies. Procedures for assessing, developing, revising, publicizing, and carrying out school and community policies to reduce tobacco, alcohol, and other drug use.

Media mobilization. Media mobilization to educate media representatives about the ways in which children are placed at risk and what protective actions can be taken. Subcommittee members appointed by the task force learn how to work with local media to develop coordinated, long-term campaigns that promote healthy beliefs and clear standards opposing risk behaviors. The communications media are an important component of any comprehensive community strategy, because they are in a strong position to provide visibility and create a favorable environment for other program elements.

Early Intervention Focus

All of the preceding elements focus on prevention strategies. The following two elements are for parents of children who have initiated drug abuse and/or delinquent activities but whose drug use has not yet become drug dependence and who do not require residential treatment. Early intervention is an important activity to interrupt the progression to more frequent drug involvement and dependence.

Parent training. The approaches described in this element teach family management skills in a group setting for families with drug- and delinquency-involved children. Skills include how to express anger and other emotions appropriately, how to set clear limits and monitor behavior, how to involve children in the family in meaningful ways, and how to encourage children's friendships with prosocial peers.

Family therapy. Two family therapy approaches have been effective in reducing high-risk behaviors, particularly drug abuse. Therapists work with individual families to improve relationships through building communications and problem solving skills, setting clear expectations, and looking at old problems in new ways. Therapy focuses on changing less constructive patterns of family interaction.

These are suggested Promising Approaches program elements. Weed and Seed communities will choose those elements most directly targeted to reduce risk factors they have prioritized for action. Community members will often decide to include existing community prevention programs in their risk reduction action plans as well. Community members should keep clearly in mind the goal of reducing risk factors for problem behaviors while enhancing protective factors. It is important to select elements that show promise for accomplishing both goals.

Some Weed and Seed communities may find existing community coalitions already in place in their target neighborhoods. Rather than duplicating these efforts, the Weed and Seed effort can enhance them through the risk and resource assessment process. Existing activities can be reviewed to learn what risk factors they address and how well they are enhancing the protective factors of bonding and clear standards for behavior. Whether a new task force is created or an existing coalition is strengthened, communities can use the strategies described here to focus their efforts on reducing risks through enhancement of protective factors.

For interested Weed and Seed communities, specific Promising Approaches programs are described in more detail below. More detailed descriptions can be found in the publications listed at the end of this chapter.

Prevention Interventions

Prenatal, Preschool, and Family Focus

Prenatal and Infancy Programs

Ensuring a healthy infant and family can help to prevent later problems. Today we have the knowledge and technology to achieve family planning and healthy babies, yet we often fail to provide community programs that support each pregnancy and enhance parenting skills (Children's Defense Fund, 1991; Miller, 1991; National Governors' Association Committee on Human Resources and Center for Public Policy, 1987; Public Health Service Expert Panel on the Content of Prenatal Care, 1989; Williams & Miller, 1991). It is estimated that up to half of urban newborns are at risk of later developmental and behavioral problems. The factors that put the newly born child at risk are maternal smoking (15–20 percent), drinking (57 percent), illegal drug use (11 percent), maternal age below 20 (12 percent), poverty (20 percent), and single parenthood (25 percent) (Chasnoff, Landress, & Barrett, 1990; Children's Defense Fund, 1991; Public Health Service Expert Panel on the Content of Prenatal Care, 1989; Streissguth et al., 1991; Zuckerman et al., 1989). Some of these factors also put the family at risk as a caregiving unit.

Prenatal and infancy programs offer support and guidance to parents and their newborns at a critical time of physical growth and psychological development. During pregnancy the health-promoting behaviors of a woman are important to the fetus, including adequate nutrition and abstention from harmful substances (smoking, alcohol, illegal drugs) should be stressed. Prenatal medical care is important to healthy birth. After the baby is born, parents need continuing support and education about parenting and child development. Parents or infants at high risk need special services, including home visits by nurses and paraprofessionals. Promoting family attachment and positive parent-child interaction and bonding is a universal goal. All pregnant women need prenatal care and education for childbirth and later parenting. Parents with less than a high school education, adolescent parents, single parents, those with little social support, those who are misusing substances, and individuals with poor psychosocial functioning need even more assistance. For these parents, prenatal care and education should be combined with outreach

services through home visits or clinic-based contact with social workers, psychologists, or nutritionists.

Age or developmental level and situation. Pregnant couples and their new infants through at least the first 6 months of life.

Problems/risk factors addressed. Lack of prenatal care, preterm infants, poor family management practices (including child abuse or neglect), and family history of problem behaviors.

Protective factors addressed. Parent-infant bonding.

Examples of prenatal/infant programs include:

The Prevention and Relationship Enhancement Program (PREP): This program teaches communication skills and the management of emotions for couples to counteract known or suspected causes of marital and family distress and enhance couples' abilities to develop and maintain intimacy. Videotapes are available for teaching couples effective communication skills from the Center for Marital and Family Studies, University of Denver.

Keys to Caregiving Videotape Series. This educational videotape series on early infant care covers infant state, infant behaviors, parent-infant interaction, and infant state modulation. The series was designed for hospital nurses to increase their effectiveness in educating parents about their newborn, specifically introducing new parents to their infant's capacity for responding to them and to the environment (produced by NCAST Publications, University of Washington).

Public health nursing service. This resource should be available in communities, although tight State and local budgets have tended to limit it to clients with the highest medical or social risks.

Nursing Systems Toward Effective Parenting (preterm). This prevention/ intervention home visit program is designed to support the adaptation between the parent and preterm infant. The program assists parents in learning how to manage their preterm infant after hospital discharge. The overall goal is the development of relationship with the parent(s) in which health-related concerns, state modulation, parent-infant interaction, the infant's environment, and parental coping are dealt with. The program has proven effective with the behavioral responses of infants affected by prenatal drug use.

Programs that address addiction in pregnancy. Special programs are now being offered for women who are addicted and who are pregnant or have young children. Services range from clinics that provide both drug treatment and pregnancy or well-child care to residential drug treatment programs for women and children. The effectiveness of the programs varies. Aims are to reduce the use of drugs and to promote a healthy pregnancy and baby (Weston, Ivins, Zuckerman, Jones, & Lopez, 1990).

Training and technical assistance. Several existing organizations provide training and technical assistance in prenatal and infancy programs who can link communities with program developers and consultants to help in planning and implementing this program element. Fortunately, there are now federally supported and mandated programs in most States that foster a full range of friendly, helpful prenatal services and that reimburse private physicians, nurses, nutritionists, and social workers for providing care for low-income families. These State programs are called Improved Pregnancy Outcome programs, and each State and county health office can readily explain what local community services are available for prenatal care. Resources include the Office of Substance Abuse Prevention, Perinatal Resource Center, Dr. Milton Lee, Director, 9300 Lee Highway, Fairfax, VA 22031 (202–842–8905); Prevention and Relationship Enhancement Program (PREP), Dr. Howard J. Markman, Director, University of Denver, Denver, CO 80028 (1–800–366-0166); NCAST Publications, University of Washington, WJ–10, Seattle, WA 98195 (206–543-8528).

Early Childhood Education

Early childhood education provides support for children and their parents between the ages of 2 and 5, before the children begin elementary school. Childhood education also emphasizes support—not just for the children but also for their parents, so that the whole family can help their children become competent and successful as they make the crucial transition to elementary school.

Successful completion of early developmental tasks has an important impact on children's later social and cognitive growth and school adjustment. The programs included here are designed for home or center/school settings and focus on two important aspects of child development that are related to later school success: reading readiness and developing self-control. Remember, however that research has also shown that the benefits of early childhood education programs fade unless followed by high-quality educational programs.

In the last three decades, significant strides have been made in early childhood education. Much is now known about what does and does not work. To reduce academic failure and conduct problems in the early grades, focus is placed on two main aspects of children's behavior: reading readiness and self-control.

Age or developmental level and situation. Children age 2–5 and their parents. Some of the families who especially need support during the preschool years are those headed by single parents, who may be teenagers and who live in poverty.

Problems/risk factors addressed. Poor family management practices, academic failure, early antisocial behavior, and lack of commitment to school.

Protective factors addressed. Bonding to family and school, cognitive and social skill development, self-control skills, and opportunities for developmentally appropriate interactions.

Reading readiness. A wide range of language skills is needed by a child before learning to read. Children's reading readiness levels can be enhanced before they enter first grade by providing a language-enriched home environment and language-enriched preschool and kindergarten environments with reading instruction for children who are at the appropriate stage in their development, generally 5 years of age.

Reducing problem behavior. Reducing problem behavior means teaching children self-control. One approach to reducing children's problem behavior is for adults to establish clear rules, monitor and supervise the child's behavior, consistently enforce rules, and reinforce desired behavior. These principles can be effective when applied both at home and in the classroom. Another approach that can improve children's behavior and self-control is to focus on increasing secure attachments or bonds to parents. Families characterized by warmth and acceptance, parental responsiveness, flexibility, and the use of clear-cut expectations have more securely attached children who later, in preschool, are more popular, engage more frequently in social contact, and are more effective in helping others (Hartup, 1989). Communities considering this program element should view it in the broader context of approaches that will sustain the positive effects of preschool programs over time.

Selecting a program. A wide variety of early education programs are available today, and there are significant differences among them. Some are academic, following a strictly defined curriculum; others are developmental, encouraging the teacher to take account of the child's readiness to learn specific skills. Some are teacher-directed, others student-centered and student-initiated. Some focus on the child, others on the family. All these types of preschool and kindergarten programs have proven effective in producing higher test scores and fewer special education placements and grade retention (Karweit, 1989a, 1989b, 1989c; Stallings & Stipek, 1986; Weiss, 1988) and there is little evidence of the superiority of one program or approach over another. Nevertheless, it is possible to make some general recommendations based on the available research:

- Structured programs, those with a specific set of learning objectives and teaching methodologies, are more effective than unstructured programs such as nursery school models in which the child is encouraged to play freely.
- The program should include language-development opportunities, reading instruction for those who are ready, and social skill-building activities (Warger, 1988).
- Local professionals who have expertise in early childhood education and development and who are aware of the specific needs of the community should assist in selecting the program.
- Communities should select program components that will harmonize with the political and cultural values of the community.

Training and technical assistance. Training and technical assistance for early childhood education can be sought from local experts. Local early childhood education specialists can be found through universities, colleges, and community colleges. Two sources of information about early childhood education programs and training and credentials are the National Association for the Education of Young Children, with a national network of more than 70,000 early childhood professionals in 380 affiliated groups, and the national network of Headstart Preschool programs. Head Start programs serve both rural and urban areas in all 50 States, the District of Columbia, and the Trust Territories. There are special programs for Native American and migrant children. In addition, Head Start funds 38 parent and child centers across the country, providing services for children ages 0 to 3.

Parent Training

Parents are a key factor, often the key factor, in a child's development. The focus of parent training programs, like that of early childhood education, is on primary prevention—providing parents with effective ways to manage their families, support their children's academic progress, and prevent drug use and related problems later on.

Another reason for emphasizing parent training is related to the changing structure of American families. Some 60 percent of American children spend part of their childhood in single-parent families. Constraints on time can seriously inhibit single parents' ability to be involved in their children's lives. Poverty and work schedules make it difficult for single parents to supervise and support their children. In two-parent families as well, economic pressures and desire for personal fulfillment have pushed both mothers and fathers into full-time employment. The problems associated with changing family structures, employment patterns, and poverty have far-reaching effects. The ways

in which parents structure the family environment in the face of these problems and how they monitor, reinforce, reward, or punish their children's behavior are important factors in reducing risks for drug use and related problems (Fraser, Hawkins, & Howard, 1988).

Because of changes in the ways families are organized today, a parent training program should provide parents and other adult caregivers with risk reduction information and skills applicable to the myriad settings in which children live and develop. Programs may be offered through schools, community service centers, work settings, health maintenance organizations, hospitals, public health clinics, or other social service agencies. The skills taught in parent training will benefit day care providers, grandparents, foster parents, and school personnel as they are asked to supplement or fill in for overwhelmed or absent parents.

Parent training programs teach skills to help parents counter risk factors and promote the key protective factors of effective family management and bonding. Many parent training programs are available for communities, fewer are well-established as effective in targeting particular risk factors in particular populations. This chapter contains general guidelines for considering parent training programs to reduce risk and strengthen protective factors against adolescent problem behaviors and describes several different but complementary programs for parents of children of different ages and stages of development.

Age or developmental level and situation. Parents of children aged approximately 3 to 13 years.

Problems/risk factors addressed. Poor family management practices, early antisocial behavior, academic failure, parental attitudes and involvement in crime and drugs, friends who engage in the problem behavior, early initiation of the problem behavior.

Protective factors addressed. Bonding to family, skills for positive communication within the family, commitment to school, skills to interact with school personnel, developmentally appropriate opportunities for involvement in the family, clear standards for behavior, skills to resist antisocial influences.

Communities choosing this element may want to use a combination of one or more of these and other existing parent training programs in the community. That choice will depend largely on the community's assessment of risks and existing programs and resources. The community's goal should be to have a developmentally complete series of parent training opportunities available for families with children ranging from birth through adolescence, specifically aimed at family-related risk factors.

Criteria for effective prevention-oriented parent training. An effective program will:

- Offer training before children exhibit serious problem behavior.
- Address risk factors that can be changed by family action.
- Empower parents to decide how to apply the program in their own homes.
- Be culturally sensitive.
- Use skills training methods.
- Strengthen family bonds.
- Create a parent support network.

Examples of parenting programs that meet these criteria include:

- The Parents and Children Videotape Series, developed by Dr. Carolyn Webster-Stratton of the University of Washington, has been extensively researched and field-tested with families of both well-adjusted children and children with conduct problems. Parents who took this course were able to reduce their children's behavior problems significantly and to increase positive social behaviors (Webster-Stratton, Kolpacoff, & Hollinsworth, 1989). For information on the Parents and Children Videotape Series, contact Carolyn Webster-Stratton, Ph.D., 1411 Eighth Avenue West, Seattle, WA 98119.
- Preparing for the Drug Free Years, developed by Drs. J. David Hawkins and Richard F. Catalano focuses on the prevention of alcohol and other drug use in training for effective family management as children enter adolescence. The program has been implemented widely in metropolitan and statewide campaigns involving thousands of parents and volunteer workshop leaders. Research shows that when the program is implemented in this way, parents acquire skills, attitudes, and parenting practices that are associated with lower drug use risks in children (Hawkins, Catalano, & Kent, 1991). For information on Preparing for the Drug Free Years, contact Developmental Research and Programs, Inc., 130 Nickerson, Suite 107, Seattle, WA 98109.

School Focus

School Organization and Management

Today, children come to school from family circumstances dramatically different from those of a generation ago. These circumstances are a result of a growing number of single-parent families, a majority of two-parent families with both parents working outside the home, increasing numbers of children in poverty, and diminished support systems in the community. The changes in the world outside the schools present the educational system with unprecedented challenges. Following are two promising approaches for improving the organization and management of schools to cope more effectively with these

changes and for helping schools to become significantly more protective as environments for child development and bonding. They reflect a widespread concern that some schools have not provided adequate support to children at risk and those who teach them. Special supplementary programs, pull-out classes, and even changes in the curriculum ignore basic structural and systemic issues: how schools are organized; how they are governed; and how administrators and teachers interact with parents, students, and the community.

The developers of the school management approaches described here look beyond the content of the curriculum or special programs for children with problems and ask the basic questions: How is the school's organization contributing to its problems, and how can these organizational structures be changed?

Age or developmental level and situation. The School Development Program has been used in elementary schools, middle schools, and schools that combine grades K–8. The Program Development Evaluation method has been used at all grade levels, as well as for districtwide reorganization.

Problems/risk factors addressed. Antisocial behavior, academic failure, alienation, and rebelliousness; association with peers engaged in problem behaviors; community disorganization; transitions and mobility.

Protective factors addressed. Bonding to school, family, and neighborhood; opportunities for involvement among school personnel and parents; recognition for positive behavior, activities, and accomplishments; and skills for effective interaction of school personnel and parents.

Two approaches to school organization and management are described here.

School Development Program. This program, created by Dr. James Comer and colleagues at the Yale Child Study Center, is an organizational development model focusing on broadening the involvement of those who have a stake in a particular school. It creates a school management team, a mental health team, and a program to encourage and support parent involvement at the building level. It has gained recognition for improving students' behavior and academic performance in a variety of communities. The School Development Program was first applied to inner-city schools in New Haven, Connecticut, beginning in 1968. When the program was initiated, the two elementary schools that were to receive the program ranked near the bottom of the city's schools in reading and mathematics scores. After more than a decade of this program, without any change in the socioeconomic makeup of the student population, fourth grade students in the first school ranked third among all New Haven schools in academic achievement, and those in the second school ranked fourth. (Cauce, Comer, & Schwartz, 1987; Comer, 1988). The two schools have also experienced higher attendance rates and fewer discipline problems since program implementation. The School Development Program is now being used in more than 100 schools throughout the country, including the school systems of Prince Georges County, Maryland; Benton Harbor, Michigan; and Norfolk, Virginia. For more information on this program, contact School Development Program, Child Study Center, Yale University, 230 South Frontage Road, New Haven, CT 06510–8009.

Program Development Evaluation (PDE) method. This program, developed by Drs. Gary and Denise Gottfredson, at the Center for Social Organization of Schools at Johns Hopkins University, is an organizational development model that can be applied to individual schools or to an entire school district. It offers schools a system for assessment, analysis, and action to solve school problems that can significantly enhance school climate and management. PDE has been studied and implemented in the school districts of Baltimore and Charleston. It has also been used in Compton, Pasadena, Chicago, Kalamazoo, and New York City. A 1988 report on the Baltimore program found dramatic improvements in the participating schools, including significant increases in teacher morale and innovation and decreases in rebellious behavior and negative student attitudes toward school. A 1989 evaluation of PDE in six Charleston schools found that, in comparison with control schools, those using the PDE method improved significantly in several measures of program effectiveness, including classroom order, classroom organization, and clarity of rules (D.C. Gottfredson, Karweit, & G.D.-Gottfredson, 1989). For more information about this program, contact Gary D. Gottfredson, Center for the Organization of Schools, Johns Hopkins University, 3505 North Charles Street, Baltimore, MD 21208.

Instructional Improvements in Schools

What happens to children in the classroom can have a major impact on their lives. Success in a child's life is defined largely by success in school. When children experience early school failure, it can become self-perpetuating—a self-fulfilling prophecy. The instructional improvement element attempts to prevent school failure by exposing all students, including those at highest risk, to teaching strategies that improve classroom climate, interactions among students and between students and teachers, and academic achievement for all.

The element includes three distinct but complementary strategies: proactive classroom management, which

involves students in their learning through more effective use of classroom time; effective teaching strategies, a method for designing lesson plans to motivate students, keep them actively involved in learning, and help them to achieve; and cooperative learning, which encourages students to work together in groups, thereby developing a wide range of social and academic skills.

Age or developmental level and situation. All students in grades K–12.

Problems/risk factors addressed. Lack of commitment to school, academic failure, and early antisocial behavior.

Protective factors addressed. Bonding to school and positive peers, skills to establish positive social relationships, and opportunities to actively participate in learning.

This program element addresses a fundamental challenge to educators: the need to involve students as active learners and motivate them to succeed academically. Instructional improvement programs are designed to help teachers learn proven methods and skills to involve their students more deeply in the learning process, to conduct more orderly and effective lessons, and to promote a more positive and constructive classroom atmosphere throughout the school day. All of these approaches combined help students experience academic success. When students are successful academically and are bonded to school, they are less likely to become involved in drug abuse or delinquency. With success comes a more positive orientation to the future and a sense of personal competence.

The three approaches described in this element (proactive classroom management, effective teaching strategies, and cooperative learning) promote opportunities for involvement, skill development, and reinforcement, all of which are central to the social development strategy. All three help to make the classroom more productive, cooperative, and orderly.

Proactive classroom management. The central focus of this strategy is providing teachers with skills to maximize the time students spend actually learning and to minimize time wasted on matters unrelated to learning and classroom disruptions (Cummings, 1983). When teachers learn how to give clear and explicit instructions for student behavior and to recognize and reward attempts to comply, and when they learn how to keep minor discipline problems from interrupting the learning process, then students learn to manage their own behavior. Specific proactive management strategies include:

- Starting the school year with clearly defined rules and expectations for behavior.
- Teaching students classroom rules and routines in structured lessons.
- Using praise effectively.
- Making smooth transitions between classroom activities that maximize the time spent learning.
- Giving clear directions.
- Using classroom control methods that maintain a positive classroom environment and maximize time on task.

Effective teaching strategies. This technique enhances the teacher's ability to design lesson plans that will motivate students and to monitor their learning by providing teachers with a structured planning technique. This method contrasts with more traditional approaches, which often overlook the needs of high-risk students. Specific teaching strategies include:

- Using a mental set to motivate students to want to learn the material.
- Breaking objectives into small steps (task analysis).
- Presenting clear information tied to objectives.
- Modeling the use of skills being taught.
- Using group and individual practice.
- Constantly monitoring the progress of all students and making the necessary adjustment to ensure that all students master the lesson content.

Cooperative learning. This method for dividing students into mixed ability learning teams has been widely recognized as a way to motivate students and teach both academic and social skills. It trains teachers to use research-based cooperative learning strategies known to increase student achievement. Teachers use cooperative learning groups to ensure mastery of the material by all students. Cooperative learning minimizes negative peer influences in the classroom and has been associated with achievement gains. As a result, all students are provided with ways to become more bonded to the classroom and school (Hawkins & Lam, 1987). Cooperative learning strategies include:

- Teaching positive social skills such as listening, helping, and sharing.
- Creating heterogeneous learning teams.
- Providing incentives for effective teamwork.
- Providing opportunities for both formal and informal teamwork.
- Helping students work together toward mutual goals.
- Rewarding group efforts, not just individual efforts.
- Developing lesson plans that emphasize cooperation in student teams to master material.

Instructional improvement programs center on the involvement and long-term commitment of the principal and teaching staff at each participating school, with support from key people at the district level. The principal's role has been found to be particularly crucial, because without administrative leadership and support, teachers will not be able to make or maintain changes in their instructional practices. Since long-term changes in schools are the ultimate goal of this element and change takes time, a school district commitment of at least 3 years is expected, after which the program should be institutionalized into ongoing practice.

Training and technical assistance. If a risk and resource assessment reveals school achievement or behavioral factors as a priority for action, the community should form a subcommittee to oversee the choice and implementation of institutional interventions. The subcommittee should include central office administrators, the director of staff development, principals, teachers, and representatives of the teachers' association for the districts involved. The project should be seen as an innovation in which teachers, principals, and district administration are cooperating to achieve action for risk reduction.

For information on training, technical assistance, and evaluation tools, contact Developmental Research and Programs, 130 Nickerson, Suite 107, Seattle, WA 98109; the Institute for Research on Teaching, Michigan State University, East Lansing, Michigan 48824; or Robert E. Slavin, John Hopkins University, 3505 North Charles Street, Baltimore, MD 21208.

Social Competence Promotion Curriculums

Prevention programs in the schools are not a new idea. Virtually all States now require some form of drug education in grades K–12, and growing numbers of schools in recent years have adopted other school-based prevention programs It is important when choosing such curriculums to have a broad vision of social competence promotion in schools and to emphasize a rigorous and clearly defined process for choosing and implementing a range of such programs. At one time, simply adopting a curriculum to teach facts might have seemed sufficient. However, much is now known about which types of curriculums are most effective and under what conditions they are most likely to be successful. While not recommending specific prevention curriculums, this section describes a guide to sound, research-based decisions about school curriculums, using criteria developed by the W.T. Grant Consortium on School-Based Promotion of Social Competence (1992).

Age or developmental level and situation. Children and youth at risk in grades K–12 are reached through curriculums provided to all students in these grades.

Problems/risk factors addressed. Early antisocial behavior, favorable attitudes toward problem behaviors, academic failure, lack of commitment to school, alienation or rebelliousness, friends who engage in problem behaviors, and early initiation of problem behaviors.

Protective factors addressed. Bonding to school, skills to resist antisocial influences, and skills to establish positive social relationships.

Social competence promotion programs focus on four key skill areas:

- Self-management.
- Decisionmaking and problem solving.
- Communication.
- Resisting negative and limiting social influences.

School-based programs that incorporate social competence promotion are promising for several reasons. They have been shown to be effective in a number of research and evaluation studies. Increasingly, promotion of social competence is being required as a component of comprehensive K–12 drug prevention and education programs. The 1989 amendments to the Federal Drug-Free Schools and Communities Act, for example, require age-appropriate drug and alcohol programs that address the legal, social, and health consequences of drug use in grades K–12. In addition, the amendments require that programs teach effective techniques for resisting peer pressure to use illicit drugs or alcohol. State and local guidelines in many cases place an even stronger emphasis on social competence instruction. Communities considering this element should be aware of the requirements that affect their local schools and recognize that social competence promotion often is no longer optional but essential.

Programs and curriculums that promote the development of social competencies can have a positive impact on many aspects of students' behavior and attitudes. It is unrealistic, however, to expect them to resolve serious emotional or behavioral problems. Simultaneous and/or coordinated referrals to more specialized programs will be needed for children whose behavior problems are beyond the scope of a prevention-oriented curriculum.

Certain key principles should govern the selection of any social skills curriculum:

- The program must address identified needs and risk factors and be long-term and coordinated.
- Skills should be developmentally appropriate and cover K–12 grades.
- It should involve parents in practice and reinforcement, as well as involve peer leaders.
- It must employ effective instructional strategies to teach specific, developmentally appropriate social competencies—skills in managing feelings, thinking, and controlling behavior and skills for resisting negative and limiting social influences.
- The program should be coordinated with such intervention services as school guidance counseling, special education, student assistance programs, school clinics, and relevant community services.
- Instruction content should be tied to other subject areas, especially health and family life, as well as academic subjects wherever possible.
- Teachers must receive training in implementation methods and continuing support and technical assistance.
- Materials must be clear and up to date.

Any school-based social competence promotion program being considered by the subcommittee responsible for this element should be assessed carefully, using the guidelines fully described by the consortium. However, some of these guidelines might change over time. For example, current topics are appropriate for children in school in the early 1990's. There might have been less emphasis on discussion of sexuality and romantic relationships as recently as a decade ago. The epidemic of AIDS and the particular vulnerability of sexually active adolescents make some form of AIDS education, in conjunction with social competence teaching, imperative today.

In recent years, schools throughout the country have widely adopted drug education programs or curriculums. If the schools in your community already have drug education programs in place, communities might be tempted to respond to this program element by saying, "We've already taken care of that." Instead, take a new look at the kinds of programs being implemented in local schools and ask how well they achieve the objectives specified earlier in this chapter.

This approach implies much more than just adopting a curriculum or exposing students to a few hours of drug information classes or a school assembly on drugs once a year. It is designed to integrate the promotion of social competencies into the daily activities and culture of the school and to make a long-lasting impact on students' attitudes and behavior (Commins, 1987; Elias & Weissberg, 1990; Perry et al., 1989). Implementation should progress through a series of well-planned stages involving broad representation from the school and community.

The following resources are available as tools in identifying and selecting programs:

- W.T. Grant Consortium on Social Competence Promotion, in *Communities That Care*, J.D. Hawkins, R. F. Catalano & Assoc., Jossey Bass, San Francisco, 1992.
- Carnegie Council on Adolescent Development. *Teaching Decision Making to Adolescents: A Critical Review.* Washington, D.C.: Carnegie Council on Adolescent Development, March 1989.
- Health Promotion Resource Center, Stanford Center for Research in Disease Prevention. *What Works: A Guide to School-Based Alcohol and Drug Abuse Prevention Curricula.* Stanford, CA: Stanford Center for Research in Disease Prevention, 1989.
- U.S. Department of Education. *Drug Prevention Curricula: A Guide to Selection and Implementation.* Washington, D.C.: U.S. Government Printing Office, 1988.

Community Focus

Community and School Drug Use Policies

Policies are laws, rules, codes, or standards that guide people's behavior and their interactions with their environment. Policies are made at all levels: individual, group, local community, State, Federal, and international. This section describes the potential for counteracting alcohol and other drug problems through the development and reinforcement of policy within the community and the school. It gives examples of some of the concrete, positive changes that can take place when communities and schools mobilize to design and implement effective policies.

The recognition that alcohol and other drug problems are a community responsibility places them in a broad context that includes social, political, cultural, economic, and physical influences. Community and school policies are critical elements of comprehensive prevention programs, because they have the power to influence the behavior of individuals and affect the welfare of the total community.

Policy change involves taking collective action. It means challenging accepted practices, norms, and the status quo regarding alcohol and other drug use. It requires developing new coalitions and constituencies, as well as new skills. Working with policy issues helps to clarify current community norms and practices that may contribute to alcohol and other drug problems.

Age or developmental level and situation. All levels of the community and all ages.

Problems/risk factors addressed. Community attitudes favorable to drugs and crime, availability of alcohol and other drugs, and use and problem patterns of use among friends or family.

Protective factors addressed. Clear anti-alcohol-and-other-drugs norms and attitudes, bonding to communities and schools that have positive norms and policies regarding alcohol and other drugs, opportunities to become involved in community and school programs consistent with positive norms, skills to implement policies, and recognition and reward for participation in the policymaking process.

As a Weed and Seed community begins to look at the possibilities for policy change or the development of new policy, it must know where the targeted policies originate so that the appropriate agencies, organizations, institutions, or individuals can be petitioned and involved. This process of policy development can be equally as important as the policy itself. Developing a community or school policy against drug abuse or other forms of problem behavior is a perfect opportunity for Weed and Seed task forces to put the social development strategy into practice. It can provide opportunities for involvement from a wide range of people, organizations, and groups in the development of the policy; give participants the knowledge and skills to be successful in their participation; and recognize their efforts through community forums or school assemblies.

Ideally, written, codified, or other formal policies reflect a community's values or social norms. They are a clear expression of which behaviors or ideas the majority of the people deem important, as well as those that a minority of people might not follow on their own. If everyone agreed about certain behaviors or courses of action, there would be no need to formulate laws, rules, or policies.

Unwritten or informal policies are often at least as important as the law itself in influencing behavior norms. The manner in which policies are or are not enforced creates unwritten policy. Examining the enforcement of formal policies offers insight into the actual standards of acceptable behavior or social norms. Are drug laws strongly enforced in low-income neighborhoods but ignored in middle-class and white-collar areas? Does the school have a clear "no use on campus" policy that is regularly ignored? If so, the school's unwritten policy is to ignore the written one. Whatever the reason, selective, inconsistent enforcement is a form of unwritten policy. It is important that communities and schools understand the need to make policies explicit and appropriate and then to enforce them with specific consequences or reinforce them with incentives.

It is essential to distinguish between adult policy and youth policy, since differences may create an area of conflict. School policies are youth-oriented by definition. Community policies usually specify the legal use of some substances (most notably, alcohol) by adults, prohibiting use by minors. An important part of assessing and defining a community's policies is to acknowledge that policies designed for adults will inevitably have an effect on children and youth as well, because they establish the community alcohol and other drug environment.

The following are a number of policy areas and related activities on which a community might focus, both in the community at large and in the schools.

Community policies. Communities with high densities of alcohol outlets have higher rates of alcohol consumption and more long-term alcohol-related problems. Communities can affect local availability through zoning and planning laws that prohibit the sale of alcoholic beverages in areas frequented by high-risk youth and by regulating the hours and days of sale, including sales at public events. A number of communities have found that a process of "reclaiming," in which a park or housing project is cleaned up and used by residents for alcohol- and drug-free gatherings, helps to reduce the availability of illicit drugs. In Philadelphia, Pennsylvania, community activists with police help, put pressure on drug dealers, boarded up crack houses, and with a growing community coalition, organized all-night vigils on the streets of their neighborhood to keep the dealers away.

Responsible beverage service. Policies in this area can dramatically affect the availability of alcohol to teens. Legal responsibility should be enforced among adults who serve or sell alcohol to minors or who promote drunkenness among adults, which affects community norms. Several communities in California, working with local law enforcement officials, have substantially reduced sales to minors by conducting "sting" operations at local alcohol outlets.

Policies that affect the pricing of alcoholic beverages can reduce adolescent use, for young people tend to be very price-sensitive. Even modest increases in excise taxes have been found to have at least as great an effect on adolescent drinking as increases in the legal drinking age (Grossman et al., 1987).

Community activity against advertising has focused primarily on billboards that target low-income, minority communities. In New York City and Dallas, billboards have been painted over in protest. In Wayne County,

Michigan, community leaders targeted a particular billboard advertiser and sent a letter insisting that the offending billboards be removed. The letter listed ways that the community would respond if the demand was not heeded, including encouraging every community organization to boycott the advertised products, picketing the company's facilities, and publicizing the issue throughout the media. Within 1 month of this coordinated campaign, every billboard was removed (McMahon & Taylor, 1990).

School policies. On one hand, schools are self-contained environments that have a significant influence on students simply because they spend so much time at school among their peers. On the other hand, schools do not exist in isolation and must be integrated into the larger community. These facts have particular significance for establishing school policies.

Especially important to the successful development and implementation of school policies are clarity, consistency, and coordination. There should be a strong "no use," message combined with an emphasis on health promotion. It is important to design ways of making the policy known throughout the school and community, including periodic updates. There should also be a clear rationale for school policies, including a statement of philosophy and goals. Policies must be consistent within the school itself and between the school and the community, emphasizing the importance of school and community members working together to coordinate school and community policies. Policy should be supported by clear and appropriate consequences for using alcohol or other drugs on campus and at school-sponsored functions off campus. It is important to coordinate the implementation of consequences with parents and others in the community.

How might a school policy regarding alcohol and other drug use address risk and protective factors? One example might be a policy to encourage peer norms favoring nonuse of alcohol and other drugs. Through an emphasis on drug-free social and sports events, continually reinforced by effective policy enforcement and anti-drug messages, the school administration can encourage students to reject drug-using peer groups and negative peer influences. For example, alcohol-free and other drug-free parties, including elaborate graduation night events, have been carried out in school districts throughout the country. The impact of the policy should be periodically assessed through anonymous assessments of students' attitudes.

Establishing a policy subcommittee. Members of the Seed task force should recruit people who are willing and able to work in a highly collaborative way with others. They will need to develop a broad range of skills, including organizing, political advocacy, writing, legal, and negotiation skills.

Members might include representatives of local service agencies, parents, educators, religious leaders, and health and media professionals. Youth participation is particularly important in this element. Beyond its own membership, the subcommittee should involve as many participants as possible in the assessment and policymaking process and should minimize competition between the task force and existing groups. If, for example, a grassroots group has taken action to eliminate crack houses in a particular neighborhood, representatives of that group might be invited to join to address specific aspects of community policy related to their experience. This will help to build bridges within the community, mobilize and gain the support of a greater percentage of the community, and facilitate access to information about what is already being done and what further needs the community might have.

For training and technical assistance in developing and implementing school policy change, contact the American Council for Drug Education, 204 Monroe Street, Suite 110, Rockville, MD 20850 (301–294–0600). A leading resource for alcohol-related policy information and initiatives is the Center for Science in the Public Interest, 1501 16th Street NW., Washington, DC 20036 (202–332–9110). An approach to prevention policy development appropriate for many settings, including schools, has been developed by the Marin Institute of San Rafael, California. Two tiers of training are currently offered twice each year through the University of California at San Diego Extension Programs: a 2-day introductory curriculum and a 4-day followup residential program, including advanced skills building, community organization and media advocacy. Tailoring of this training for individual communities is also possible. Contact James Mosher, Ph.D., Marin Institute, 1040 B Street, Suite 300, San Rafael, CA 94901 (415–456–5692).

Media Mobilization

The communications media are in a particularly strong position to provide visibility and to create a favorable environment for any comprehensive strategy focusing on changing high-risk behaviors. In addition, effective media mobilization can complement and support all the other elements of a comprehensive risk-reduction campaign. Enlisting the media as advocates for prevention means working closely with media representatives to spread the word about innovative approaches to reducing problem behaviors and the accomplishments of the Weed and Seed task force. In this way the media can be used to heighten awareness, activate community support, and participate in prevention activities. Further, this approach can influence widespread changes in community attitudes, norms, and values. Media mobilization has much in common with the community and school drug use policy element, and these two strategies can complement each other.

This media mobilization approach is based on the premise that the community as a whole needs to be educated about ways to deal with and prevent adolescent problem behaviors. Increasingly, single-focused, one-shot prevention efforts are recognized as an inadequate response to complex problems. Similarly, a single-focus media campaign with a message like "We say 'No' to drugs" is not enough. The Weed and Seed steering committee and task force should develop lasting prevention strategies with the media as a key building block.

Age or developmental level and situation. All levels of the community and all ages.

Problems/risk factors addressed. Favorable community attitudes. Media efforts can also target specific risk factors addressed by other program strategies being adopted by the community.

Protective factors addressed. Community bonding; clear standards against high-risk behavior; opportunities for community involvement; and recognition of positive behaviors, activities, and accomplishments.

This strategy highlights effective approaches to working with local media. It demonstrates a two-way exchange of information and support. First, the Weed and Seed steering committee should work with and educate the media about prevention to create a communitywide climate of advocacy for community change. Second, the media receive opportunities from the steering committee to obtain stories, features, and other forms of coverage of a topic with a broad audience appeal.

This process begins with learning to assess your community's media environment and becoming well-informed about ways to work with the media.

Some assert that the mass media are potentially harmful to public health—through the advertising of alcoholic beverages and cigarettes, but also through the programming and stories that glamorize behaviors like smoking, drinking, and violence. Yet, many media outlets are also allies of public health advocates and have great potential to promote health and well-being. The purpose of this media mobilization strategy is to make the most of the media's power to raise awareness and promote the positive benefits of healthy behavior choices.

The media can be helpful in a variety of ways:

- Supporting traditional messages that high-risk behaviors are harmful.
- Communicating the values and standards of the community.
- Providing general information about issues, problems, and solutions, centering on the risk-focused approach and the social development strategy, presented in easily understandable terms.
- Creating support for action plans and lending credibility to the process.
- Increasing the demand for change and action, and stimulating the allocation of resources to deal with adolescent problems.
- Recognizing people and effective prevention programs in the community.
- Offering examples of positive behaviors and role models.

A major study of mass media campaigns to prevent preteen and adolescent substance abuse problems (Winsten & DeJong, 1989) concluded that successful media campaigns have numerous elements in common. These include:

- A long-term perspective—campaigns lasting a year or more have a greater likelihood of success.
- Specific efforts to address issues of broad public concern.
- Carefully tested messages before widespread distribution.
- Clearly identified target audiences.
- Messages that build on the audience's current level of knowledge.
- A media plan that guarantees the target audience's exposure to the campaign.
- Use of research.

Media advocacy in this approach for Weed and Seed communities builds on current knowledge about the role of mass media in public health campaigns. One conclusion is that the media alone do not create lasting changes in behavior. But, when used as part of a campaign that combines some of the strategies described earlier in this chapter—grassroots organizing, the direct involvement of health and human service professionals, educators, and volunteers—the media can be a strong contributor to a successful campaign and they should be considered a valuable partner of the Weed and Seed task force.

Advantages of different types of mass media. Television, radio, newspapers, and magazines have different strengths. Television offers the widest potential audience, and its visual element makes emotional appeals possible. Television also provides different formats for getting the message across (public service announcements, news and interview shows, and features). It is the best medium for reaching high-risk audiences.

Radio has a wide variety of formats and outlets that allow for more specific audience targeting. Although radio may

reach a smaller audience than television, it may reach audiences that would not get the information any other way. Teens and older citizens listen to a lot of radio, making it a good medium for reaching those two demographic groups. Radio is also inexpensive compared to television.

The print media can convey messages in more depth than the broadcast media are able to do, although they have a small audience when compared to radio and television. Newspapers have the largest print audience, although newspaper information has a short life when compared with that of other publications. Magazine audiences are more narrowly targeted than newspapers, but they are more likely to reread or clip articles.

Establishing a media subcommittee. Assigning responsibility for the project's media efforts is the first step. People on the task force should be well-organized, articulate, energetic, creative, outgoing, and able to handle deadlines and work under pressure. The subcommittee should be culturally diverse and include people who know the community, who are good communicators, and who have good writing or presentation skills. It will be the responsibility of this subcommittee to develop the media plan, including plans for educating the media as well as decisions about which type of medium to use for which elements of the campaign.

Training and technical assistance. Members of the media subcommittee should become well-informed and skillful media advocates who are able to work collegially with local media representatives and knowledgeable about ways to convey a wide variety of messages about the Weed and Seed project. Subcommittee members should also have the tools to educate the media about the project and about risk-reduction strategies consistent with the social development strategy. Technical assistance throughout the project could be invaluable in selecting the most effective media approaches, critiquing news releases, and developing video materials. The Federal Office of Substance Abuse Prevention provides training on media campaign development for substance abuse prevention campaigns. For more information, contact Robert Denniston, Division of Community Programs, Office of Substance Abuse Prevention, 5600 Fishers Lane, Rockwall II, Room 9C03, Rockville, MD 20857. For training in media advocacy and planning, contact Pat Chappell, DRP, 130 Nickerson, Suite 107, Seattle, WA 98109.

Early Interventions

Family Focus

Parent Training

What can parents do when a child first becomes involved with delinquency or drugs? Should they seek treatment? Parents can lecture their child. They can close their eyes and hope it's just a normal part of growing up. But rarely can they find specific information and skills that will help them to reduce the risk that their child will develop serious problems. A variety of resources and strategies are available to deal with youth in the early stages of drug use, delinquency, and similar problem behaviors. School-based student assistance programs, counseling, probation, and alcohol and drug information are common responses when young people have begun to use alcohol and other drugs or violate school rules or community laws. Yet almost none of these programs involves parents.

Directed at parents whose children have already begun to have problems, the two approaches described here teach family management skills that can be pivotal in helping families regain control of their children's behavior. These programs include sessions on how to express anger appropriately, resolve conflicts, set clear limits, monitor behavior, involve children in family management in meaningful ways, and encourage children's friendships with prosocial peers who do not engage in high-risk behaviors. Both programs are designed for use in groups rather than individual families.

Age or developmental level or situation. Parents of children who have been assessed as being in need of early intervention rather than counseling or treatment. Typically, these children are likely to be 12–16 years old.

Risk factors addressed. Poor family management problems, parental attitudes favorable toward drugs and crime, parental involvement in crime and drugs, friends who engage in the problem behavior, antisocial behavior in early adolescence, alienation, and rebelliousness.

Protective factors addressed. Bonding between parents and children, opportunities to learn skills to resist peer influences, and clear family standards against problem behaviors.

The programs described here focus on the family and ways to strengthen the role of parents. The purpose is to empower parents to make a significant difference in their children's lives. The programs are based on the assumption that parent involvement can be a key to effective early intervention and that although parental behavior can contribute to a child's risk of problem behavior, positive and directed parental leadership can be one of the strongest protective factors.

Many parents will come to this type of a program in some degree of family crisis. May will feel helpless and discouraged. Yet, the use of the social development strategy in the programs described here offer clear guidelines for parent action. Parents can:

- Counteract the effects of a negative peer group by helping to involve their children in positive peer-oriented activities.
- Avoid punitive family management practices while exercising clear authority to set and enforce family standards for behavior.
- Strengthen family bonding by involving children in positive family activities and problem solving.
- Take charge at a time when relinquishing any attempt at control or parental authority may seem like the only option.

The Adolescent Transitions Program is a 12-session course for parents that teaches a variety of parenting skills such as communication, setting limits, problem solving, and behavior contracting. Return of the Drug Free Years, also a 12-session program, focuses on establishing and maintaining a clear family position on behavior and following through with appropriate supervision.

Both programs are educational, not therapeutic. Both can be used by parents of children whose problem behaviors have only recently begun and who are not yet at a stage requiring incarceration or treatment. They are distinct from other approaches to dealing with delinquent or drug-involved youth because they empower the family to take control of the situation and prevent it from getting worse. Rather than removing the child from the home for residential treatment or correctional punishment, these programs offer parents a way to heed the warning signal of early involvement and take specific action.

These programs also assume there is a foundation of parental concern and involvement and some degree of family stability. These programs are not designed to help families resolve intensive marital discord or family conflict, nor do they address issues such as psychological and physical abuse of family members. Rather, they offer specific tools and skills that any parents, regardless of education or economic status, can use to exercise leadership in a challenging situation.

The Adolescent Transitions Program is based on 20 years of research and clinical experience at the Oregon Social Learning Center in Eugene, Oregon. These parent training programs have demonstrated reductions in conduct problems, diminished depression, and increased positive parent-child interactions.

Return of the Drug Free Years is a 12-session program that offers opportunities for parents to develop specific skills, discuss mutual concerns, and support each other. Parents and their children attend all 12 sessions. Sometimes they participate in a group together; sometimes they attend separate sessions. Both programs maintain a strong focus on developing specific skills that can help parents achieve more effective family management. The Adolescent Transitions Program emphasizes a behavior management approach with extensive training in skills for achieving and maintaining behavior change. Return of the Drug Free Years emphasizes the importance of strengthening family bonding as part of the process and includes training in skills focused on this goal.

Training and technical assistance. The Seed subcommittee in charge of this program implementation should include community members who have experience working with troubled families, especially those in which children have already initiated delinquent and drug-abusing behaviors. For training and technical assistance in the Adolescent Transitions Program, contact the Oregon Social Learning Center, 207 East Fifth, Suite 202, Eugene, OR 97401. For information on Return of the Drug Free Years, contact Developmental Research and Programs, Inc., 130 Nickerson, Suite 107, Seattle, WA 98109.

Family Therapy

Families with children who are already involved with drug abuse and delinquent behaviors and who are experiencing high levels of family conflict require a more intensive intervention than the parent training programs just described. Although the promising approaches described here involve families working closely with a single therapist, they are unlike traditional approaches to family therapy in that they follow a specific, time-limited format, with a clear design that remains consistent across families.

Different approaches are effective for different types of troubled families. In some cases, maintaining the family may be impossible. At this end of the continuum of family problems, families may be dysfunctional or near collapse. At the other end are families that are more stable and less desperate, in need of new skills and information, and able to reduce family problems after learning those new skills.

Family therapy focuses on troubled families that are in between those two extremes.

When should a community choose family therapy for its high-risk families? Families in extreme conflict will be less able to benefit from the early intervention parent training approaches described above. For these families the more individualized approach of family therapy would be more appropriate. When children are compulsive users or serious delinquents they are at a point where treatment and/or incarceration is required. Family therapy is more likely to be effective at earlier stages of drug abuse and delinquency, before a child is heavily involved. However, it can also be helpful as an adjunct to other forms of intervention or treatment and should not be excluded just

because something else may be being attempted at the same time.

Age or developmental level or situation. Families who are having problems beyond the scope of early intervention parent training. Children at this stage can be anywhere from 12–18 years of age.

Risk factors addressed. Family management problems, antisocial behavior in early adolescence, alienation and rebelliousness, early initiation of the problem behavior, favorable attitudes toward the problem behavior, parental attitudes, and involvement in crime and drugs.

Protective factors addressed. Bonding between parents and children, developmentally appropriate opportunities for involvement in the family, and clear family standards for behavior.

Structural family therapy deals with adolescents' needs for more independence and autonomy. Rather than viewing the adolescent as pathological, it helps parents work out ways to give adolescents appropriate decisionmaking roles in the family. By providing parents with effective leadership and family management skills, it helps them channel adolescents' needs for independence in healthy, positive directions that support family bonding.

Research evidence has shown that family therapy is among the most promising approaches to early intervention and reduction of drug abuse, delinquency, and related problems. The two recommended programs, Functional Family Therapy and Brief Strategic Family Therapy both focus on the family as a system and on the interrelationships and behavior patterns of all family members. Each program has unique characteristics that may make one more appropriate for a community than the other.

Functional Family Therapy. This program has been found to be more effective in improving family interaction and conflict for adolescent status offenders and their siblings than a variety of other approaches, including both individual therapy and group home placement (Alexander, 1986). This method also has had a positive impact on the recidivism rates of juvenile offenders and the future delinquency of their younger siblings and has been used in rural communities with success.

Brief Strategic Family Therapy. This program has been selected by a national panel of the Coalition of Spanish Speaking Mental Health Organizations as an outstanding family intervention approach for Hispanic youth at high risk of delinquency. This program has also worked well when just one family member was actively involved who was then able to affect the entire family system.

Training and technical assistance. Subcommittee members who have clinical therapeutic experience should be involved in making the decision about which of these program strategies to implement. Training is provided for clinical supervisors and therapists by each program developer. However, program administrators should also plan for attending overview sessions in order to provide continuing supervision in consultation with the program developers. For training in Functional Family Therapy, contact James Alexander, Ph.D., University of Utah Psychology Department, SBS 502, Salt Lake City, UT 84112. For training in Brief Strategic Family Therapy, contact Jose Szapocznik, Ph.D., 3380 Devon Road, Miami, FL 33133.

Preventing Relapse: An Approach to Treatment Interventions

The abuse of alcohol and other drugs is a major problem deeply rooted in our society and culture. According to estimates from the Alcohol, Drug Abuse, and Mental Health Administration, the combined costs of alcohol and other drug abuse in the United States exceed $197 billion every year in lost productivity, health care, law enforcement, and drug treatment. These are only the economic costs. Behind the monetary costs are ruined lives and devastated families.

All of us feel the effects even if we are not directly involved. The abuse of alcohol and other drugs has changed our communities and our way of life. Through our children, it is having an impact on our future. Children and youth are more vulnerable to problems associated with alcohol and drug abuse than any other group in society, and whole generations of young people have been affected.

After decades of experimenting with ways to reduce drug and alcohol problems, communities have found that no single strategy produces successful long-term results.

What Has Been Tried?

Supply reduction. Controlling the supply of illegal drugs through laws and law enforcement is a constantly growing effort in this country. Tougher drug laws have been passed in recent years, huge seizures of illegal drugs have been made, and increasing numbers of drug dealers have been convicted and jailed. These measures are important and necessary. Without them, the drug problem would be worse than it is, but these efforts have not eliminated drug abuse.

Stronger law enforcement alone does not solve the drug problem because it cannot control the demand for drugs, and in a large market with high demand, it cannot even bring about a degree of scarcity that would make illegal drugs prohibitively expensive. In such a market, suppliers

and dealers become so numerous that prices remain relatively low. From 1986 to 1989 Federal spending on drug enforcement more than doubled. At the same time, the street price for cocaine dropped from $100 to $75 a gram, according to U.S. Drug Enforcement Administration estimates.

The supply of drugs "cannot be eliminated," according to a 1984 major study of the U.S. drug problem (Polich, Ellickson, Reuter, & Kahan, 1984), as long as demand is strong. The authors noted that when the demand for drugs is great, neither the supply nor the cost of drugs is much affected when suppliers are shut down, because others soon fill the vacuum thus created. Even doubling enforcement, they say, would have little effect on retail prices.

Can We Reduce Demand?

Demand reduction. Increasingly, law enforcement authorities and policymakers recognize that the solution depends on reducing demand. Prevention activities described earlier in this chapter are one way to reduce demand. We have seen declines in the use of illegal drugs in recent years. The proportion of current users of illegal drugs in America declined 37 percent from 1985 to 1988, and the proportion of current users of cocaine dropped almost by half in that period (National Institute on Drug Abuse National Household Surveys). But these declines are primarily among people who use drugs infrequently, people who have a stake in society and in their own future well-being.

During the same period, usage rates increased among people who use drugs more frequently—compulsive users and addicts who have less investment in the future and who appear to be less influenced by the risk of greater enforcement (Office of National Drug Control Policy, 1990).

Another strategy for demand reduction. Treatment is another strategy to reduce demand among those with the most serious drug and alcohol problems. Treatment is necessary and important, but it comes at a point where considerable damage has already been done to the user, people around the user, and society. Research on treatment programs has shown that virtually all addicts and alcoholics who wish to stop using can succeed in doing so. Most studies show that treatment progress of all modalities—residential, outpatient, drug-free, and pharmacological treatments—are doing a good job of stopping alcohol and other drug use while people are in treatment. A significant number of them do not remain drug free. About two-thirds of them return to drug use or relapse (although they do not necessarily return to addiction) within less than a year of treatment (U.S. Surgeon General, 1988). Maintaining abstinence and avoiding relapse poses a great overall challenge.

Comprehensive community treatment programs should and do offer a wide range of services from residential, inpatient, outpatient, methadone maintenance, counseling, and aftercare programs to education, guided group interaction, and support groups.

But given the high rates of relapse generally, even for programs that have demonstrated to be more effective, how can we design more effective treatment programs? Just as research has identified factors that increase the likelihood that adolescents will develop problems with substance abuse, factors can be isolated that increase the likelihood of relapse. Relapses can be prevented and periods of relapse shortened by addressing these risk factors for relapse. So, one implication for designing effective treatment programs is to examine these factors that are associated with a higher incidence of relapse and design interventions to reduce or buffer these factors (Surgeon General, 1988; Catalano et al., 1989, 1991).

Relapse has been variously defined as daily drug use for a specified period, as return to drug use at or above pretreatment levels, as a consequence of drug use such as readmission for treatment, or as a return to dependence.

Research has directly linked drug use with offending and patterns of reoffending or recidivism. Drug use prior to adjudication and during the post residential period has been associated with recidivism. In addition, drug use has often been associated with high rates of offending and violent offenses, and drug-using delinquents and criminals are responsible for a disproportionate amount of crimes. Frequent drug use among offenders occurs more often than among the general population. It is likely that it will be discovered that relapse rates are higher among criminal populations.

Predictors of Relapse After Treatment

Factors associated with relapse are divided into three groups: background or pretreatment factors such as demographics, criminal history, and levels of use or psychiatric characteristics; during-treatment factors such as length of treatment, treatment procedures, and adjustment to treatment; and posttreatment factors associated with the posttreatment environment such as life circumstances and psychological states.

Evidence from a number of sources suggests that posttreatment experiences are particularly important in preventing relapse. Generally, pretreatment factors have accounted for 10 to 20 percent of relapses, during-treatment factors account for 15 to 18 percent, and posttreatment experiences account for approximately 50 percent of relapses.

Research also indicates that predictors of relapse are not necessarily the same for adolescents and adults. In

fact, for adolescents the research is not nearly as well developed. This should be of concern to communities since there are considerable resources being allocated to adolescent treatment programs, but not much work has been done evaluating the effectiveness of those programs.

Pretreatment Factors

Pretreatment factors are relatively fixed characteristics. There is little that programs can do to change these factors in order to reduce relapse. These factors may be useful in identifying individuals at higher risk of relapse. However, research has not been able to identify which characteristics can accurately predict who will relapse. Pretreatment factors such as age, race, socioeconomic status, severity of use, or mental health can heighten an individual's vulnerability to relapse.

Demographic characteristics. The research has been contradictory with regard to age or race as a predictor of adolescent relapse. However, age has been found to consistently relate to recidivism. The younger a youth at the time of a first conviction, the more likely he or she is to be reconvicted. Gender and socioeconomic status are also consistent predictors of recidivism. Being female decreases, and low socioeconomic status increases the likelihood of reconviction.

Personal characteristics. Many studies have examined personal characteristics such as intelligence, personality, and interpersonal functioning as predictors of recidivism. Low IQ is associated with reconviction. A large discrepancy between verbal and performance IQ scores is related to recidivism. Personality factors associated with recidivism include impulsivity, poor social adjustment before arrest, projected hostility, suspiciousness, and social nonconformity.

Some of these personality characteristics may be viewed as underlying traits that are less likely to change with intervention. Other characteristics that reflect the youth's interpersonal style may be amenable to change through skill training. These include poor social adjustment, aggressiveness, and lack of empathy. Cognitive skill training has been effective in reducing impulsiveness and aggressiveness.

Criminal history. The existence and extent of a criminal background have been associated with a greater risk of relapse for adults as well as adolescents. For juvenile offenders, if the crime committed is a felony or status offense, rather than a misdemeanor, they are more likely to reoffend.

Education. Those adolescents who experience academic failure, who are not enrolled in school, or who have little involvement in education are at higher risk of relapse. A history of poor school behavior and truancy are also related to repeated offense behavior, and recidivists demonstrate lower levels of pretreatment school achievement than do nonrecidivists. Delinquent youth returning to the community who have a history of school problems are at particularly high risk to reoffend. This suggests that school factors are particularly important predictors of recidivism, and aftercare programs should include attention to academic assessment, appropriate school placement, and assistance in academic performance and in changing negative attitudes about school.

Severity of use/dependence. Particularly for drugs other than alcohol, the greater the dependence or extent of use, the greater the chance that relapse will occur.

Occupational and family instability. Those who fail to hold down a job or who have an unstable family situation are more likely to relapse. The pretreatment family environment of juvenile offenders is related to the likelihood of being reconvicted of crimes. Family variables related to recidivism include the general quality of home conditions, a negative atmosphere in the home, parent criminality, and the presence of delinquent siblings in the home.

Important targets of aftercare services are also suggested by some of these pretreatment factors. Programs that provide training in social and self-control skills; help youth take personal responsibility for their actions; address drug use, school problems, and family problems; and help build social peer groups and discourage a return to delinquent associations have promise for reducing continued crime.

During-Treatment Factors

Factors measured during treatment such as length of treatment, treatment procedures, and adjustment to treatment are thought to influence whether or not relapse will occur after treatment.

Time in treatment. Those who receive treatment for less than 3 months are at greater risk of relapse. However, motivation may be a confounding factor in this research. It may be that those who are more motivated do better in general. Young people who remain in treatment at least 3 months are at lower risk of relapse than those who leave treatment prior to 3 months. This holds true for juvenile offenders as well. Recidivists tended to be incarcerated for longer lengths of time.

Drug use/crime during treatment. Those who continue to use or who engage in criminal activities during the treatment period are at higher risk for relapse. Juvenile delinquents who have fewer disciplinary incidents while incarcerated and who do not belong to youth gangs while institutionalized are at a decreased risk of relapse.

Negative expectations of outcome. People who have positive expectations of the treatment experience, think it's going to be good to be drug free, and have less positive experiences with the effects of drugs are less likely to

relapse after treatment. Juvenile offenders are also more successful when they have positive expectations about their chances for parole success. Youth's own predictions of their chances of parole success are useful in predicting success.

Voluntary versus mandatory treatment entry. Mandatory treatment is often associated with legal situations that keep people in treatment but not necessarily off drugs. Mandated treatment may ensure that they will not drop out of the treatment program, but those who enter a program voluntarily seem to be at reduced risk for posttreatment relapse. Even the perception that they have made the choice themselves can help reduce the risk of relapse for some adolescents.

Characteristics of the treatment staff. In situations where the treatment staff lacks experience or does not use practical problem solving techniques, adolescents may develop a low regard for staff opinions and may therefore be at increased risk of relapse.

Lack of special services. Group home programs based on behavioral principles appear to be more successful than other group home programs in reducing drug use during treatment; however, additional services appear to be needed to maintain these reductions following treatment. The provision of special services such as school, recreational, vocational, and contraceptive counseling services appears to reduce adolescents' risk of relapse during treatment.

Noninvolvement of parents. When parents are not involved in the treatment process, adolescents are at higher risk for relapse. In addition, the involvement of both parents in the process reduces problem behaviors during treatment and increases the possibility for an adolescent completing the course of treatment.

Posttreatment Factors

Posttreatment factors are those associated with the client's posttreatment environment, behavior, or internal state.

Family (drug use, conflict, low support for abstinence, low bonding). Treated abusers who return to families with drug-using family members, with marital conflict or conflict between parents and children, where abstinence is not supported, and where family cohesion is low, are at greater risk of relapse. Parents who are willing to have their delinquent child return home decrease the risk of that child's recidivism.

Peer (drug use, pressure to use, low support for abstinence). Drug use by friends or coworkers, the social pressure to use drugs, and having few friends who support staying sober make relapse after treatment more likely. Having nondelinquent friends and associates in the post-treatment environment is an important predictor of post-treatment success for juvenile offenders.

Isolation. In studies on heroin, cocaine, and polydrug abuse, those clients who have small social networks and who may be going to work or school but avoid any social interaction are at elevated risk of a relapse.

Lack of involvement in productive activities. Lack of involvement in productive activities, including work and school, and an inability to handle the demands of working and establishing social contacts place adolescents at a higher risk of relapse for drug abuse and recidivism.

Lack of active leisure. Becoming involved in active participatory leisure activities (not watching TV or just talking) with nonusing family members and friends is associated with lower relapse rates.

Negative emotional states (depression, anger, anxiety). When these symptoms are present there is a higher risk of relapse. Twenty-five to 33 percent of all posttreatment relapse incidents occur in situations where these emotional states are present.

Negative physical states (pain, physical discomfort, drug cravings). When these symptoms are present there is a higher risk of relapse. Posttreatment relapse incidents occur in situations where these physical conditions are present. Thoughts and cravings about drugs and drug use are associated with relapse. After a relapse has occurred, these feelings seems to rise sharply for relapsers.

Skill deficits (social skills, coping skills, drug refusal/avoidance skills). Deficiencies in skills to refuse or avoid high-risk situations can increase the risk of relapse. In addition, the inability to cope with stress or anger and an inability to successfully resolve conflicts have all been associated with higher rates of relapse.

Negative life events. Major sources of stress such as divorce, death, major illness, family upheaval, and loss of employment are related to higher rates of relapse.

Lack of ancillary services (financial, residential, vocational counseling). Lack of access to adequate financial resources, a place to live, and employment or vocational counseling and training are related to higher rates of relapse.

While more research has been completed on posttreatment relapse factors with adults, these findings are likely to apply to adolescents as well. It will be necessary to focus more research on posttreatment if we are to discover and address these potentially important factors.

Implications for Treatment and Aftercare Strategies

What are the implications of this for treatment and aftercare interventions? Despite gains made during treatment, many offenders and those with serious drug problems return to lives of drug abuse and crime. Several areas of the

treatment and posttreatment environments are implicated in this return to problem behavior. These include factors in the individual, peer group, family, school, and community. Because both adults and juveniles had multiple problems in different areas of their lives before they were adjudicated or entered treatment such as school and employment failure, impulsivity, low social maturity, and drug use we can expect that many of these problems will still exist in their posttreatment environments. Several fixed pretreatment characteristics are associated with relapse and recidivism. These include committing offense, number of previous convictions (and other early problem behavior), gender, low socioeconomic status, low IQ, and parent and sibling criminality. While these last factors may be used as selection criteria for special or intensive intervention during the treatment phase, what is needed is a comprehensive approach to rehabilitation that addresses the during-treatment factors during residential treatment, as well as posttreatment factors in the community environment in which offenders will reside.

Treatment principles. The following principles should be used in developing any treatment strategies:

- Focus on reducing known relapse factors: To reduce posttreatment relapse the most promising approach is to address the factors associated with relapse.
- Focus on posttreatment relapse factors: Most of posttreatment relapse is related to posttreatment relapse factors. Therefore, treatment and aftercare strategies should focus on reducing or buffering those relapse factors.
- Motivate clients to participate in treatment and aftercare programs: Since relapse and dropout rates are high, strategies must focus on ways to motivate clients to participate and complete the course of treatment and aftercare.
- Include comprehensive services: Relapse factors have been found in multiple domains. Characteristics of the individual, the family, the peer group, and the environment have been implicated. To be effective, treatment and aftercare must be comprehensive and address multiple domains to be effective in maintaining sobriety. Addressing only one area leaves other influences operating.

Promising Approaches To Reducing Relapse

Promising Strategies for Relapse Prevention

Approaches to relapse prevention have traditionally fallen into three areas. "Booster sessions" have been provided to strengthen and maintain gains made in treatment. The addition of components to standard treatment regimens is another common approach to preventing relapse. Finally, promulgation of the view that treatment must necessarily be lifelong, espoused by groups such as Alcoholics Anonymous and Narcotics Anonymous, has been a reaction to high rates of relapse following treatment. In the past decade, relapse prevention interventions increasingly have addressed factors known to predict relapse that can be manipulated (Catalano and Hawkins, 1985; Catalano, Wells, Howard, and Hawkins, in press; Hawkins and Catalano, 1985; Marlatt and Gordon, 1985; Tucker et al., 1985). These approaches to relapse prevention assume that to reduce the risk of relapse one must increase those factors that are negatively associated with relapse and decrease those factors that are positively associated with relapse. These approaches have led to the development of a number of techniques that hold promise for prevention of posttreatment relapse to those substances for which a demonstrated relationship exists between the particular factor and relapse.

Assessment of Relapse Potential

As described above, there are a number of relapse factors to address that can affect whether an individual will be successful in maintaining sobriety. It can be difficult, if not impossible, to design programs and interventions that will effectively address all 27 relapse factors for adolescents and adults. One potential strategy for creating programs without exhausting resources is to first assess individuals for these predictors for relapse to determine which treatment may be most useful with each individual. For example, those with poor coping and refusal skills may require skills training during treatment. Those with family conflict and drug use in the family may require special family therapy. It will be especially important to assess psychiatric impairment after detoxication is completed. In outpatient programs, it will be necessary to assess drug use during treatment.

Motivational Therapy

To address the relapse factor of negative expectations of outcome, it is necessary to maintain the individual's perceived sense of choice in treatment and the feeling that they can make it without drugs. George DeLeon, working with adult treatment clients in New York, and Jose Szapocznik, working with Hispanic youth and their families, have developed techniques for engaging and holding participants and have increased rates of treatment completions (DeLeon, 1984; Szapocznik et al., 1988). In the area of youth treatment, working with wilderness programs and physical exertion techniques has created tight-knit motivated groups that can support sobriety.

Psychotherapy for Dually Diagnosed

Work with adult narcotic addicts by Tom McClellan and George Woody has demonstrated that those individuals with psychiatric symptoms had better outcomes when drug treatment was coupled with psychotherapy (McClellan, Woody et al., 1983).

Criminal History

Criminal history has been consistently related to relapse, requiring specific strategies to deal with this relapse factor. For example, some aggressive delinquents have benefitted from a skills training approach that targets impulse control and problem solving.

Family Involvement

Including spouses and other family members in treatment programs has demonstrated effectiveness in alcohol and other drug treatment. For example, structural family therapy used with methadone clients has significantly reduced incidents of relapse.

Parental Involvement

Programs for parents of adolescents in treatment have also demonstrated success in addressing adolescent relapse; however, it is first necessary to assess whether or not parents can be constructively involved. If an adolescent has not lived with the parents for several years or if parents are active abusers, they are less likely to be positive elements in a treatment plan.

Structural Family Therapy

Structural family therapy combined with behavioral family therapy has shown the most promise once parents are engaged in the process. Jim Alexander has worked successfully with delinquents, combining an analysis of family members' behavior patterns with restructuring relationships to create more productive situations.

Skills Training

The evidence reviewed earlier suggests the promise of training to assist chemically dependent individuals to develop the skills needed to cope with situations that put them at high risk of relapse. They advocate training to recognize decisions leading to relapse; to identify and cope with personal high-risk relapse situations; to practice behaviors that increase perceptions of self-efficacy and control such as reading, relaxation, and meditation; or to cope with a slip or "abstinence violation." A variety of skills training techniques to increase social skills, stress coping skills, anger control skills, relapse prevention and coping skills, and drug refusal skills have been demonstrated. Skills are most effective when coupled with the motivation not to use drugs and when these approaches are used together.

Active Leisure Involvement

Active involvement in leisure time offers many advantages, including physical exertion, replacing high-risk behaviors with new activities, and building networks with nonabusers. For this strategy to be used successfully, several things need to be considered. Few individuals in treatment will be skilled in physical activity, or if they once were, they have not used these skills in some time. Skills to participate will need to be developed. Organized activities with routine schedules will be most successful as they allow for regular involvement and fewer unexpected surprises. Participants need to have a choice of activities—not everyone will like to do the same things. Informal organizations can serve as resource pools for new social acquaintances who are not dependent on drugs. They also can provide active recreational activities and contributory roles to fill leisure time.

Social Support for Abstinence

In addition to associating with recovering people, associations with family, nonusing peers, and self-help group members who are supportive of abstinence, are critical. Social support services can include services to families and existing social networks, the creation of new primary social support such as self-help groups or linkages with community volunteers, and supportive services provided by professional human service workers.

Efforts to assist family and network members of addicts and alcoholics have proliferated since the early 1970's. They include Al-Anon, Nar-Anon, Families Anonymous groups, and service-agency-based aftercare groups, as well as efforts focused on broader informal social networks.

Self-help groups such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) provide former substance abusers with a new social support network of people in like circumstances. In addition to AA and NA, some professional practitioners have created self-help aftercare groups to assist recovering addicts with community reintegration. In addition to self-help fellowship and group counseling, the group can provide housing assistance, as well as opportunities for voluntary community service for members.

Another approach to social support development in aftercare has been the mobilization and use of community volunteers. A volunteer sponsor program for skid row alcoholics was described by Fagan (1986). In this program, sponsor groups from churches were assigned to 97 alcoholics in a rehabilitation program consisting of an inhouse residency phase and a reentry phase. Sponsors were to assist with relocation and employment and to provide support.

Ongoing contact with professionals from the primary treatment program involves booster sessions of individual or group counseling, followup phone calls or letters from therapists, or followup visits by counselors to former clients in the community to review progress and problems.

Educational Strategies

Vocational interventions are provided to clients on the premise that involvement in productive roles will compete

with illicit behavior for ex-addicts' time, will provide rewards that reduce the reinforcing effect of drug use, and will provide a stake in conformity which ex-drug abusers will be reluctant to give up in order to return to illegal behaviors.

Perhaps the best researched vocational aftercare strategy for drug abusers is supported work involving close supervision, small work crews to facilitate peer support, graduated stress, and a wage structure tied to increasing productivity. The general failure of supported work to prevent a return to drug abuse while producing benefits in employment and reduced crime suggests that involvement in productive work roles following treatment may not be sufficient as a relapse prevention strategy for all clients.

While work is an important component of conventional life in the United States, the workplace itself may stimulate drug use though work-related stress, drug-using peers in the workplace, or boredom. This suggests that attention should be placed on the setting and characteristics of the job, as well as on simply attaining employment. Vocational programs that pair job training with treatment have demonstrated effectiveness in reducing relapse.

Remedial education for those adolescents or adults who have not graduated from high school is important to enhance their employment potential. In either vocational or remedial education, a style of instruction that motivates learners who have experienced failure is essential. These include:

- Proactive management of the classroom, where a teacher sets rules for classroom behavior from the first day of class.
- Effective teaching strategies—having a lesson-planning technique that prepares students for what they will learn by listing objectives.
- Cooperative learning teams—harness peer pressure for success and encourage help-giving among the students.

All techniques need to have extra reinforcement for learning built into the lessons. These might range from extra support from a teacher to a verbal or tangible reward system. Sylvan Learning Centers, for example, reward students with merchandise for attaining a certain competence level.

Aftercare Intervention

Individuals must have some continuing support after primary treatment has concluded. If lasting behavioral change is desired, it is not sufficient to treat drug abuse and delinquency only in residential facilities and then have offenders return to environments that earlier supported their problem behaviors. Evidence reviewed earlier suggests that it is possible to identify factors related to successful community reentry. Efforts to develop effective programs should address these factors.

Transition and aftercare services must provide new opportunities to become involved in conventional life. Often offenders must overcome personal and environmental barriers to such involvement because of past behavior that has limited their access to such involvement. In addition, new skills are often required to interact with others and become involved in conventional activities. Many lack these skills.

Finally, interventions must have elements that deal directly and quickly with relapse to drug use in a way that discourages its continuance and supports a return to abstinence. Given the high rates of relapse after treatment for addictive substances, the role of substance use in delinquent behavior, and the fact that a single use of alcohol or another drug need not necessarily lead to a full-blown relapse, it is important to provide training to prevent relapse situations and to deal with the single use in a way that reduces the likelihood that it will result in a return to frequent drug use.

Few programs and services, no matter how practical and theoretically sound, can be delivered effectively in an environment characterized by drug activity and violence. For this reason, prevention, intervention, and treatment in Weed and Seed communities must focus on reducing, buffering, or eliminating the risk factors that allow these problem behaviors to occur by increasing the factors that can protect against these problems.

Conclusion

The examples provided in this chapter illustrate a comprehensive approach for assessing risk and protective factors for problem behaviors in a community and for planning appropriate responses.

In examining virtually all problems, prevention and early intervention strategies generally may be more cost effective than treatment options. Nevertheless, treatment issues are important and necessary to address. Further, many people needing treatment are already involved with the juvenile justice and adult correctional systems. Linkages among probation, parole, and community corrections agencies with social services, mental health services, and prevention professionals will need to be maintained and strengthened.

Finally, prevention, intervention, and treatment strategies must involve residents, community leaders, religious leaders, the business community, volunteers, and other nontraditional participants in the design and delivery of services. With the leadership and commitment of local leaders, communities can take significant steps toward preventing the personal tragedy and social costs associated

with the rising levels of drug abuse, delinquency, dropping out of school, and teen pregnancy among our young people.

Resources

Many of the programs and research cited in this chapter can be found with more complete descriptions in the following publications:

Surgeon General's Report, "The Health Consequences of Smoking: Nicotine Addiction," Washington, D.C., U.S. Government Printing Office, 1988.

Communities That Care: Action for Drug-Abuse Prevention, J. David Hawkins, Richard F. Catalano, Jr. and Associates, Jossey-Bass Publishers, San Francisco, CA, 1992.

International Journal of the Addictions, 25(9A & 10A), "Evaluation of the Effectivenss of Adolescent Drug Abuse Treatment, Assessment of Risks for Relapse, and Promising Approaches for Relapse Prevention," Richard F. Catalano et al., 1085–1140, 1991.

Social Service Review, "Aftercare Services for Drug-Using Institutionalized Delinquents," Richard F. Catalano et al., University of Chicago, 1989.

Psychological Bulletin, "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Adulthood: Implications for Substance Abuse Prevention," J. David Hawkins, Richard F. Catalano et al., vol. 112, no.1, 1992.

Chapter 8
Neighborhood Restoration

Introduction

The fourth major component of Weed and Seed is revitalizing high-crime neighborhoods using coordinated local, State, and Federal strategies. The process of neighborhood restoration is complex. Neighborhood restoration implies long-term physical, economic, and social changes in targeted neighborhoods.

In its simplest terms, restoration means improving physical and social conditions in a given area. A neighborhood, however, is linked to larger social and governmental organizations that use and regulate all aspects of this market.

Changes in population, economic conditions, social attitudes, physical conditions, and business patterns all affect neighborhoods in complex ways. As a result, neighborhood restoration requires a knowledge of urban planning and redevelopment that is beyond the scope of this manual. Weed and Seed is a *process* intended to stabilize the community and use the committee's collaborative potential to *promote* restoration. This can best be accomplished by joining Weed and Seed law enforcement and prevention strategies with the local planning process. This partnership augments the effectiveness of Weed and Seed restoration efforts.

Chapter 4 describes early Weed and Seed program planning. The initial strategy, reflected in the goals and objectives, resulted from presenting needs and available resources. These tasks, once under way, should begin to provide a safer, more stable environment and establish a relationship with the community that promotes a positive atmosphere for restoration. Therefore, when the committee is addressing long-term restoration issues, it should not import into the targeted neighborhood solutions that only appear to address community needs. Neighborhood restoration is self-defining: the process originates from, and is sustained by, the actions and choices of those living and working within the neighborhood. The restoration process should reflect the needs of the entire community, not just the judgment of community representatives on the committee.

Context of Restoration

At one level, the reason neighborhoods decline is simple to understand. A neighborhood declines when the absolute number of people desiring to live in the neighborhood decreases over time. A neighborhood, however, is really a sub-market. It is part of a larger and more complex social, economic, and political marketplace. All sub-markets compete with one another. Those sub-markets that contain more attractive qualities create more demand and, therefore, more value. Families from other sub-markets who can afford higher property values move there. Normally, this is not a problem. In a stable neighborhood sub-market, families in similar socioeconomic circumstances replace those that leave because there is a demand for the homes.

The value of a neighborhood, however, is linked to larger market factors, including the availability of transportation, location of jobs, number of recreation facilities, quality of schools, availability of shopping, level of public and private investment, and other factors that create value. Shifts in this larger socioeconomic market create competition among sub-markets as they adjust to change. Changes in job location create new housing sub-markets that attract shopping, transportation, and schools. As a result of this competition, some neighborhoods are left behind. The neighborhood sub-market loses value; the neighborhood declines.

In a declining neighborhood, new residents have less income than those who left and are less able to maintain the housing stock, which is typically older. Therefore, the physical appearance declines, and the value decreases further. Rental housing increases, and landlords lose incentive to maintain units.

Previously, neighborhoods have been victims of the positive aspects of other sub-markets—those factors that *pull* residents from communities. Now, neighborhoods are beginning to manifest negative factors, those that *push* residents from communities. High crime, a perceived lack of police protection, abandoned housing, inaccessible shopping, troubled schools, withdrawal of municipal services, obsolete recreation, and other negative influences push those who can afford to leave to other sub-markets. The negative factors create a continued decrease in value. The value decreases until requirements of available financing cannot be met, resulting in the absence of institutional investment. This lowers demand even more. The reduced amount of available financing decreases the number of neighborhood businesses, creating more negative effects in the neighborhood; property values deline, and property tax delinquencies and vacancy rates increase. The neigh-

borhood becomes alienated from the rest of the socioeconomic market, and the community begins to incubate social problems.

A declining sub-market also negatively influences adjacent sub-markets. If adjacent neighborhoods do not have positive environmental factors to stabilize values, the negative influences nearby will erode values and threaten them in the same manner. This process will continue until the sub-markets stabilize.

Changes in larger socioeconomic markets, reduction of the suburban expansion, interest in historic preservation, increased gas costs, and other factors can reverse the process and suddenly increase values in an older, abandoned sub-market.

New changes in the larger market will destabilize sub-markets, create competition, and change values in the neighborhoods, leading them to stabilize again.

Private Sector Perspective

Financial decisions about investment in any neighborhood involve determinations of risk associated with the level and direction of values. Risk is based, in part, on evaluating the borrower's financial status, the structure's economic security, and general market conditions. A property's expected economic life and value must exceed the mortgage amount. If a property's economic life is questionable, the lender must shorten the mortgage term, thereby raising the cost of a loan. Consumers moving into a declining neighborhood have less income, and financial institution activity declines as the number of eligible borrowers decreases.

Because of these larger market forces affecting value, financial institution participation in restoration programs almost always requires a comprehensive approach to neighborhood restoration. Programs must stabilize the community, and the public sector must underwrite or share risk associated with lower value. Programs such as low-interest loans and tax incentives help reduce the gap between income and value. Some programs such as loan default guarantees help reduce risk even more.

In all cases, however, it is unrealistic to assume that private financial institutions will enthusiastically embrace *any* restoration plan, especially if that plan targets only a few of the issues that affect community value and demand.

Public Sector Perspective

Public sector responses to market changes can have a stabilizing or destabilizing effect on neighborhoods. Many times, a declining neighborhood is accompanied by a perceived or real withdrawal of municipal services and capital investment. With limited resources, municipal government may choose a preventive strategy of redirecting public improvements to communities affected by an adjacent declining section of town. Upgrading schools, improving parks, and increasing lighting will help stabilize marginal communities; however, municipal investment may be withdrawn from more troubled neighborhoods.

Given the reality of limited resources, Federal programs have in some cases been used as an attempt to stabilize declining neighborhoods. In the past, cities relied on Federal housing programs such as public housing to eliminate slums and replace them with standard housing. Cities often placed public housing in neighborhoods with the lowest value and greatest need. Public housing temporarily improved physical appearance; however, it also increased population density, the number of low-income families, and rates of crime while it reduced neighborhood ties. Accompanying reductions in the tax base by exempt housing and, in some cases, the presence of housing authority police, only caused further withdrawal of municipal services. The goal to improve the neighborhood resulted in further destabilization.

Other Federal programs emphasized physical condition and value as the central theme of program design. The Section 8 Neighborhood Strategy Area (NSA) program tried to stimulate restoration through targeted substantial rehabilitation and community development resources. The Community Development Block Grant (CDBG) program targets funds for slum clearance, housing rehabilitation, and other community improvements.

Although these programs, as well as many others, have improved targeted neighborhoods' physical conditions, none has ever been touted as a standalone vehicle for long-lasting comprehensive community restoration. Improvements in physical conditions alone do not directly increase values. Value is reduced as a result of lower demand. Physical conditions decline as value declines; physical conditions improve as demand and value increase.

Public-sponsored restoration efforts have worked best when restoration strategies have been comprehensive. Efforts include market-level strategies to increase demand, designation as a historic district, enterprise zones with tax incentives, and low-interest bond financing for targeted areas. These strategies have been combined with neighborhood directed improvements—rehabilitation, new street patterns, reduced crime, and new business development. Federal programs typically augment a local comprehensive plan. The Urban Development Action Grant (UDAG) program, for example, helped create numerous redevelopment areas by providing gap financing for new public-private commercial construction.

All comprehensive approaches to restoration share a common theme—increasing neighborhood value to attract people and business to increase demand and removing negative influences that push people and businesses out of the neighborhood.

Weed and Seed Perspective

Weed and Seed is designed to encourage a comprehensive approach. The first three elements—law enforcement; community policing; and prevention, intervention, and treatment—help stabilize the community. The program can begin to reduce alienation, crime, and many of the worst negative influences with multi-agency law enforcement and community policing assistance. Prevention, intervention, and treatment can help stabilize other negative social conditions within the targeted neighborhood. These initial efforts accompany a variety of local public and private strategies that target those negative factors in the community. In effect, Weed and Seed reestablishes and refocuses municipal services to the targeted neighborhood, which is a reversal of one symptom of decline.

Stabilization is the first phase of the program. This phase is accomplished through the development of goals and objectives outlined in chapter 4. These original goals and objectives, designed in response to the needs and resource survey, should begin to stabilize the targeted neighborhood.

The second phase of the program addresses restoration issues. Once community stabilization has begun, the committee can begin designing strategies that help increase community value by working on factors that bolster the targeted community's competitiveness: jobs, transportation, shopping, recreation, and other physical and social issues that affect quality of life.

Specific restoration goals and objectives may have to be amended *after* the program's first phase is under way. This adjustment is recommended because stabilization efforts may not work exactly as planned; restoration programs will not work in a high-crime neighborhood. Also, the value of any neighborhood is determined by the consumers who live there. Although the committee can identify basic restoration issues with help from the city planning office, specific details and timing should be codesigned with the neighborhood. For example, demolishing and reconstructing homes, if identified as a priority in the needs survey, may not be as important to the community as public-private financing to expand the local supermarket. Designing restoration out of pace with community expectations and values can hinder restoration and undermine stabilization efforts. Restoration designed without *any* resident participation can, in some cases, produce more negative influences within the community and unintentionally accelerate decline.

Planning Neighborhood Restoration

Neighborhood restoration consists of two basic components: stabilizing the neighborhood and promoting specific restoration strategies. Restoration strategies must comprehensively address all market factors required to stimulate restoration. The goals of the restoration strategy are to:

- Stabilize target neighborhoods by eliminating or reducing negative factors that adversely affect the quality of life, including crime and drug trafficking.
- Protect target neighborhoods from communitywide risk factors.
- Increase the value of target neighborhoods by improving physical conditions, rehabilitating housing, and improving housing demand.
- Restore amenities in target neighborhoods, including shopping, recreation, and transportation.
- Increase businesses and job opportunities in target neighborhoods and develop programs to increase income potential for residents through education, job training, and other strategies targeting unemployment.

The role of the Weed and Seed steering committee is to promote restoration plan development by enlisting professional help in the plan's design, targeting local resources, and soliciting Federal cooperation that will augment local plans.

For example, committee members could work with the State finance agency to provide low-interest new business loans to generate jobs for low-income residents. These loans could be combined with U.S. Department of Housing and Urban Development (HUD) Section 108 loan guarantees for acquiring real estate and rehabilitating business sites. The Small Business Administration (SBA) could help with startup training and mentoring programs and assist with the Section 8A minority business assistance program.

It will take time to obtain the necessary approvals for a collaborative program of this type within normal municipal and State planning processes. Developing these types of coordinated strategies requires the committee members' experience and relationships to achieve a successful plan in a reasonable amount of time. The committee members' ability to arrange meetings with appropriate decisionmakers in other agencies under the auspices of Weed and Seed can expedite the process.

The Weed and Seed steering committee should implement the target neighborhood restoration plan in the following five steps:

Step 1: Stabilizing the neighborhood.

Step 2: Adjusting the goals and objectives.

Step 3: Establishing the restoration work group.

Step 4: Managing the plan.

Step 5: Evaluating the restoration process.

Step 1: Stabilizing the Neighborhood

No restoration plan will work if negative conditions in the neighborhood continue to diminish the quality of life of

those who live and work there. The committee must deal with factors such as serious crime, drug trafficking, dirty streets, unclean lots, and vacant structures before promoting a specific restoration plan.

Step 1 begins with developing and implementing the original goals and objectives. Chapter 3 described a five-step procedure to identify specific neighborhood problems, allocate existing resources, and identify any gaps in available resources. These needs and resources, as described in chapter 4, were translated into goals and objectives with a schedule for implementation. The goals and objectives should be designed to address needs reflected in the survey, as well as those negative influences that are destabilizing the community. Implementing these goals and objectives begins the neighborhood stabilization process.

Some initial goals and objectives will deal with economic development issues. The examples discussed in chapter 4—increasing minority business ownership, reducing unemployment, and developing a business facade repair program, illustrate the types of programs that might be proposed. These original economic development goals become the basis of the more comprehensive restoration plan. All economic development goals take time to plan before they can be introduced. This approach allows time for other program components to begin stabilizing the community and forms the collaborative basis for more comprehensive restoration planning.

Step 2: Adjusting the Goals and Objectives

It is unlikely that original goals and objectives will result in stabilizing the neighborhood once they are initiated. The committee may experience some problems in the coordination and execution of Seed components, there may be missing components, or the community may present other important problems that are destabilizing the neighborhood.

The program director must adjust goals and objectives to accommodate these realities. If they are not addressed, the community may never stabilize and restoration will not occur. Chapter 4 describes a process for adjusting goals and managing program change. Program directors should monitor program implementation and work with the Weed and Seed committees to identify needed changes.

Step 3: Establishing the Restoration Work Group

Many current members of the steering committee can play a key role in assisting with community restoration plans. In some cases, the committee may already have appropriate membership to deal with complex restoration issues. In other cases, the committee may have to be expanded to plan effectively. The following are examples of the kinds of agencies needed to plan for restoration:

- City planning.
- Community development.
- City finance.
- Community reinvestment—local bank.
- Metropolitan planning commission.
- Metropolitan transportation authority.
- Federal Home Loan Bank.
- State development office.
- Small Business Administration.
- University urban affairs department.
- Local public housing authority.
- U.S. Department of Housing and Urban Development.
- Chamber of Commerce.
- Redevelopment authority.

Depending on local committee configuration and organization, restoration work groups can operate in different ways.

Full committee. Chapter 2, Organizing the Weed and Seed Steering Committee, recommended expanding committee membership in stages to coincide with pending committee work. As the program is implemented in step 1, the steering committee may want to consider adding members from the list above to begin work on the restoration plan. Developing the restoration plan at the steering committee level provides all committee members, especially those dealing with law enforcement, access to developing concepts. As members report progress on the plan, other members can make important contributions. The disadvantage is that development at the steering committee level requires more direct management by the U.S. Attorney, may take longer, and may divert too much attention from program management.

Working group. The committee can consider establishing a working group outside official steering committee functions. The steering committee could appoint a committee member, perhaps the mayor, to organize a working group to develop the restoration plan. The mayor would appoint a working chairperson, perhaps the city planning director, who would organize and manage plan development. The working group would issue a draft restoration plan to all committee members for comment. This type of organization could be managed more effectively, work could be completed more quickly, and results could increase the quality of the design. The disadvantage is that it limits nontechnical and community contributions. In addition, the more removed the working group is from the steering committee's ongoing work, the harder it is to incorporate approved plans into program management. As happens so often with plans of this type, they become reports that are never implemented by those who had little to do with the design.

Community policing. The community policing officers, once the program is under way, will know a great deal about community needs. In addition, they will have a direct ongoing relationship with most community residents. For these reasons, the steering committee should involve the community policing officers in developing the restoration plan. The advantage of involving these officers is that there would be more community involvement, and the plan would represent more of the community's needs. In addition, law enforcement issues would be accommodated, and transition from community stabilization to restoration would occur more smoothly. The disadvantage is that some community policing officers may feel neighborhood restoration is outside their organizational responsibility and experience. They may be reluctant to take responsibility in this area.

Step 4: Managing the Plan

No matter what organizational method the committee uses, the restoration plan must be incorporated into the Weed and Seed management plan. This requires converting strategies to goals, objectives, and tasks and incorporating them into the task-timeline. Task completion is then managed with all the other tasks. This subject is covered later in this chapter.

Step 5: Evaluating the Restoration Process

The committee must know if restoration goals and objectives are working. Many times, attitudinal indicators are not sufficient to determine if the neighborhood is stabilized and demand is increasing.

There are several core indicators the committee should monitor during program implementation. These indicators can be supplemented with data related to other local goals (e.g., number of local jobs created) designed to increase community quality of life. The core indicators are:

- **Property values.** The demand for housing increases as overall neighborhood quality improves. As demand increases, values increase.
- **Number of loans.** Increases in loans indicate higher incomes of applicants, improved physical conditions, 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. The permits should be analyzed closely because permits to convert single-family housing to a multifamily unit, for example, may not necessarily indicate improvement.
- **Property tax delinquency.** If delinquencies decrease, compared to overall trends, it indicates an increase in incomes and greater community commitment and confidence.
- **Household income.** Although difficult to measure, increases in household income have a direct relationship to neighborhood conditions.
- **Vacancy rates.** As the community improves, vacancy rates decline.
- **Level of homeownership.** Homeownership should increase as the neighborhood improves.

Attention to these core indicators helps guide program planning. The committee should consider programs designed to decrease vacancy rates, increase homeownership, increase property values, and increase household income. Planning these strategies, however, leads to a paradox—if the program is too successful, it may result in gentrification. On the other hand, if local job training and employment programs are successful, families with increased income may choose to leave.

It is important to remember that restoration programs cannot control the competitive market forces that overlay neighborhoods. The program can only strive to stabilize the community and increase the quality of life for those who live and work there.

Role of the Federal Government

The steering committee should use Federal resources to augment and amplify local restoration strategies. As mentioned previously, individual Federal programs operating as the lead program without comprehensive support have rarely resulted in long-term neighborhood improvement. Urban Homesteading, Urban Renewal, Model Cities, and Community Development Block Grants have only assisted in restoration when used in conjunction with comprehensive local redevelopment strategies. Even the highly successful UDAG program was used to augment multiple financing sources as final gap financing.

The committee should not design local restoration programs solely around the availability of Federal programs. Creative local programs should match targeted neighborhood needs. The committee should then seek Federal resources to leverage, amplify, and expand the local plan.

The committee should also avoid managing restoration planning to only respond to application requests for Federal funding and then try to determine if it would benefit the targeted neighborhood. The committee should design restoration strategies based on need, determine the best approach to Federal support, investigate program eligibility and availability, and then apply for support. As previously mentioned, committee membership can be very helpful in promoting and coordinating Federal assistance.

Appendix C contains Federal agencies' program descriptions for Weed and Seed projects and a catalog of selected major Federal programs that may benefit Weed and Seed

neighborhoods. These programs should be viewed as a starting point. Although there are several hundred Federal domestic programs, programs listed in appendix C cover most major Federal departments and summarize major programs that might assist in neighborhood restoration. The phone numbers provided should be used to determine appropriate field office contacts, seek answers to detailed questions concerning national policy, and request processing assistance.

Highlights—Federal Departments' Programs

The following highlights are a representative sample of commitments some Federal departments are making to Weed and Seed. The committee should refer to appendix C for more information and check funding availability.

Department of Justice

Department of Justice funds will help finance State and local law enforcement Weed and Seed activities in selected neighborhoods. The funds will come from the U.S. Attorney budgets and the Office of Justice Programs.

The U.S. Attorneys will coordinate the Federal approach, with associated funding directed primarily for enforcement and prosecution efforts. These funds will be used to pay police and prosecutors overtime and, in some instances, case-related expenses such as the purchase of information and evidence.

Funds from the Office of Justice Programs will support the Weed and Seed demonstration projects.

Department of Housing and Urban Development

HUD participation in Weed and Seed includes funding opportunities from the following program areas: (1) public housing modernization, (2) housing vouchers, (3) Community Development Block Grants, (4) public housing drug elimination grants, and (5) enterprise zones.

Modernization funds enable public and Indian housing authorities to correct physical conditions and upgrade the management operations of existing housing developments. This program can be beneficial to a targeted neighborhood with public housing units when used in conjunction with an overall strategy to upgrade community physical conditions.

The housing voucher program will provide special housing vouchers for very low-income families in need of assistance in target areas. The committee should investigate the possibility of combining the voucher program with other demand-side initiatives so that low-income families participating in the program can benefit from job training, education, and other programs designed to increase self-sufficiency.

The Community Development Block Grant program is designed to provide housing and suitable living environments and to expand economic opportunities. The program permits a variety of activities including providing public facilities or services, economic development, residential rehabilitation, and in some cases, substantially reconstructing housing. The program is based on the principle that recipients, cities and urban counties, have responsibility for selecting eligible activities most appropriate to their local circumstances. Because cities have the ability to reprogram funds, this program represents an important funding source for neighborhood restoration.

Public housing drug elimination grants are used for drug prevention, control, and elimination activities at public housing sites. Because any drug problem is a community-wide problem and funds can be used to reimburse local law enforcement agencies for additional security and protective services, the program could provide support to law enforcement activity.

Local Weed and Seed committees should pay close attention to the new enterprise zone legislation, pending in the U.S. Congress as of the date of the publication of this manual. Enterprise zones are designed to attract venture and seed capital, stimulate employment, and reduce working poor income taxation. The program is designed to eliminate capital gains taxes for tangible property used in an enterprise zone business, expensing of contributions to the capital of corporations engaged in the conduct of zone businesses, and the provision of a refundable tax credit for wages. In addition, legislation is pending to require other Federal agencies to allocate portions of certain existing programs to assist enterprise zone sites. Although details are still pending, combining enterprise zones and other Federal programs could have a dramatic effect on Weed and Seed targeted neighborhood restoration plans.

Department of Labor

The Department of Labor's participation in Weed and Seed includes the following programs: (1) Job Training Partnership Act, (2) Youth Opportunities Unlimited demonstration grants, (3) Senior Community Service Employment Program, and (4) Job Corps. States, local service delivery areas, and contractors receiving funds from these programs will be strongly encouraged to fully participate in Weed and Seed strategies and recruit program participants from target neighborhoods.

The Job Training Partnership Act (JTPA) provides job training services for economically disadvantaged adults and youth, dislocated workers, and others who face significant employment barriers. Early intervention programs, job search assistance, support services, and relocation assistance are available. States are responsible for further allocating funds to local service delivery areas and for overseeing local planning and operation.

Youth Opportunities Unlimited (YOU) demonstration grants are provided to communities with high concentra-

tions of poverty to establish and meet goals for improving opportunities available to youth within their communities, and to coordinate comprehensive services to these youth. The YOU initiative's purpose is to marshal public and private resources to fundamentally improve the lives of youth in high-poverty areas.

The Senior Community Service Employment Program promotes creating part-time jobs in community service activities for jobless, low-income persons who are at least 55 years of age and have poor employment prospects. Individuals work in part-time jobs at senior centers, schools, and hospitals; programs for the handicapped; fire prevention programs; and beautification and restoration projects. This program is sponsored by State governments and 10 national sponsors, including the National Council on the Aging, the American Association of Retired Persons, and the National Urban League.

The Job Corps is a federally administered national employment and training program designed to serve severely disadvantaged youth ages 16 through 21. Enrollees are provided food, housing, education, vocational training, medical care, counseling, and other support services. The program prepares youth for stable, productive employment and entrance into institutions of further education and training.

Department of Health and Human Services

The Department of Health and Human Services is supporting Weed and Seed by making the following programs available for target neighborhoods: (1) Treatment Improvement Program, (2) Capacity Expansion Program, (3) High Risk Youth Programs, (4) Substance Abuse Programs for Pregnant Women and Their Infants, (5) AFDC Job Opportunities and Basic Skills Training Program, (6) Head Start, and (7) Community Health Centers.

The Treatment Improvement Program grants, funded through States, are used for both model demonstration treatment programs and other programs intended to improve and expand treatment.

Target cities cooperative agreements offer cities an opportunity to redress enormous drug problems that exist in large urban areas. Close collaboration among different levels of government allows strategic improvements in treatment. Awards have been made to Albuquerque, Atlanta, Baltimore, Boston, Los Angeles, Milwaukee, New York, San Juan, and Philadelphia.

Critical Population demonstration grants, made to States for existing local treatment programs, focus on the following critical populations: adolescents, racial and ethnic minorities, and public housing residents.

The Capacity Expansion Program grants are intended to expand and increase the number of effective treatment slots available, specifically in geographic and demographic areas of need. Special emphasis will be placed on expanding treatment capacity for high-risk populations. This matching program is intended to stimulate State funding of additional long-term treatment services.

Through the Community Substance Abuse Program, the High Risk Youth demonstration grants provide funds to community-based organizations, educational institutions, and other nonprofit groups to develop innovative approaches to prevent alcohol and drug use among youth. A separate demonstration grant program targets substance abuse problems of pregnant women and their infants through the Community Substance Abuse Treatment Program.

The Community Partnership Program was established to demonstrate the effectiveness of providing long-term, multidisciplinary resources to assist communities in implementing coordinated, comprehensive, communitywide alcohol and drug abuse prevention systems. These grants promote systems change by assisting communities in developing programs that are both self-sustaining and replicable.

Community Health Centers support the establishment and operation of systems that provide access to and availability of family-oriented prevention and primary health care services.

Working With the Federal Government

As appendix C indicates, many programs do not have firm application deadline dates. Most Federal agencies, however, operate under similar funding schedules. October 1 is the beginning of the Federal fiscal year. All Federal agencies must have all agency-authorized funds obligated by September 30, the end of the fiscal year. Typically, October and November, January through June, and September are busy months for Federal agencies. These are periods when program notices of funding availability are published and applications received. In many cases, applications are received in the first and second quarters, processed in the second and third quarters, and awarded in the fourth quarter.

Weed and Seed program directors should understand, nonetheless, that all Federal agencies are different, and some fund programs throughout the year. As a result, program directors are strongly urged to implement the following steps as early in the program as possible:

- Determine which types of Federal programs would assist the neighborhood restoration process based on the needs survey, inventory of local resources, and seed goals and objectives.

- Inventory successful programs and activities already under way that are helping to stabilize the community that could benefit from additional Federal resources.
- Contact appropriate Federal agencies to verify funding availability and determine if any other programs could meet documented needs.
- Determine application, review, and award schedules. Obtain a copy of the applications with instructions.
- Review application requirements and determine in detail how and when the application can be completed.
- Develop a master schedule that outlines the overall strategy of obtaining Federal assistance.

This detailed information, combined with the results of local restoration planning, should prepare program directors for finalizing neighborhood restoration strategies.

Role of Private Financial Institutions

Financial institutions leverage numerous government programs to meet affordable housing, small business, and economic development needs. Programs either guarantee financial institution loans, provide other credit enhancements, or contribute subsidies essential for project feasibility. They enable lenders to reach low- and moderate-income markets and to shelter institutions from imprudent or excessive risk.

One example of financial institution restoration activity involves participation as a limited partner engaging in equity investments to create low-income housing. Using this mechanism, Fulton Financial Corporation of Lancaster, Pennsylvania, as an example, was able to help create 175 low-income housing units.

Other financial institutions such as Meridian Bank and CoreStates Bank, N.A., have invested as limited partners in numerous new construction and scattered site rehabilitation projects.

Fannie Mae has also worked closely with private financial institutions through its Lease-Purchase Mortgage Loan and Subsidized Second Mortgages programs. In the Lease-Purchase Mortgage Loan program, a nonprofit organization purchases and rehabilitates houses that it then leases to lower-income families with an option to buy. Fannie Mae purchases 30-year, fixed-rate first mortgages issued to a qualifying nonprofit organization and permits a one-time assumption by the renting families when they are ready to buy. Banks originate 30-year fixed loans to nonprofit organizations at prevailing market rates and sell the loans to Fannie Mae. The Subsidized Second Mortgages program is a single-family mortgage product to help families purchase homes. A State, county, or city housing agency issues a subsidized second mortgage which is often deferred and carries a zero, or very low interest rate. Banks originate and service first mortgage loans and sell them to Fannie Mae.

Another low- and moderate-income home ownership program has been introduced nationwide by the General Electric Mortgage Insurance Companies (GEMICO). GEMICO, Fannie Mae, and Freddie Mac have made underwriting variances to increase affordability. Standard underwriting ratios are expanded so borrowers may qualify for a mortgage with a monthly housing expense payment of up to 33 percent of gross income. Also, homebuyers need not have the usual cash reserve at closing. Borrower credit can also be established through unconventional sources such as rent and utility payments. Lenders offer buyers a single loan to purchase and repair a home. Mortgages are insured by GEMICO and can be sold to Fannie Mae before work is completed.

Lenders also participate directly in the HUD 203(k) rehabilitation program. In this program, the Federal Housing Administration (FHA) insures loans made by lenders for rehabilitation. Maximum mortgage amounts are based on 110 percent of as-repaired value; rehabilitation costs must exceed $5,000, and repair costs are included in the mortgage. The FHA insurance is effective at loan closing, rather than upon completion of repairs. Lenders originate, process, appraise, inspect, disburse, and service the loans. The SBA guarantees 85 percent of the loan, and banks can sell the guaranteed portion of the loan in secondary markets for additional yield. Typically, banks would sell a loan or group of loans to a fiscal transfer agent who would package them for sale to an institutional investor such as an insurance company or pension fund. Afterwards, they could still earn a fee for servicing the loan.

Many States have created nonprofit 501(c) housing corporations that operate loan pools that leverage contributions by participating banks. The loans charge an interest rate below prime and are used to stimulate development of low- and moderate-income housing.

States also have created mortgage revenue bond programs that obtain funds through the issuance of tax-exempt mortgage revenue bonds. Funds provide financing for homebuyers at below-market rates. Banks originate, process, close, sell, and service these loans.

Numerous other below-market financing and equity investment programs have been implemented across the country. Loans assist urban small business incubator programs and neighborhood development corporations to help establish for-profit businesses within an established zone.

Other cities and State finance agencies use a variety of creative partnerships to stimulate housing development. In Wilmington, Delaware, for example, the city uses grants contributed from private and public sources to subsidize housing development costs, to make no-interest, 10-year deferred second mortgages to homebuyers, and

make small business loans. The program was supported by grants from 16 area banks.

These are just a few of the hundreds of examples of private lending institutions operating in partnership with local, State, and Federal agencies to help restore neighborhoods. The steering committee is encouraged to contact city and State organizations participating in these types of creative lending as well as the Federal Reserve Bank and the Federal Home Loan Bank to help assist in designing a comprehensive Weed and Seed restoration strategy.

Managing the Restoration Process

Managing neighborhood restoration requires work in three areas:

- Managing and adjusting the stabilization process.
- Designing and implementing the restoration plan.
- Incorporating the restoration plan into the overall management plan.

Implementing neighborhood restoration haphazardly without a comprehensive plan can be disastrous. For example, it may be obvious from the needs survey and common knowledge that there are too many vacant structures. The steering committee may decide during initial Weed and Seed planning that the target neighborhood needs a program to renovate 100 homes. The mayor commits some funds for a revolving fund, and banks agree to finance mortgages. The press announces the new program, HOMESNOW, and work begins. By the end of the program, there may be 100 new homes, but no restoration. The reason is simple—put 100 new homes in a neighborhood with declining values, and you will have 100 more homes with declining values.

Not placing appropriate emphasis on stabilization can also result in failure. As long as there are obvious negative influences in the neighborhood, no one will view the community positively. As long as there is open-air drug dealing, the community will be perceived as being unsafe for families. Trash, unkempt vacant lots, abandoned autos, and unboarded vacant buildings are symptoms of deterioration, hopelessness, and withdrawn municipal services. The value of neighborhood homes will not increase just because community policing officers are meeting with residents once a month. Negative symptoms must be removed before restoration will work.

Finally, there is nothing more important than perception in a successful restoration plan. If residents of targeted neighborhoods feel good about living there, then others will want to live there. That is the essence of restoration. Conversely, if resident participation is sidestepped and restoration is designed to avoid the pain of hearing from residents tired of living in a troubled neighborhood, then restoration will not occur. Restoration is self-defining, it occurs from within the neighborhood. If there is no frustration, there will not be any change.

The committee, consequently, should implement restoration prudently. The committee should be constantly aware of what is working, what is not, and what needs changing. This is a key element of managing restoration.

Managing the Stabilization Process

Step 1 in the planning process stated that program directors should monitor initial progress of the original goals and objectives to ensure that stabilization is working. There are other areas that program directors should monitor closely.

One of the main deterrents to community stabilization is drug-related crime. Eliminating crime is an essential component of Weed and Seed. From the restoration perspective, eliminating crime is more than arrest and incarceration. Although a portion of program evaluation will be measuring success from a law enforcement perspective, restoration cannot be successful until there is a dramatic and *permanent* reduction in this type of crime. Law enforcement efforts are closely linked to "seeding" goals and objectives. A reduction in drug-related crime must be accompanied by activities that reduce and provide protection from the risk factors of substance abuse. In addition, community activities that favor alternative behavior such as sports and Boys and Girls Clubs must provide alternatives to criminal behavior. During the initial phases, program directors should monitor the program from this perspective. If the program is not working, meet with the Weed and Seed committees and try to determine why. Report progress to the steering committee and adjust program tasks and timelines as needed.

The second key component of stabilization is municipal services. Solutions for such problems as graffiti, poor lighting, abandoned autos, and unboarded vacant structures must be operational. In weekly Weed and Seed committee meetings, program directors should ensure that these tasks are on schedule.

Program directors should also be alert to new requests from the community and make the necessary changes. Problems with task completion will probably be commonplace. From the restoration perspective, however, the ultimate inability to remove and maintain a clean and safe neighborhood will prevent restoration. Maintenance of a clean neighborhood is also an equal responsibility of the residents. The community policing officers can be very helpful in ensuring equal participation in this important area. If the municipal service portion of stabilization is not working, changes should be discussed with the steering committee. Tasks and timelines should be adjusted accordingly.

Finally, if neighborhood residents are not *participating* in the program, restoration will more than likely fail. Participating is *not* listening to Weed and Seed updates at the local community center. Resident participation is characterized by overt volunteer participation in activities designed to remove negative influences and create a positive living environment. Encouraging participation is difficult. There are no formulas for creating an environment that results in effective neighborhood participation. The community policing officers can be very helpful with this process as they talk with the neighborhood residents daily. Program directors are urged to monitor this aspect of the program. Changes in the program should be made where needed.

Managing the Restoration Plan

Decisions regarding the planning team structure should be made at the beginning of the program. During the stabilization phase, the team can be assembled and briefed, and decisions regarding completing the restoration plan can be determined.

The goals of restoration were discussed earlier. The challenge to managing this phase is participation and timing. The following steps are recommended:

- Assemble and brief the restoration team.
- Review the needs and resources survey, goals and objectives, and current comprehensive plans.
- Meet with the neighborhood residents once the stabilization phase is satisfactorily under way and obtain suggestions to the design.
- Develop a draft restoration plan.
- Obtain steering committee approval.
- Convert the restoration plan to goals, objectives, and tasks.
- Merge the restoration tasks into the overall program.
- Revise the tasks as needed during the program.

The key components of this phase are to ensure that variables affecting value are addressed, needs of the community are incorporated into the design, and the plan is incorporated into the original Weed and Seed objectives as quickly as possible. Restoration plans take time to implement. As mentioned previously, programs that require Federal funding could take up to 12 months for approval. The committee should ensure there is not too much time between stabilization and the beginning of restoration. It is important, therefore, to plan programs that can be implemented quickly using available resources. Ongoing improvements will support confidence and increase value.

During this period, the committee must use its relationships with local, State, and Federal resource providers to assure the approval process is not delayed. Project directors should report approval requirements to the committee and solicit recommendations and commitments on assisting with the process.

Conclusion

Planning and managing a successful restoration process is difficult. It is difficult because many of the socioeconomic market forces that affect the value of the neighborhood cannot be controlled by the Weed and Seed program. This is why Weed and Seed is not a restoration program, but rather a process designed to stabilize communities and create a process that promotes restoration.

The problem faced by the committee is not whether restoration is too difficult. The problem is assuming it is easy. If the restoration components of Weed and Seed are put together in haste without proper planning and management, it is almost certain not to work, and the lack of restoration will eventually undermine all successes in the program's law enforcement and "Seed" components.

Chapter 9
Managing a Weed and Seed Program

Organization and Management

The organization and management structure for a Weed and Seed program should be simple; however, it should address policy, management, and staff activities as described below:

- Policy level activities guide the overall development and implementation of the program.
- Management level activities guide the deployment of resources in an orderly and coordinated manner pursuant to the Memoranda of Agreement.
- Staff level activities guide and monitor the day-to-day operations of the project.

Policy Level—Steering Committee

The steering committee is responsible for establishing the goals and objectives, designing and developing the Weed and Seed programs, providing guidance on implementation, and assessing the achievements. Members should meet periodically in a group or in subgroups to reinforce working relationships necessary to conduct the Weed and Seed effort as envisioned in the overall plan, and to review and adjust implementation efforts.

Management Level—Weed and Seed Coordinators

The Weed and Seed coordinators are responsible for coordinating and directing the implementation of the "weeding" and "seeding" activities as depicted in exhibit 9–1. The coordinators work with senior or mid-level managers from participating agencies who are responsible for directing the resources dedicated to the Weed and Seed effort. Together they ensure that activities are implemented in accordance with the overall plan and the Memoranda of Agreement. The coordinators meet with the managers periodically to review the progress of their activities and to coordinate the implementation of activities among agencies.

The Weed and Seed coordinators will be high-level management employees from a participating agency selected by the steering committee to manage the "weeding" and "seeding" components of the strategy. The coordinators will develop appropriate plans and materials to support the implementation of the program. The coordinators will work closely with the steering committee to develop and implement the Weed and Seed activities.

Staff Level—Program Director

The primary activities of the program director are to:

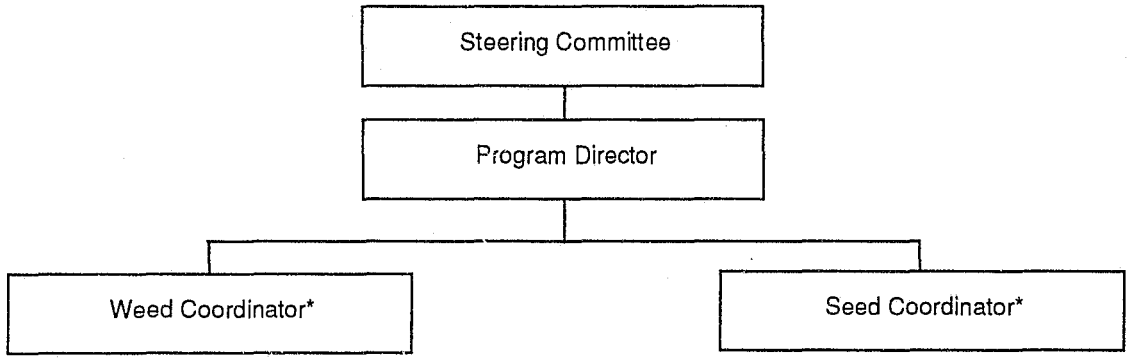
- Serve as staff to the steering committee and the Weed and Seed coordinator activities.
- Manage and direct program staff.
- Monitor the timely submission of all program deliverables and review all vouchers, invoices, and expenditures.
- Serve as liaison with public, private, and community-based agencies.
- Serve as liaison to the media and other interested community groups.
- Act as initial point of contact with Federal, State, and local agencies.
- Pursue foundation and other private and public funds to continue and enhance program activities throughout the life of the project.

The program director will be responsible for directing the day-to-day activities of the project. He or she will serve as the liaison to Weed and Seed service providers and the national evaluators. The program director will train staff in project goals, expectations, and procedures. He or she will institute a reporting mechanism for all staff and participants, write and submit requisite progress and financial reports, draft agenda for committee meetings associated with the effort, supervise contracts within the project, organize meetings with interested agencies and organizations, recommend program changes, and make staffing assignments. The program director will convene and lead regular staff meetings.

Under Weed and Seed, the program director will report to the Weed and Seed steering committee, but will organizationally be responsive to the mayor, city manager, or other agency manager selected by the steering committee to be responsible for day-to-day management of the program.

The successful candidate for this position should have experience in the development, implementation, and management of multi-agency projects. The program director should have experience in working with criminal justice

Exhibit 9–1
Weed and Seed Organization Chart



- U.S. Attorney
- State attorney general
- County prosecutor/district attorney
- DEA
- BATF
- FBI
- U.S. Marshals Service
- State police
- City/county police
- Local police
- Probation office
- Housing authority
- Public works-code enforcement
- Law enforcement task force
- Community policing/neighborhood partnership

- Local public housing authority
- Labor
- City government (city manager's office, planning and zoning, parks/recreation)
- Neighborhood associations
- Business
- Mental health
- Employment and training
- Family/youth services
- Recreation
- Drug/alcohol treatment
- Schools
- Churches
- Restoration working group

* Federal, State, and local public and private organizations should dedicate existing resources to staff Weed and Seed programs.

and other human service agencies, as well as professional knowledge of substance abuse prevention and control. The program director should also be familiar with the service community in the target neighborhood and be knowledgeable about the Weed and Seed strategy.

For most Weed and Seed programs, the program director will need assistance from an administrative assistant who should be an employee of the program management agency. The administrative assistant will be responsible for ensuring that all administrative functions are performed in a timely manner and in accordance with program requirements. The individual will assist the director in preparing minutes, notices, and reports; arranging meeting facilities; editing correspondence; conducting research; and obtaining information. The administrative assistant will be responsible for answering phones, greeting visitors, typing, duplicating, filing, and other general office duties as needed.

The administrative assistant should have excellent phone and interpersonal skills and be familiar with microcomputer applications such as word processing, spreadsheet, and project management software.

Training and Orientation

The steering committee, Weed and Seed coordinators, and project staff should receive training regarding the program's rationale, goals and objectives, activities, and resources of the participant human services and criminal justice organizations.

The training should feature presentations from members of the steering committee, including the criminal justice com-

ponents such as the U.S. Attorney, police department, district attorney's office, and courts and human service agencies such as the schools, family support services, recreation, employment, housing, and economic development.

Other issues that the training should cover include:

- Strategies for identifying, arresting, prosecuting, and incarcerating violent and drug offenders.
- The nature and progression of alcohol and other drug dependency.
- Techniques for recognizing and intervening in at-risk behaviors such as family dysfunction, academic failure, suspensions, and acting out, which prohibit the student from fully participating in the educational environment and may be indicators of alcohol and drug-related problems.
- Making use of case management as an approach to enhance the coordination of delivery of services to youth and their families.
- Effective team work for maximum results and rewards.
- Sensitivity to the needs and values of diverse cultures.

Monitoring the Initial Weed and Seed Effort

Good planning creates an operational environment that is relatively easy to manage. However, if the steering committee has patched together goals and objectives as a compromise among various agency perspectives and has avoided accommodating the neighborhood perspective, the program will require constant redesign as it is implemented in the dynamic realities of the target neighborhood. Redesigning the program will cause problems with the various agencies that have already committed time and resources to a specific action plan.

The program director should ensure that the following planning steps have occurred prior to initiating the program:

Step 1: Establish the initial steering committee membership (chapter 2).

Step 2: Conduct a comprehensive survey to recommend the potential target neighborhood (chapter 3).

Step 3: Conduct a detailed needs and resource assessment of the target neighborhood (chapter 3).

Step 4: Develop the law enforcement goals and objectives (chapter 5).

Step 5: Develop the goals and objectives for prevention, intervention, and treatment (chapter 7).

Step 6: Develop the community policing activities to bridge the Weed and Seed components (chapter 6).

Step 7: Develop a neighborhood restoration plan (chapter 8).

Step 8: Finalize all program goals, objectives, and tasks (chapter 4).

Step 9: Complete the program task-timeline chart (chapter 4).

Careless or inadequate planning will make administration at the policy and management level of the program very difficult. If the Weed and Seed plan is deficient, program directors should take the time to clarify and adjust the tasks before they are implemented.

Effective program management requires the program director to coordinate the Weed and Seed committees and report the status of activities to the steering committee so it can maintain program accountability.

Chapter 4 recommends use of a task-timeline chart and the monthly task control sheet, which lists all the tasks for a given month by task number, completion date, and responsible agency. Routine use of these forms will help manage the program and sustain initial efforts.

The program director should constantly monitor the progress and status of each task to effectively coordinate the Weed and Seed committees. Weekly meetings with the respective committee heads are mandatory. At these meetings, the program director should assess the status of each operational task and those that are in the planning phase. When the Weed and Seed plan is clear enough for the program to proceed, the program director has a number of duties. For example, the program director might have a first month program task control sheet as illustrated in exhibit 9–2.

At the weekly meeting with the head of the Weed committee, the program director confirms the status of each task. The head of the committee should confer, either at the meeting or prior to the meeting, with each agency to determine the status of each scheduled task. The program director should record the results.

For example, again referring to the hypothetical program tasks partially illustrated in exhibit 9–2, the first month's tasks center around the opening of the police ministation in the target neighborhood. The first buy-busts are intended to demonstrate police commitment to fighting drug markets in the neighborhood. Neighborhood watch programs begin immediately after the opening of the ministation. During the steering committee meetings, the public housing authority head pledges use of a single-family scattered-site public housing unit for the ministation. Has the Department of Housing and Urban Development (HUD) approved the use of the unit? Can HUD expedite the approval? Have the utilities been checked? Will the opening have to be delayed? Any

Exhibit 9–2
Program Task Control Sheet

Task No.	Task	Agency	Milestone	Status
4.2.9.1	Begin feasibility study for business incubator.	City	9/5	
5.2.1	Finalize personnel for community policing in target neighborhood.	PD	9/8	
7.1.1	Begin buy-bust strategy.	PD	9/14	
4.2.3.1	Conduct business market analysis.	SBA	9/15	
5.1.1	Obtain unit for ministation.	PD	9/15	
6.2.7.1	Negotiate use of school for recreation.	P&R	9/15	
9.1.1	Begin neighborhood watch meetings.	PD/CPU	9/16	
6.2.1	Execute contract for counseling service.	NH	9/25	
8.1.5.1	Apply for additional Head Start funds.	HHS	9/30	

PD = Police Department
SBA = Small Business Administration
P&R = Parks and Recreation
PD/CPU = Police Department/Community Policing Unit
NH = Neighborhood House
HHS = Health and Human Services

changes or adjustments must be discussed and confirmed at the monthly Weed meeting.

At the monthly Weed meetings, the program director reports agreements on adjustments and communicates the status of the rest of the Weed and Seed program. The program director must check and adjust the task-timeline chart, check and reconcile linkages to other tasks, and adjust the monthly task control sheet. The program director should document the reasons for the adjustments to the program.

The same type of coordination should take place with the head of the Seed committee at individual weekly meetings followed by monthly meetings with the Seed committee. The program director should record and document adjustments, check linkages, and document all changes.

Approving and Communicating Change

The program director must formally present all program status information and changes to the steering committee for approval. A summary of the status of all current tasks should be presented in writing to the steering committee members. The program director should use the monthly task control sheet and supplement it with additional narrative as needed. Based on the meetings with both the Weed and Seed committees, the report to the steering committee might contain such information as illustrated in exhibit 9–3.

At the steering committee meeting, members should approve all changes. All changes must be documented by updating the program task-timeline chart and the monthly task control sheet. Failure to document changes will render the monthly reports useless, and the program director will lose all effective coordination of the program.

Not all changes in the program will result from adjustments in task schedules. Committee members and others may recommend new tasks and objectives. These recommendations will originate from the success or failure of some objectives. The program director will present these recommendations in the form of goal, objective, and task statements and demonstrate to the committee how the change fits or does not fit in the program implementation schedule.

The program director will document all approved changes and communicate them to the Weed and Seed committees at the monthly meetings.

Most Weed and Seed organizations will have overlap of membership on the steering and Weed and Seed commit-

Exhibit 9–3
Weed and Seed Program
Monthly Report
September 1993

Task 4.2.9.1 Begin feasibility study for business incubator. Agency: City. Study has started.

Task 5.2. Finalize personnel for community policing. Agency: Police Department. Complete.

Task 7.1. Begin neighborhood buy-bust strategy. Agency: Police Department. All preparation is complete. (See task 5.1.1 for status.)

Task 4.2.3. Conduct business market analysis. Agency: Small Business Administration (SBA). SBA has already contacted the university development office. They are scheduled to meet on September 10, 1993, to begin the analysis.

Task 5.1. Obtain unit for ministation. Agencies: Police Department/Housing Authority. Local housing authority indicated that HUD requires an application with detailed justification for nonhousing use of the unit. Need to obtain approval pending application or delay opening 2 weeks. If it cannot be expedited, all law enforcement tasks will have to be rescheduled to adjust to the 2-week delay.

Task 6.2.7.1 Negotiate use of school for recreation. Agency: Parks and Recreation. Agreement for use of Parkside Elementary School for afterschool recreation program will not be completed until September 30, 1993, because the superintendent is on vacation. This should not affect the Parks and Recreation program because a sufficient number of allocations have been reserved and equipment is already available. Meals will be ordered the week before the scheduled opening. The Hillside Neighborhood Association will be notified of the 2-week delay.

Task 9.1.1 Begin neighborhood watch meetings. Agency: Police Department Community Relations Unit. This is on schedule and will be held in the Parkside Elementary School, even if there are delays in the other tasks.

Task 6.2.1 Execute contract for counseling service. Agency: Neighborhood House. On schedule. No anticipated problems.

Task 8.1.5.1 Apply for additional Head Start funds. Agency: State Department of Health and Human Service (HHS). Application will be sent in as scheduled; however, HHS stated that preliminary discussions with the regional HHS office indicate that funds may be delayed beyond the June 1993 target date. May have to expedite or reprogram the activity.

tees. Consequently, an agency head responsible for implementing a change may immediately acknowledge a decision made in the steering committee. For example, if a HUD office director was present at the meeting and promised to expedite the ministation approval, the program director should not assume that the problem has been corrected. Approval may require regional or headquarters concurrence and still might result in delay. The program director should document the agreement and follow up on the activity at the next weekly meeting with the head of the Weed committee. If the program director does not document the change, the committee may be forced to rely on this type of informal agreement, and control of the program will be diminished.

Amending the Memoranda of Agreement

The Memoranda of Agreement represent agreements on specific program responsibilities by key members of the steering committee. Although some agreements may be fixed commitments such as personnel and equipment some may commit program activities. Approved changes in the program may affect the content of these Memoranda of Agreement. Program directors should review all changes against these agreements and, where necessary, amend the Memoranda of Agreement.

The U.S. Attorney can acknowledge changes to these agreements with a confirming letter referencing the Memoranda of Agreement. The program director should prepare these agreement adjustments.

Documenting the Program

The program director must maintain a management system in order to coordinate a successful Weed and Seed program. This manual has recommended a number of ways to maintain effective coordination. An effective management system that communicates progress, completion, and change to the steering committee is necessary to document the program.

The task-timeline chart and monthly task control sheet with supporting narrative presented to the steering committee each month are useful tools for documenting the program. Adjustments to the program timeline chart and Weed and Seed committee meeting minutes augment the program record. Program directors should maintain these monthly records so that producing reports and evaluating the program can be simplified.

Program directors should also consider maintaining a daily log of key events, meetings, phone calls, agreements, and the like.

Institutionalizing Change

The overall goal of Weed and Seed is to produce permanent change in the target neighborhood. The people who live there, the businesses that serve the neighborhood, and the private service organizations that have facilities or clientele there all have a strong interest in sustaining whatever positive change is achieved. But what about the public agencies? How are they to react to Weed and Seed's results?

There will be many successful strategies in effecting change in the target neighborhood. Improvements to the concept of community policing, probation and parole, or unprecedented agency partnerships may result in a significant benefit to the community. These successful institutional innovations should be translated to other neighborhoods. Weed and Seed should be thought of as an incubator of social change.

The steering committee should construct the management and documentation of the program in a manner that recognizes and encourages institutional change. The U.S. Attorney, mayor, and district attorney, as well as other public officials, should apply the authority of their offices to encourage wider application of the program's successes.

Chapter 10
Evaluating a Weed and Seed Program

The only way the steering committee will know if the Weed and Seed program is effective is through a careful evaluation of the activities undertaken and the outcomes. Evaluation is a way to describe and then judge the value of a program. There are two types of evaluation: process and outcome. Process evaluation focuses on what is going on and outcome evaluation (sometimes referred to as impact evaluation) focuses on the effect of the program activities. The following basic evaluation model incorporates both.

Process evaluation is a thorough description of the structure and operations of a Weed and Seed program. First, the problems the program is designed to address are identified and analyzed. This provides information on the source, nature, and extent of the problems, and provides a baseline for evaluating program effectiveness. Second, all inputs into the program are identified, including human resources, financial resources, relevant legislation and policies, characteristics of the physical environment, and the historical and social context of the neighborhood in which the program operates. A description of how the resources and other inputs are used to carry out program activities and deliver services is then developed. This involves describing the organization and management of the program inputs as well as the delivery of program services. Analysis of this information can be used to answer important questions such as:

- Is there congruence between the goals and objectives of a program and the services that are being carried out?
- Are the services being delivered as intended?
- Are the services sufficiently intensive to meet the objectives of the program (i.e., is it reasonable to believe that the level of services provided can produce the desired changes?).

If the answer to any of these questions is "no," it signals a need for program managers to change the type or level of program services and, if necessary, adjust the related resources or other inputs. There is no point in looking for the effects of a program if the level of services is not sufficient to induce change or if the services are not responsive to the program objective and the identified problem. Thus, process evaluation can provide valuable information on the potential for meeting established objectives at an early point in the life of a program.

If the process evaluation indicates a sufficient level of services that specifically address the objectives of the program, the next question is whether the objectives are, in fact, being met. Outcome evaluation involves measurement of the extent to which a program is meeting its objectives.

Objectives should specify the desired changes in the level, type, and/or quality of services delivered to the target neighborhood or the desired changes in the target populations' attitudes or behaviors. In establishing program objectives, program directors should consider both short-term and long-term outcomes, sometimes referred to as impact. The short-term outcome of a dropout program, for example, might be to convince the youth to attend school regularly. A long-term outcome (or impact) would

Evaluation Model

Input → **Services** → **Outcomes/Impact**

Examples

Human resources	Organization and management structure	Increased service coordination
Financial resources	Suppression	Increased employment rates
Level of crime	Community policing	Reduced level of crime
Legislation	Prevention, intervention, and treatment	Increased level of service
Social context	Economic development	

be to improve their academic achievement. Outcome evaluation can answer the questions of whether and to what extent those changes are being accomplished.

In summary, a basic process and outcome evaluation consists of the documentation and analysis of the problem being addressed; the identification of program inputs; the documentation of how those inputs are organized, managed, and used; and the determination of whether the services are producing desired changes in the target neighborhood. The evaluation can be designed to focus on all or some of the Weed and Seed program objectives. The following is a simplified example of the results of an evaluation based on one program objective:

- Problem (defined by the developers and confirmed by the process evaluation): drug trafficking in the junior high school by persons moving through the neighborhood.
- Objective (established by the program director): to reduce drug sales in the junior high school.
- Inputs (documented by the process evaluation): overtime for police and school personnel, classroom space, and educational materials.
- Project services (selected by the program director and documented by the process evaluation).
- Educational programs for students on the consequences for selling drugs.
- Periodic searches of the school building to locate illegal drugs.
- Training for school personnel on recognition of the symptoms of drug abuse.
- Outcome (measured by the outcome evaluation): no change in the level of drug sales in the school.

This is a simplified example of the results of an evaluation to determine the extent to which the program accomplished a particular objective. The example shows how process evaluation can help program directors to understand by a particular outcome what is not being achieved. In this case, the nature of the problem and the objective correspond, the inputs are related to the services, and the project services appear to be logically related to the program objective. However the project services do not correspond to the nature of the problem; i.e., the services are primarily aimed at reducing student involvement in drugs, while the drug trafficking problem is mainly attributable to outsiders. While the services may constitute valid, effective interventions, the evaluation shows that they do not respond to the problem to be addressed by the objective. This explains why the desired outcome is not being achieved. Conversely, when the problem, the objectives, and the program services correspond, there is a much greater likelihood that the objectives will be achieved, if the level and quality of services are sufficient.

An evaluation instrument based on the example cited in this chapter is to be developed through a contract with the National Institute of Justice for the 20 existing Weed and Seed demonstration sites, as well as for future funded sites.

Relationship of Evaluation to Program Development

Clearly defined objectives are the key to both a successful program and an informative and useful evaluation. Evaluators should be involved as early as possible in the development and implementation of a program. The evaluator should not actually design the program, but should be asked by the program director to review the goals, objectives, and strategy to be sure they are clear, specific, and measurable. In order to evaluate a program, it should have clearly stated goals and objectives, well-defined activities that are expected to contribute to the achievement of the goals and objectives, and desired outcomes that are expected to occur if the activities are carried out as intended. A good evaluator can help the program director ensure that the program objectives, strategy, and desired outcomes are clearly specified and logically interrelated—a very important prerequisite for program success.

Involving the evaluator in program development activities will also help to ensure that the evaluation is responsive to the goals, objectives, and strategy of the program. For example, it gives program directors and managers the opportunity to specify the questions that need to be answered in order to manage the program and make decisions on resource allocation.

Selection of an Evaluator

Some Weed and Seed programs may be involved in national-level evaluations, but most programs will have to secure their own evaluation. Several factors should be considered in selecting an evaluator. To maximize the objectivity and credibility of the evaluation, the evaluator should be from an organization that is not participating in the Weed and Seed program. If, however, resource constraints do not permit the hiring of an external evaluator, an internal evaluation that is clearly documented can provide valuable and useful information. Possible places to locate an evaluator include universities, private and nonprofit organizations, and the planning and evaluation units of public agencies.

The evaluator should be committed to assisting the steering committee and the program director to maximize the program's strengths and improve areas of weakness. More specifically, the evaluator should work closely with the leadership of the Weed and Seed program to understand

the objectives and services of the program and should be familiar with the questions that the policymakers and program managers need answered in order to make key policy and program decisions.

A complete evaluation proposal should illustrate an understanding of the Weed and Seed program's goals, objectives, and implementation strategy; specify the questions to be answered; explain how the program services and outcomes will be measured; describe what type of data will be collected, by whom, and how; and explain how the data will be analyzed and how the findings will be presented.

Uses of Evaluation

Evaluation can provide critical information on program effectiveness that can be used in making resource allocation decisions, in adjusting the program to improve its effectiveness, and in marketing the program in other neighborhoods. When significant time and resources are spent to plan, develop, and implement a Weed and Seed program, it is important to all the participants that they know to what degree, and in what areas, the program is effective. In times of finite resources and significant problems to be solved in inner-city neighborhoods, it is essential that the results of efforts to solve these problems be carefully documented so communities can make well-informed decisions on resource allocation, strategy design, and implementation.

Appendix A
List of Weed and Seed Sites

Los Angeles, California

Santa Ana, California

San Diego, California

Denver, Colorado

Wilmington, Delaware

District of Columbia

Atlanta, Georgia

Chicago, Illinois

Chelsea, Massachusetts

Kansas City, Missouri

Omaha, Nebraska

Trenton, New Jersey

Philadelphia, Pennsylvania

Pittsburgh, Pennsylvania

Charleston, South Carolina

Ft. Worth, Texas

San Antonio, Texas

Richmond, Virginia

Seattle, Washington

Madison, Wisconsin

Appendix B
Sample Memoranda of Agreement

If Weed and Seed is to succeed, it is essential that participating agencies demonstrate their commitment to Weed and Seed in very specific terms. Expressions of good will must be translated into specific commitments of money, personnel, equipment, facilities, and services to be available for stated periods of time. Funding sources also should be stated.

This appendix provides three different sample Memoranda of Agreement. Sample 1 and sample 2 are umbrella or comprehensive agreements, attempting to bring all participating agencies into one agreement. They cover the same subject matters but they differ in their arrangement.

Sample 1 is arranged by types of service, with the specific agencies to provide the services under those types. Sample 2 is arranged by agency, with the services that a specific agency is to provide listed under the name of the agency.

Both samples use the following services as examples:

- Personnel services.
- Support services.
- Vehicles and equipment
- Space.
- Command and supervision.

Both samples use the following agencies as examples:

- Coordinating agency.
- Police department.
- Prosecutor's office.
- School system.
- Family services.
- Juvenile court services.
- Probation.

Sample 3 shows an agreement between two agencies to provide a specific form of service. If an umbrella agreement is not suited to the local circumstances of a Weed and Seed program, then several two-agency or three-agency agreements may be necessary.

Sample 1

Memorandum of Agreement

Operation Weed and Seed is a collaborative effort by the United States, the State of _____, and the City of _____ to reduce crime and drug trafficking in a designated target neighborhood within the City of _____, and to restore that neighborhood by developing broad economic and social opportunities in cooperation with Federal, State, and local agencies, as well as private organizations and community groups.

To fulfill their roles as agencies participating in the Weed and Seed program, the coordinating agency, the police department, the prosecutor's office, the school system, family services, juvenile court services, and probation hereby enter into this Memorandum of Agreement.

A. Personnel Services

1. The coordinating agency will assign _____ full-time personnel to provide overall leadership and coordination of the Weed and Seed program, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded. The coordinating agency will pay the cost of these services from its appropriated funds.

2. The police department will assign the following personnel to the Weed and Seed target neighborhood for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded:

a. _____ full-time sworn supervisor(s).

b. _____ full-time detectives and patrol officers.

c. _____ full-time officers trained in community policing.

d. _____ full-time juvenile officers.

e. _____ overtime hours of patrol services per week.

f. _____ full-time crime analyst(s).

The police department will fund half these positions from its appropriated funds. The other half of the positions and all overtime will be funded from Weed and Seed grant.

3. The prosecutor's office will assign _____ full-time prosecutor(s) to the Weed and Seed program for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded.

4. The school system will provide the following services, with assignments to be renewed for 1 additional year should the Weed and Seed program be refunded:

a. _____ hours of counseling services per week to high-risk youth in the Weed and Seed target neighborhood.

b. _____ hours of remedial instruction per week to high-risk youth in the Weed and Seed target neighborhood.

c. _____ hours of special recreational supervision per week to high-risk youth in the Weed and Seed target neighborhood.

d. _____ hours of counseling, remedial instruction, and recreational programming per week to high-risk youth during those periods, including summer vacation, when schools are not in session.

5. Family services will assign _____ full-time caseworkers to the Weed and Seed target neighborhood for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed Program be refunded.

6. Juvenile court will give priority to cases involving high-risk youth from the Weed and Seed target neighborhood.

7. Probation will assign _____ full-time probation officer(s) to work with probationers and parolees in the Weed and Seed target neighborhood.

B. Support Services

1. The coordinating agency will provide secretarial, clerical, computer, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (1) above, such services to be reimbursed from Weed and Seed grant funds.

2. The school system will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (4) above, such services to be reimbursed from Weed and Seed grant funds.

3. Family services will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (5) above, such services to be reimbursed from Weed and Seed grant funds.

4. The police department will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (2) above, such services to be reimbursed from Weed and Seed grant funds.

5. The police department will provide identification, laboratory, and other support services ordinarily available to the officers specified in paragraph A (2) above, such services to be reimbursed from Weed and Seed grant funds.

6. Juvenile court services will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (6) above, such services to be reimbursed from Weed and Seed grant funds.

7. Probation will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (7) above, such services to be reimbursed from Weed and Seed grant funds.

C. Vehicles and Equipment

1. The police department will provide vehicles to all personnel specified in paragraph A (2) above, the cost of such vehicles to be reimbursed from Weed and Seed grant funds.

D. Space

1. The coordinating agency shall provide space for the administration of the Weed and Seed program, including space for personnel assigned full-time to the project by other agencies.

2. All other agencies participating in this Memorandum of Agreement shall provide office space for the personnel assigned to the Weed and Seed program at no cost to the program.

E. Command and Supervision

1. The school system agrees that all personnel assigned to the Weed and Seed program under paragraph A above will be under the supervision of the Weed and Seed program for the purposes of case assignments, but will remain under the professional supervision of the school system.

2. The police department agrees that all personnel assigned to the Weed and Seed program under paragraph A above will be under the command and supervision of the Weed and Seed program for the term of their assignment.

Director Coordinating Agency	Superintendent School System
Prosecutor	Chief of Police
Director Family Services	Director Juvenile Court Services

Sample 2

Memorandum of Agreement

Operation Weed and Seed is a collaborative effort by the United States, the State of _____, and the City of _____ to reduce crime and drug trafficking in a

designated target neighborhood within the City of _____, and to restore that neighborhood by developing broad economic and social opportunities in cooperation with Federal, State, and local agencies, as well as private organizations and community groups.

To fulfill their roles as agencies participating in the Weed and Seed program, the coordinating agency, the police department, the prosecutor's office, the school system, family services, juvenile court services, and probation hereby enter into this Memorandum of Agreement.

A. Coordinating Agency

1. The coordinating agency will assign _____ full-time personnel to provide overall leadership and coordination of the Weed and Seed program, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded. The coordinating agency will pay the cost of these services from its appropriated funds.

2. The coordinating agency will provide secretarial, clerical, computer, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph A (1) above, such services to be reimbursed from the Weed and Seed grant funds.

B. Police Department

1. The police department will assign the following personnel to the Weed and Seed target neighborhood for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded:

a. _____ full-time sworn supervisor(s).

b. _____ full-time detectives and patrol officers.

c. _____ full-time officers trained in community policing.

d. _____ full-time juvenile officers.

e. _____ overtime hours of patrol services per week.

f. _____ full-time crime analyst(s).

The police department will fund half these positions from its appropriated funds. The other half of the positions and all overtime will be funded from Weed and Seed grant.

2. The police department will provide secretarial, identification, laboratory, and other support services ordinarily available to personnel specified in paragraph B (1) above, such services to be reimbursed from Weed and Seed grant funds.

3. The police department will provide vehicles to the investigative personnel specified in paragraph B (1) above, the cost of such vehicles to be reimbursed from Weed and Seed grant funds.

4. The police department will provide vehicles to the patrol personnel assigned under paragraph B (1) above, the cost of such vehicles to be reimbursed from Weed and Seed grant funds.

5. The police department will provide office space for the investigative personnel specified in paragraph B (1) above, the patrol personnel assigned under paragraph B (2), and the support personnel specified in paragraph B (2) above at no cost to the Weed and Seed program.

6. The police department agrees that all personnel assigned to the Weed and Seed program under paragraph B above will be under the command and supervision of the Weed and Seed program for the term of their assignment.

C. Prosecutor's Office

1. The prosecutor's office will assign _____ full-time prosecutor(s), _____ program coordinators, _____ investigators, and _____ victim witness and support staff to the Weed and Seed program for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded.

D. School System

1. The school system will provide the following services, with assignments to be renewed for 1 additional year should the Weed and Seed program be refunded:

a. _____ hours of counseling services per week to high-risk youth in the Weed and Seed target neighborhood.

b. _____ hours of remedial instruction per week to high-risk youth in the Weed and Seed target neighborhood.

c. _____ hours of special recreational supervision per week to high-risk youth in the Weed and Seed target neighborhood.

d. _____ hours of counseling, remedial instruction, and recreational programming per week to high-risk youth during those periods, including summer vacation, when schools are not in session.

2. The school system will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph D (1) above, such services to be reimbursed from Weed and Seed grant funds.

3. The school system will provide office space for the counseling personnel assigned under paragraph D (1) and the support personnel specified in paragraph D (1) above at no cost to the Weed and Seed program.

4. The school system agrees that all personnel assigned to the Weed and Seed program under paragraph D above will be under the supervision of the Weed and Seed program for the purposes of case assignments, but will remain under the professional supervision of the school system.

E. Family Services

1. Family services will assign _____ full-time caseworkers to the Weed and Seed target neighborhood for 1 year, with their assignments to be renewed for 1 additional year should the Weed and Seed program be refunded.

2. Family services will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph E (1) above, such services to be reimbursed from Weed and Seed grant funds.

F. Juvenile Court Services

1. Juvenile court will give priority to cases involving high-risk youth from the Weed and Seed target neighborhood.

G. Probation

1. Probation will assign _____ full-time probation officer(s) to work with probationers and parolees in the Weed and Seed target neighborhood.

2. Probation will provide secretarial, clerical, and other necessary support services to the personnel assigned to the Weed and Seed program under paragraph G (1) above, such services to be reimbursed from Weed and Seed grant funds.

Director Coordinating Agency	Superintendent School System
Prosecutor	Chief of Police
Director Family Services	Director Juvenile Court Services

Sample 3

Memorandum of Agreement

Operation Weed and Seed is a collaborative effort by the United States, the State of _____, and the City of _____ to reduce crime and drug trafficking in a designated target neighborhood within the City of _____, and to restore that neighborhood by developing broad economic and social opportunities in cooperation with Federal, State, and local agencies, as well as private organizations and community groups.

To fulfill their roles as agencies participating in the Weed and Seed program, the school system and the community youth support association (CYSA) enter into this Memorandum of Agreement.

CYSA will provide space in its facility for tutoring individual students, remedial instruction for groups of no more than 6 high school students, and group counseling for groups of no more than 10 high school students. This space will be made available for a minimum of 12 hours per week throughout the year. CYSA will also provide recreational supervision for groups of no more than 20 junior high school students for a minimum of 30 hours per week. This space and these services will be paid for from funds granted to CYSA by the United Way.

The school system agrees to provide tutors, instructors, and teachers to provide the services to high school students described in the preceding paragraph. Half the funds to support these services will be provided from Weed and Seed grant funds; the other half will be allocated from the school system's high risk youth appropriation.

This agreement will be in force for 1 year beginning September 1, 1992, renewable for 1 year.

Director Community Youth Support Association	Superintendent School System

Appendix C
Federal Departments' Programs for Weed and Seed Projects

Department of Justice

Department of Justice funds will help finance state and local law enforcement activities in approximately 30 neighborhoods. The funds will come from the budgets of the United States Attorney and the Office of Justice Programs.

United States Attorney

Funds earmarked for Weed and Seed will be used for cooperative agreements with state and local law enforcement to help fund law enforcement activities in target neighborhoods.

The United States Attorneys will coordinate the federal approach, with associated funding directed primarily for enforcement and prosecution efforts. These funds will be used to pay police and prosecutors overtime and, in some instances, case-related expenses such as the purchase of information and evidence.

Office of Justice Programs

Funds from the Office of Justice Programs will be used in support of the Weed and Seed demonstration projects.

Department of Housing and Urban Development

The Department of Housing and Urban Development's (HUD) participation in Weed and Seed includes funding opportunities from the following five program areas: (1) Public Housing Modernization, (2) Housing Vouchers, (3) Community Development Block Grants, and (4) Public Housing Drug Elimination Grants.

Public Housing Modernization

Modernization funds enable public and Indian housing authorities to correct physical conditions and upgrade management and operations of existing housing developments so that such developments remain available for lower income families. This may involve alterations, additions, or rehabilitation of existing structures; replacement of nonexpendable equipment; and improvement in management and operations of such projects. In addition, modernization funds are used to provide technical assistance to resident management corporations and resident councils.

Housing Vouchers

The housing voucher program will provide a special set-aside of housing vouchers for very low income families in need of assistance in target areas. Housing vouchers, similar to Section 8 Certificates (Finders-Keepers program), provide assisted families with greater choice in selecting rental housing. The housing voucher permits families to rent units beyond the fair market rents.

Rental housing selected by eligible families must meet the decent, safe, and sanitary standards required by the program. Monthly housing assistance payments will be based on the difference between a payment standard for the area (not actual rent) and 30 percent of the family's monthly income.

Of the families selected for assistance, preference is given to families that are (1) occupying substandard housing, (2) voluntarily displaced, or (3) paying more than half their income for rent.

Community Development Block Grants

Title I of the Housing and Community Development Act of 1974, as amended, authorizes the HUD Secretary to make grants to state and local governments for funding local community development programs. The mission of the program is to provide decent housing and suitable living environments and to expand economic opportunities, principally for persons of low and moderate income. The broad national objectives of the program, which guide selected activities, include the following: (1) benefit low and moderate income persons, (2) aid in preventing or eliminating slums and blight, or (3) meet other particularly urgent community development needs. The Act permits a variety of activities in communities including, for example, providing public facilities or services, economic development, residential rehabilitation, and in some cases, substantial reconstruction of housing.

The program is based on the principle that recipients have the responsibility for selecting eligible activities most appropriate to their local circumstances. In addition, instead

of competing for categorical project funds each year, the entitlement communities and states have a basic grant allocation so that the government knows in advance the approximate amount of federal funds it will receive annually.

Public Housing Drug Elimination Grants

Grant funds for drug prevention, control, and elimination activities at public and Indian housing projects are required as part of the National Drug Control Strategy to help mobilize communities in the war on drugs. These grant funds are used by public housing authorities to develop and implement various support activities to prevent and eliminate drug-related crime and rid housing projects of drug dealers and drug use.

Grant-funded programs must be part of a comprehensive plan for addressing drug-related problems in the target neighborhoods. Grant funds should be used for:

- Employing security personnel or investigators
- Reimbursing local law enforcement agencies for additional security and protective services
- Physical improvements to enhance security
- Voluntary resident patrols
- Programs to reduce the use of drugs
- Contracting with resident management corporations or resident councils to develop security and drug prevention programs

Department of Labor

The Department of Labor's participation in Weed and Seed includes the following programs: (1) Job Training Partnership Act, (2) Youth Opportunities Unlimited Demonstration Grants, (3) Senior Community Service Employment Program, and (4) Job Corps. States, local service delivery areas, and contractors receiving funds from these programs will be strongly encouraged to fully participate in the Weed and Seed strategy, and to recruit program participants from target neighborhoods.

Job Training Partnership Act

The Job Training Partnership Act (JTPA) provides job training services for economically disadvantaged adults and youth, dislocated workers, and others who face significant employment barriers. The Act aims to move the jobless into permanent self-sustaining employment.

State and local governments have primary responsibility for the management and administration of job training programs under JTPA. Governors have approval authority over locally developed plans and are responsible for monitoring program compliance. In addition, public-private partnerships at the local level design training programs and deliver job and training services.

Coordination between state and local governments and the business community involves three elements:

- **State Job Training Coordinating Councils**, appointed by governors, consist of representatives of business, state agencies, local government, and the eligible population. These councils, which play a critical role in planning employment services, provide recommendations on JTPA training components.
- **Service delivery areas** are designated by governors to receive federal job training funds. Among the areas automatically eligible are units of local government with populations of 200,000 or more.
- **Private Industry Councils** are appointed by local elected officials to provide guidance and oversight for job and training programs at the service delivery area level. These councils are instrumental in bringing the private sector into the active management of job training programs. The majority of a council's members must represent business and industry within the service delivery area, and the chairperson must be a business representative. Members include representatives from business, educational agencies, organized labor, rehabilitation agencies, community-based organizations, economic development agencies, and public employment agencies.

Training services are available for the disadvantaged and others who face significant employment barriers, through block grants to states for local training and employment programs. States are responsible for further allocating funds to local service delivery areas and for overseeing the planning and operation of local programs. (Title II-A)

During summer months, job and training services are available for economically disadvantaged youth. These services include basic and remedial education, institutional and on-the-job training, work experience programs, and supportive employment services. (Title II-B)

Employment and training assistance is available for dislocated workers. Early intervention programs, job search assistance, support services, and relocation assistance are available to workers who lose their jobs due to mass layoffs or plant closings, long-term unemployed persons, or workers who are eligible for or have exhausted unemployment insurance and are unlikely to return to their previous occupation or industry. State matching funds are required except where the state unemployment rate exceeds the national average. (Title III)

Additional federal acts affect these services. The Worker Adjustment and Retraining Notification Act requires advance notice of plant closings or mass layoffs, which allows affected workers, unions, local governments, and state dislocated worker units to begin the process of returning these workers to productive jobs in a timely manner. The Economic Dislocation and Worker Adjustment

Assistance Act provides for improved service delivery and rapid response units in each state. The Trade Adjustment Assistance Act is authorized to provide benefits and services to workers dislocated due to imports.

The Act also authorizes federal programs for Native Americans, migrant and seasonal farm workers, and veterans. It also authorizes Job Corps; National Commission for Employment Policy; and nationally administered programs of technical assistance, labor market information, research and evaluation, and pilot programs and demonstrations. (Title IV)

The Jobs for Employable Dependent Individuals Act establishes an incentive bonus program for states which provide services to certain categories of individuals. The objective is to move these individuals off various assistance programs and into jobs. (Title V)

Youth Opportunities Unlimited

Youth Opportunities Unlimited (YOU) demonstration grants are provided to communities with high concentrations of poverty to establish and meet goals for improving the opportunities available to youth within their communities, and to coordinate comprehensive services to these youth.

The YOU initiative's purpose is to marshal public and private resources to fundamentally improve the lives of youth in high poverty areas. The YOU concept makes use of the notion of community, and targets money directly into high poverty areas with significant youth problems. Target communities are urban or rural areas with a population of 25,000 or less and a poverty rate of 30 percent or more. It differs from the Enterprise Zone concept, but it can be complementary to it.

Senior Community Service Employment

The Senior Community Service Employment Program promotes the creation of part-time jobs in community service activities for jobless, low-income persons who are at least 55 years of age and have poor employment prospects. This program is sponsored by state and territorial governments and 10 national sponsors:

- Association Nacional Pro Personas Mayors
- National Center on Black Aged, Inc.
- National Council on the Aging
- American Association of Retired Persons
- National Council of Senior Citizens
- National Urban League
- Green Thumb
- National Pacific/Asian Resource Council on Aging
- National Indian Council on Aging
- Department of Agriculture's Forest Service

Individuals work in part-time jobs at senior citizen centers, schools, hospitals, programs for the handicapped, fire prevention programs, and beautification and restoration projects. In addition to providing employment for needy jobless workers, this program makes possible an array of community services to the elderly including nutrition programs, recreation, health and home care, and transportation. Participants receive annual physical examinations; personal and job-related counseling; job training, if necessary; and, in some cases, placement into regular unsubsidized jobs.

Participants must be at least 55 years of age, have family income of not more than 25 percent above the federal poverty level and be able to perform the tasks assigned. Of these participants, almost 80 percent are over 60 years of age, two-thirds are women, more than 30 percent are minorities, and more than 50 percent did not complete high school.

Job Corps

Job Corps is a federally administered national employment and training program designed to serve severely disadvantaged youth ages 16 through 21. Enrollees are provided food, housing, education, vocational training, medical care, counseling, and other support services. The program prepares youth for stable, productive employment and entrance into vocational/technical schools, junior colleges or other institutions for further education and training. Job Corps centers range in capacity from 175 to 2,600 enrollees. Some centers, which are called civilian conservation centers, are operated by the Departments of Interior and Agriculture and staffed by federal employees. Remaining centers are operated under contracts with the Department of Labor and certain corporations including General Electric; ITT; Career Systems, Inc.; Teledyne; Management Training Corporation; and various nonprofit organizations.

Enrollees receive room and board, books, supplies, and a cash living allowance, part of which is paid upon successful program completion. A few of the centers can accommodate non-residential enrollees who participate in training and center activities during the day. Enrollees may stay in Job Corps for up to two years, although the average length of stay is about eight months. Enrollees are given help in finding a job or enrolling in further education when they leave.

Vocational training is given in occupations such as auto repair, carpentry, painting, masonry, nursing and other health care, word processing, business and clerical skills, welding, and heavy equipment operation. Education includes reading, mathematics, and preparation for the Gen-

eral Education Development high school equivalency examination. Job Corps enrollees also receive instruction in personal hygiene, nutrition, developing positive work habits, and making constructive use of leisure time.

Department of Health and Human Services

The Department of Health and Human Services is supporting Weed and Seed by making the following programs available for target neighborhoods: (1) Treatment Improvement Program, (2) Capacity Expansion Program, (3) High Risk Youth/Substance Abuse Programs for Pregnant Women and their Infants, (4) AFDC Job Opportunities and Basic Skills Training Program, (5) Head Start, and (6) Community Health Centers.

Treatment Improvement Program

Treatment Improvement Program grants, cooperative agreements, and contracts, funded through the states, are used for both model demonstration treatment programs and other programs intended to improve and expand treatment. Generally, these programs are intended to be only short-term demonstrations and the states are expected to continue those programs that meet their treatment goals.

Target Cities. These cooperative agreements offer cities, states, and the federal government an opportunity to redress the enormous drug problems that exist in large urban areas. Close collaboration among the different levels of government allows strategic improvements in treatment. Awards have been made to Albuquerque, Atlanta, Baltimore, Boston, Los Angeles, Milwaukee, New York, and San Juan. Philadelphia has been funded for 1992. Funds are specifically used to

- Develop central intake units
- Improve treatment facilities
- Improve patient tracking systems
- Train staff
- Coordinate health, human services, education, criminal justice, and other providers of treatment into the general health system
- Improve outreach
- Provide sustained aftercare programs
- Institute special initiatives to serve critical populations such as pregnant women, substance exposed infants, adolescents, co-morbid populations, and racial and ethnic minorities.

Establishing central intake, assessment, and referral systems are mandatory requirements that should expedite a solution to the existing maldistribution of capacity and reduce the average waiting time for treatment.

Critical Populations. These demonstration grants, made to states for existing local treatment programs, focus on the following critical populations: adolescents, racial and ethnic minorities, and residents of public housing. The homeless, rural populations, and substance abuse patient subgroups with high incidence of physical and mental illness or AIDS receive special attention under this program. This program recognizes that selected groups have needs unmet by established delivery systems.

Criminal Justice Settings. These programs are designed to improve treatment for inmates, probationers, parolees, and juveniles and to improve the coordination of comprehensive services within state and local criminal justice systems.

Campus Settings. The campus setting demonstration program allows drug patients to be treated in a single facility with a range of state-of-the-art treatment methods and associated social services.

Other Community Programs. Other community treatment programs include the Linkage Initiative and a variety of other treatment improvement initiatives.

Capacity Expansion Program

Capacity Expansion Program grants are intended to expand and enhance the number of effective treatment slots available, specifically in geographic and demographic areas of need. Special emphasis will be placed on expanding treatment capacity for high risk populations, with careful attention to the unique needs of racial and ethnic minorities, pregnant and postpartum women and their substance-exposed infants, the homeless, residents of public housing, and adolescents. This is a matching program intended to stimulate funding of additional long-term treatment services by the states.

High Risk Youth/Substance Abuse Programs for Pregnant Women

High Risk Youth demonstration grants provide funds to community-based organizations, educational institutions, and other nonprofit groups to develop innovative approaches to prevent alcohol and other drug use among youth. Funded projects are designed to identify and enhance resiliency or protective factors while diminishing the risk factors for using alcohol and drugs. The most frequently cited risk factors for drug abuse experienced by youth served by these programs are economic disadvantage, being the child of substance abusers, and being a school dropout.

Risk factors have been identified in the following five groups, with specific strategies designated for each group:

Risk Factors	Strategies
Individual-based	Social and life skills training, mentoring programs, and alternative activities
Family-based	Family therapy, family skills training, play therapy, parent training and involvement
School-based	Efforts to improve the school environment
Peer-based	Programs to improve self esteem and self control, e.g., Athletes Coaching Teens Project (Richmond, Virginia)
Community-based	Improved organization, community bonding, cultural pride, and bicultural competence

Two distinct demonstration grant programs target the substance abuse problems of pregnant women and their infants. The Pregnant and Postpartum Women and their Infants program is intended to coordinate service systems for linking health promotion and treatment services with substance abusing pregnant women and their small children. The objective is to provide a full continuum of care, from prevention to early intervention to treatment and rehabilitation. The Comprehensive Residential Drug Prevention and Treatment Project for Substance Abusing Women and their Children program is designed to provide substance abuse prevention and treatment within a long-term residential setting. Substance abusing women and their infants and older children are eligible for services.

Community Partnership Program

The Community Partnership Program was established to demonstrate the effectiveness of providing long-term, multidisciplinary resources to assist communities in implementing coordinated, comprehensive, community-wide, alcohol and drug abuse prevention systems. These grants promote systems change by assisting communities in developing programs that are both self-sustaining and replicable.

The program requires that each grantee establish a planning and coordinating body comprised of at least seven local agencies and organizations, all committed to the prevention of alcohol and drug use. Each partnership establishes a coalition of organizations designed to both consolidate resources already in the community and to identify and address the prevention needs of the community.

AFDC Job Opportunities and Basic Skills Training Program

These grants provide payments to states, territories, Indian tribes, and Alaska Native organizations to fund the Job Opportunities and Basic Skills Training (JOBS) program. The program's purpose is to make it possible for Aid to Families with Dependent Children (AFDC) recipients to obtain jobs and leave the AFDC rolls. The JOBS program provides an array of education, training, and employment services to applicants for and recipients of AFDC.

Head Start

Head Start provides comprehensive services for children and families. Intended for pre-schoolers from low income families, the program seeks to foster the development of children and enable them to deal more effectively with both their present environment and later responsibilities in school and community life. Head Start children receive comprehensive health services, including immunizations and physical and dental exams and treatment, and hot meals to help meet daily nutritional requirements. Grants are awarded to public and private nonprofit agencies. Grantees must contribute 20 percent of the total program's cost from non-federal sources.

Community Health Centers

The Community Health Center program supports the establishment and operation of systems that provide access to and availability of family-oriented prevention and primary health care services. The centers serve people living in rural and urban medically underserved areas. These people may be minorities, women of child-bearing age, infants, persons with HIV infection, substance abusers, or homeless individuals or families. They are at risk and vulnerable for health and related conditions because of very limited access to quality primary health care. Community Health Centers improve access by supporting organized health care systems, facilities, and health care providers located in areas where there are significant populations of underserved individuals. Their services are coordinated with those of state and local health departments, nonprofit organizations, academic institutions, and other local organizations.

Catalog of Federal Programs

The following catalog of federal programs represents programs that are be available to assist local Weed and Seed programs. This list is intended as an example of the types of programs that are available and does not represent a complete list of all relevant federal programs available to local jurisdictions. The programs represent those in place in fiscal year 1992. Consequently, they are subject to change in fiscal year 1993.

There are a large number of federal programs that were not included. These represented such basic programs as welfare, food stamps, FHA insurance, unemployment insurance and related job training programs, state health programs, Head Start, and the numerous educational programs funded directly to the states. Other programs not included were those of the Appalachian Regional Commission and the Tennessee Valley Authority.

The Department of Health & Human Services administers over 135 domestic programs. The Department of Education administers over 170 programs. These programs cover almost any need in the health and education related areas in a targeted neighborhood. Most of these programs are administered through state government agencies. Weed and Seed Program Directors are encouraged to contact the state departments of Health & Human Service and Education and review the resources available to meet the needs of the targeted community. Program Directors can also refer to the 1992 Catalog of Federal Domestic Assistance. This document is available in the public library or from the Government Printing Office. Computerized versions can be obtained by calling (800) 669-8331.

This catalog represents a brief description of the programs. There are a number of program requirements not mentioned, including level of funding and matching fund requirements. The agency contacts are listed; they should be contacted for detailed information.

Grants for Public Works and Development Facilities

Agency: Department of Commerce, Economic Development Administration.

Description: Grants for business incubator facilities; infrastructure improvements for industrial parks; vocational schools; and infrastructure improvements to promote long-term economic development facilities to create or retain permanent jobs in areas experiencing severe economic distress.

Applicant: States, cities, counties, and other political subdivisions, or private and public nonprofit organizations representing a redevelopment area.

Deadlines: No fixed time.

Contact: (202) 377-5265

Business Development Assistance

Agency: Department of Commerce, Economic Development Administration.

Description: Agency will guarantee up to 80 percent of unpaid balance of loans made by private lenders to sustain industrial and commercial viability in designated areas to create or retain permanent jobs.

Applicant: Private lending institutions lending to private borrowers.

Deadline: June 30

Contact: (202) 377-4731

Economic Development Technical Assistance

Agency: Department of Commerce, Economic Development Administration.

Description: Technical assistance for evaluation, shaping and implementing specific projects and programs that promote economic development in depressed areas.

Applicant: No applicant eligibility requirements. Typically private non-profit, municipal government.

Deadline: Announced in Federal Register when determined.

Contact: (202) 377-2127

Research and Evaluation Program

Agency: Department of Commerce, Economic Development Administration.

Description: Funding for research, training, and evaluations to assist in the determination of causes of unemployment, underemployment, underdevelopment, and chronic depression in various areas and regions of the Nation. To assist in the formulation and implementation of local programs that will raise income levels.

Applicant: Individuals, corporations, colleges, profit or nonprofit organizations.

Deadline: Dates published in Federal Register.

Contact: (202) 377-4085

Minority Business Development Centers

Agency: Department of Commerce, Minority Business Development Agency.

Description: The Department of Commerce funds approximately 100 organizations nationwide to provide business development services for a minimal fee to minority firms and individuals interested in entering, expanding, or improving their efforts in the marketplace.

Applicant: N/A

Deadline: N/A

Contact: For nearest funded agency contact: (202) 377-8015

Section 203(k) Rehabilitation Mortgage Insurance

Agency: Department of Housing & Urban Development

Description: Program insures loans made by private lenders to purchase and rehabilitate or refinance and rehabilitate 1 to 4 unit dwellings. Rehabilitation costs must be over $5,000. The program allows the initial loan to cover the cost of rehabilitation.

Applicant: Individual or investor.

Deadline: Ongoing

Contact: (202) 708-2720 for nearest field office.

Section 234(d) Mortgage Insurance for Construction of Condominiums

Agency: Department of Housing & Urban Development

Description: HUD insures lenders against loss on mortgage loans used to finance the construction or rehabilitation of multifamily housing structures by a sponsor intending to sell individual units as condominiums.

Applicant: Private developers, public bodies.

Deadline: Ongoing

Contact: (202) 708-2556 for nearest field office.

Title I Property Improvement Loan Insurance

Agency: Department of Housing & Urban Development

Description: HUD insures lenders against loss on loans used to finance alteration, repairs, and improvements for existing structures and the building of new non-residential structures to improve the basic livability of the properties. The maximum loan is $17,500 for a one-family dwelling.

Applicant: Owner or purchaser of unit. Lessee with lease 6 months beyond maturity of loan.

Deadline: Ongoing

Contact: Apply directly to local insured lender.

Section 223(f) Mortgage Insurance for Purchase or Refinance of Multifamily Housing

Agency: Department of Housing & Urban Development

Description: HUD insures lenders against loss on loans used to purchase or refinance existing multifamily housing projects of 5 or more units with rehabilitation that does not exceed $6,500 per unit or 15 percent of the estimated value of the project.

Applicant: Private or public individuals or organizations.

Deadline: Ongoing

Contact: Apply with a local insured lender.

Mortgage Insurance for Single Room Occupancy (SRO) Projects

Agency: Department of Housing & Urban Development

Description: HUD provides mortgage insurance for the construction or substantial rehabilitation of multi-family properties with 5 or more units consisting of single-room units. It is aimed at those tenants who have a source of income but are priced out of the rental apartment market.

Applicant: Private developers, non-profit organizations, or public entities.

Deadline: Ongoing. Processing takes 9-12 months.

Contact: (202) 708-2556 for local field office number.

Community Development Block Grants

Agency: Department of Housing & Urban Development

Description: This widely known program can be used to assist with rehabilitation of residential and non-residential structures and a wide range of activities directed toward neighborhood revitalization. Neighborhood-based non-profit organization, local development corporations or Section 301(d) Small Business Investment Companies may act as sub-recipients to carry out neighborhood revitalization, community economic development or energy conservation projects. All eligible activities must benefit low- or moderate-income persons, aid in the prevention or elimination of slums and blight, or meet other community development needs having a particular urgency.

Applicant: Cities and urban counties

Deadline: Ongoing multi-year grant.

Contact: City or county community development office or (202) 708-1577 for local HUD office.

Public Housing Drug Elimination Grants

Agency: Department of Housing & Urban Development

Description: Grants are awarded to housing authorities for use in eliminating drug-related crime in and around public housing developments. Funded programs must be part of a comprehensive plan for addressing drug-related problems within the targeted neighborhoods. Grants can be used for reimbursement of local law enforcement agencies, voluntary resident patrols, and programs to reduce the use of drugs.

Applicant: Public Housing Authority

Deadline: Announced by Agency in letter to housing authority.

Contact: Local public housing authority or (202) 708-0950.

Emergency Shelter Grants Program

Agency: Department of Housing & Urban Development

Description: Grants may be used to improve the quality of existing shelter for the homeless, make available additional emergency shelters, meet the costs of operating emergency shelters, and provide essential social services to homeless individuals.

Applicant: States, formula cities, counties. Units of local government and nonprofits may apply directly to States.

Deadline: Applicants are notified - application due 45 days after notification.

Contact: City or State Community Development office or call (202) 708-4300

Community Development Work-Study Program

Agency: Department of Housing & Urban Development

Description: Institutions of higher education, areawide planning organizations, or States may apply for grants to assist economically disadvantaged and minority students who are enrolled in full-time graduate or undergraduate programs in community and economic development, community planning or community management, public administration, and urban planning fields of study.

Applicant: See Description.

Deadline: Applicants compete for funds when advertised in Federal Register.

Contact: (202) 755-6092 for information.

Supportive Housing Demonstration Program

Agency: Department of Housing & Urban Development

Description: This transitional and permanent housing for handicapped homeless persons is designed to develop innovative approaches to providing supportive housing for homeless families with children, homeless individuals with mental disabilities, and other handicapped homeless persons. The funds can be used for a variety of construction or operating costs. There are matching fund requirements.

Applicant: State, municipal government, private nonprofit organization.

Deadline: Notice of Fund Availability published in Federal Register.

Contact: (202) 708-4300 for field office contact.

Home Investment in Affordable Housing (HOME)

Agency: Department of Housing & Urban Development

Description: Formula grants are used for housing rehabilitation, tenant-based assistance, assistance to first time home buyers, or neighborhood revitalization programs. Funding may be used for site acquisition, site improvements, demolition, and relocation.

Applicant: States, cities, urban counties and consortia of units of local governments.

Deadline: Applicants must submit a Comprehensive Affordable Housing Strategy (CHAS) by October 31 (for FY 92). HUD publishes a NOFA with a list of each jurisdiction's formula allocation and rental production set-aside. The jurisdiction must notify HUD of intent to participate and submit a program description.

Contact: (202) 708-2685 for local field office contact.

Hope for Homeownership of Single Family Homes (HOPE 3)

Agency: Department of Housing & Urban Development

Description: Project grants for program planning and implementation to provide home ownership opportunities to lower income families by providing grantees with federal assistance to finance an eligible home buyer's direct purchase and rehabilitation of eligible single family properties.

Applicant: Private nonprofit organization, public agencies in cooperation with a private non-profit organization, and cooperative associations.

Deadline: Notice of Fund Availability published in Federal Register.

Contact: (202) 708-0324 for deadlines and local office contact.

Public Housing Comprehensive Improvement Assistance Program (CIAP)

Agency: Department of Housing & Urban Development

Description: Provides funds for comprehensive physical improvements of public housing projects. New changes in the program give housing authorities with over 500 units guaranteed funding for five years with maximum flexibil-

ity to make local determinations on which projects to modernize. Funds allow for management improvements which may fund certain activities associated with Weed and Seed.

Applicant: Local public housing authority.

Deadline: Under the control of the local public housing authority.

Contact: Local public housing authority or (202) 708-0950 for field office contact for eligible management improvement activities.

Section 8 Housing Voucher Program

Agency: Department of Housing & Urban Development

Description: This widely known program provides rental assistance to low-income families who rent from private landlords. Local administering agencies can develop cooperative programs in Weed and Seed areas such as self-sufficiency programs that encourage job training, education, and day care. In addition, they can cooperate with local law enforcement agencies with the Weed activities.

Applicant: Local public housing authority or city/county housing department.

Deadline: Ongoing

Contact: Local public housing authority.

Urban Park and Recreation Recovery Program

Agency: National Park Service, Department of the Interior.

Description: Recovery Action Program grants are 50/50 matching grants (can use CDBG funds) to local governments for the development of local park and recreation system recovery plans. Eligible activities include resource and needs assessment, coordination, citizen involvement and planning, and program development activities to encourage public definition of goals. Funds may not be used for routine maintenance or upkeep.

Applicant: Cities and counties meeting requirements in 10/9/79 Federal Register.

Deadline: None

Contact: (202) 343-3700 for more information.

Juvenile Justice and Delinquency Prevention

Agency: Department of Justice, Office of Juvenile Justice and Delinquency Prevention

Description: Grants to develop and implement programs that design, test, and demonstrate effective approaches, techniques and methods for preventing and controlling juvenile delinquency such as community based-alternatives to institutional confinement; developing and implementing effective means of diverting juveniles from the traditional juvenile justice and correctional system.

Applicant: Local units of government, public and private nonprofit agencies, organizations, and individuals.

Deadline: Program announcement published in Federal Register.

Contact: (202) 307-5914

Juvenile Gangs and Drug Abuse and Drug Trafficking

Agency: Department of Justice, Office of Juvenile Justice and Delinquency Prevention

Description: Grants to establish and support programs and activities that involve families and communities designed to reduce participation of juveniles in drug-related crimes and involvement in gang-related activity. Includes assistance in the establishment of Boys and Girls Clubs in public housing and a wide variety of other activities.

Applicant: Public or private nonprofit agencies, organizations, or individuals.

Deadline: Program announcement published in Federal Register

Contact: (202) 307-0751

Youth Opportunities Unlimited (YOU)

Agency: Department of Labor, Employment and Training Administration

Description: The Department awards three-year grants to implement a model neighborhood program aimed at restructuring delivery systems in order to improve existing services including education, health, housing, child development, employment and training, sports and recreation, and family support components. The targeted site should have a population of 25,000 or less, or a poverty rate of 30 percent or above. The program can help fund family learning centers; in-school, out-of-school, and after-school programs; youth construction programs; computer learning centers; and alternative sentencing programs to name a few. The local program must generate an integrated series of initiatives within the community. The goal is not only to bring jobs to youth, but also to promote self-reliance through a variety of other coordinated services. The U.S. Department of Health & Human Services is participating in the initiative.

Applicant: States and units of local government.

Deadline: Amendments to the Job Training Partnership Act (JTPA) include provisions to expand the YOU initiative from the present six sites to a larger number of sites.

Contact: (202) 535-0682

Job Training Partnership Act (JTPA)

Agency: Department of Labor, Employment and Training Administration

Description: The Job Training Partnership Act (JTPA) provides job training services for economically disadvantaged adults and youth, dislocated workers, and others who face significant employment barriers. The program aims to move the jobless into permanent self-sustaining employment. Training services are available to the disadvantaged; job training and services are available for economically disadvantaged youth during the summer; and employment and training assistance for dislocated are the major portions of the program. The job training programs are guided by Private Industry Councils appointed by local elected officials. These councils serve as key mechanisms for bringing representatives from various segments of the private sector into the active management of job training programs.

Applicant: State government

Deadline: States submit applications upon notification and grants are awarded before June 30.

Contact: State Labor Department or (202) 535-0580 for regional Employment and Training Office contact.

Senior Community Service Employment Program

Agency: Department of Labor, Employment and Training Administration

Description: This program promotes the creation of part-time jobs in community service activities for jobless, low-income persons who are at least 55 years of age and have poor employment prospects. Individuals work in part-time jobs at senior citizen centers, in schools or hospitals, in programs for the handicapped, in fire prevention programs and beautification and restoration projects. In addition to providing employment for needy jobless workers, this program makes possible an array of community services to the elderly.

Applicant: States, national public and private nonprofit agencies and organizations.

Deadline: Set each year - contact agency

Contact: (202) 535-0500

Employment Services and Job Training Demonstration Programs

Agency: Department of Labor, Employment and Training Administration

Description: Project grants to promote and foster new or improved linkages between the network of Federal, State, and local employment, training, and human resource agencies and components of the private sector. Funds may be used to provide or arrange for job training, related services, and job opportunities for members of groups with particular disadvantages in the general labor market.

Applicant: State and local governments, private nonprofit and profit-making organizations, and educational institutions.

Deadline: Announced in the Federal Register.

Contact: (202) 535-0677 for information.

Federal Employment for Disadvantaged Youth-Part-Time (Stay-in-School Program)

Agency: Office of Personnel Management

Description: Federal employment for up to 20 hours a week for disadvantaged students 16 years and older. Youth work for local federal agencies. The agency also operates a summer federal employment program called: Summer Aids.

Applicant: Eligible youth

Deadline: None. Register with youth division of local State employment service.

Contact: (202) 606-0870 or local employment service.

Disposal of Federal Surplus Real Property

Agency: General Services Administration

Description: GSA will convey surplus federal property for use for homeless programs, park or recreation use (land), public health and educational purposes.

Applicant: State and local government. 502(c)(3) exempt organizations for property for health, educational and homeless use.

Deadline: Advice of interest must be submitted within 20 days from the notice date of availability of the property was released.

Contact: (202) 501-0084 for local GSA Office of Real Estate Sales.

Loans for Small Businesses - 7(a)(11) Loans

Agency: Small Business Administration

Description: Direct loans, advisory services, and counseling to small businesses owned by low-income persons or located in any area having a high percentage of unemployment, or having a high percentage of low income individuals.

Applicant: Individuals

Deadline: Ongoing

Contact: (202) 205-6570 for number of local SBA office.

Minority Business Development - Section 8(a)

Agency: Small Business Administration

Description: This program allows SBA to enter into procurement contracts with other federal agencies and to subcontract the performance of these contracts to eligible minority business program participants. Minority businesses apply to SBA for acceptance into the program. Once approved, the firm seeks work through requests for proposals in their area of expertise with federal agencies. SBA will negotiate the contract as the prime contractor and sub-contract the work to the minority business. SBA also has a business loan program for 8(a) participants.

Applicant: Eligible minority businesses.

Deadline: Ongoing.

Contact: (202) 205-6410 for local SBA contact.

Management and Technical Assistance for Economically Disadvantaged Businesses

Agency: Small Business Administration

Description: Project grants to state and local government, education institutions, public or private organizations, and individuals to provide management and technical assistance to 8(a) certified firms and other existing or potential businesses which are economically or socially disadvantaged, and firms operating in high unemployment or low income areas. Types of assistance include financial services, marketing, specialized training and production analyses.

Applicant: See description.

Deadline: None. Announcements made for Request for Application Proposals.

Contact: (202) 205-6423 for local SBA contact.

Local Development Company Loans (502 Loans)

Agency: Small Business Administration

Description: Loans to local development companies for the purchase of land, buildings, machinery, and equipment, or for constructing, expanding, or modernizing buildings. Loans are not available to provide small businesses with working capital or for refinancing purposes. SBA has a related 504 loan program for Certified Development Companies.

Applicant: Profit or non-profit local development companies incorporated in the state for the purpose of promoting economic growth in a particular community.

Deadline: None

Contact: (202) 205-6485 for local SBA contact.

Volunteers in Service to America (VISTA)

Agency: ACTION

Description: Provides full-time, full-year volunteers to local sponsoring organizations to address the problems of poverty. Volunteers may be recruited locally to serve their own community. The program is designed to supplement the efforts of private, nonprofit organization and state and local government agencies. The agency also administers the Student Community Service Program that funds staff to conduct a student community service volunteer program. Other similar programs include: Senior Companion Program, Drug Alliance Program, and the Literacy Corps.

Applicant: State or local governments, private, non-profit organizations.

Deadline: Announced by agency.

Contact: (202) 606-4845 for local state office contact.

Weatherization Assistance for Low-Income Persons

Agency: Department of Energy, Conservation and Renewable Energy

Description: Formula grants used to insulate the dwellings of low-income persons to conserve energy and reduce utility costs.

Applicants: State governments.

Deadline: 60 days after notification of eligibility to apply.

Contact: (202) 586-2204 for regional office information contact.

Office of Minority Economic Impact Loans

Agency: Department of Energy, Office of Minority Economic Impact

Description: To provide direct loans to minority business enterprises to assist them in financing bid or proposal preparation costs in pursuing Department of Energy work. The Department also provides management and technical assistance for MBE's and a minority honors training program. The training program provides scholarships to financially needy minority honor students pursuing training in energy-related technologies.

Applicant: Minority businesses.

Deadline: None

Contact: (202) 586-1594

Community-Based Anti-Arson Program

Agency: Federal Emergency Management Agency, United States Fire Administration.

Description: Project grants to assist local community-based anti-arson organizations increase and intensify arson mitigation efforts.

Applicant: Community-based, nonprofit organizations.

Deadline: Pre-application procedure followed by letter of invitation to prospective grantees.

Contact: (301) 447-1080

Upward Bound

Agency: Department of Education

Description: Project grants to provide academic instructional programs, personal and academic counseling, career guidance and special instruction to prepare project participants for careers in which persons from disadvantaged backgrounds are particularly under-represented. Funds may be used to support a residential summer program and academic year program.

Applicant: Institutions of higher education, public and private agencies and organizations.

Deadline: Published in Federal Register.

Contact: (202) 708-4804 for regional office contact.

Educational Research and Development

Agency: Department of Education

Description: Project grants to support development, planning experiments, and demonstrations in education and related fields to solve, alleviate, or illuminate educational problems.

Applicant: Institutions of higher education; public and private agencies, organizations, and institutions.

Deadline: Contact office for application deadlines.

Contact: (202) 219-2079

The Secretary's Fund for Innovation in Education

Agency: Department of Education

Description: Funds may be used to support a wide range of projects for innovation in education, technology education, and computer-based instruction.

Applicant: State and educational agencies, public and private organizations.

Deadline: Announced in Federal Register

Contact: (202) 219-1496

Urban Community Services

Agency: Department of Education

Description: Project grants to accredited institutions of higher education to use urban universities as sources of skills, talents, and knowledge so they can better serve their community.

Applicant: Universities

Deadline: Contact headquarters office for deadlines.

Contact: (202) 708-7389

Community Services Block Grant

Agency: Department of Health and Human Services

Description: Formula grants to states to provide activities designed to assist low-income participants secure and retain meaningful employment; attain an adequate education; obtain and maintain adequate housing; remove obstacles and solve problems which block the achievement of self-sufficiency. States make grants to locally-based nonprofit community anti-poverty agencies which provide services to low-income individuals and families.

Applicant: States.

Deadline: May apply any time during the year.

Contact: (202) 401-9343

Capacity Expansion Program

Agency: Department of Health & Human Services

Description: The program is intended to expand and enhance the number of effective treatment slots available. It is designed specifically to expand the availability of drug treatment services in areas of need. Special emphasis will be placed upon expanding treatment capacity for high risk populations, with careful attention to the unique needs of racial and ethnic minorities, pregnant and postpartum women and their substance exposed infants, the homeless, residents of public housing, and adolescents. This is a state matching program and is intended to stimulate the funding of additional long term treatment services by the states.

Applicant: Single State Agencies for Alcohol and Drug Abuse

Deadline: Announced to applicants each year.

Contact: State agency or (301) 230-4792 for information and referral.

Family Support Centers Demonstration Program

Agency: Department of Health and Human Services

Description: To plan and carry out a number of demonstration projects designed to encourage the provision of intensive and comprehensive support services that will enhance the physical, social and educational development of low-income individuals and families who are currently residing in government subsidized housing or who are at risk of becoming homeless.

Applicant: States or local agencies, a Head Start agency, any community-based organization with experience as a community action agency.

Deadline: None. Program announcement in Federal Register.

Contact: (202) 401-9354

Demonstration Grants for the Prevention of Drug Abuse

Agency: Department of Health & Human Services

Description: Funds are available for projects to demonstrate effective community-based models for the prevention, treatment, and rehabilitation of drug and alcohol abuse among high-risk youth. The Department also provides funding only to states for Community Youth Activity Demonstration Grants and Community Youth Activity Program Block Grants. Both provide similar drug and alcohol prevention services.

Applicant: Any government agency or nonprofit private entity.

Deadline: Receipt dates for applications are January 2, May 20 and September 20.

Contact: (301) 443-0353

Community Partnership Study Demonstration Grant

Agency: Department of Health & Human Services

Description: To study models for partnership development that encourage community leaders, diverse organizations and/or interest groups in local communities to more effectively coordinate prevention programs and to develop prevention initiatives.

Applicant: Local governments, local private non-profit organizations. A coalition is expected to consist of at least seven organizations or agencies.

Deadline: Contact Headquarters for application deadline

Contact: (301) 443-3958

Drug Abuse Prevention and Education Relating to Youth Gangs

Agency: Department of Health & Human Services

Description: Grants to prevent and reduce the participation of youth in gangs that engage in illicit drug-related activities; to promote involvement of youth in lawful activities; to support coordination of activities of local police department, education, employment and social service agencies.

Applicant: State and local government and nonprofit private agencies, institutions, and individuals.

Deadline: Published in Federal Register

Contact: (202) 245-0076

Comprehensive Child Development Centers

Agency: Department of Health & Human Services

Description: Project Grants to plan for and carry out projects for a five-year period to provide intensive, comprehensive, integrated and continuous supportive services for infants, toddlers, and pre-schoolers from low-income families to enhance their intellectual, social, emotional and physical development and provide support to their parents and other family members.

Applicant: Head Start agency, an institution of higher education, a public hospital, a community development

corporation, or a public or private nonprofit agency specializing in delivering social services to infants or young children.

Deadline: Most of funding is for renewals

Contact: (202) 245-0566 for nearest funded agency and future funding potential.

Communications Programs Aimed Toward the Prevention of Drug Problems

Agency: Department of Health and Human Services

Description: Project grants to stimulate the development and evaluation of promising communications-based approaches to the prevention of alcohol and other drug problems for high-risk audiences and develop and evaluate approaches to assist communities in improving the overall message environment for prevention and protection of those living in high-risk environments.

Applicant: Public and private nonprofit organizations.

Deadline: Contact Headquarters office for deadline.

Contact: (301) 443-0373