

Implementation Plan for *No Community Left Behind*

Creating a better place to work, live and play

No Community Left Behind is a vehicle to show that we can create neighborhoods that is an outstanding place to live.

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Introduction

This implementation plan explains different phases of the project and gives basic framework for implementing the *No Community Left Behind* strategy. This plan is not intended to provide a set criteria to be met by every Safe Neighborhood site. Rather, it offers model which can and should be contextualized according to the unique character, strengths, and needs of each neighborhood.

It is also important to add that this is not an attempt to reinvent the wheel. The basic principles, concepts and activities discussed here are drawn from successful implementation of the same elsewhere.

Overview

No Community Left Behind project is designed to reduce the impact of crime on the concerned communities, provide prevention, intervention and restorative services; and revitalize communities.

No Community Left Behind project is a community-based multi-agency approach to law enforcement, crime prevention and neighborhood restoration. This initiative is a comprehensive strategy — not simply a program — to assist communities in bringing together people and resources to prevent and control crime and improve the overall quality of life.

The *No Community Left Behind* strategy stresses collaboration, coordination and community participation. This approach gives communities experiencing high crime and social and economic decay, a comprehensive structure, critical planning tools and access to organizations and agencies focused on crime prevention, citizen safety and neighborhood revitalization. This initiative is unique in that communities use the *No Community Left Behind* strategy to develop and undertake efforts tailored to the issues, needs and concerns of each individual neighborhood.

Vision

The *No Community Left Behind* strategy involves a two-pronged approach:

1. Police services and criminal justice officials cooperate to identify and charge criminals who are violent and/or traffic drugs to prevent them from victimizing community members in the designated area.
2. Social/community/health services and economic revitalization are brought in to take preventive measures in the area to ensure long-term change and a higher quality of life for community members.

The *No Community Left Behind* strategy recognizes the importance of coordinating all stakeholders and partners' initiatives with social service providers and private-sector efforts to maximize the impact of existing programs and resources, and identify and fill in gaps in services.

Most importantly, the project realizes the importance of community participation. Community members would be centrally involved and empowered to assist in solving problems in their neighborhoods. In addition, the private sector would be a pivotal partner in the *No Community Left Behind* strategy.

Phase 1.

Overview of *No Community Left Behind* project

Goals and Objectives

The purpose of *No Community Left Behind* project is to reduce violent and non-violent crimes from high-crime neighborhoods in South East Ottawa to begin with and to develop these areas as models for the rest of the city and Canada.

A comprehensive approach would be applied to address the roots of the problem, reduce and prevent crime and improve community members' overall quality of life. As a result, residents will be able to live, work, and raise their families in a safer and more prosperous environment. The primary objectives at each *No Community Left Behind* project site are to:

- Develop a comprehensive community-based strategy to control and prevent criminal activities, including gang activity, drug trafficking, and substance abuse.
- Coordinate existing and new government and private-sector initiatives, criminal justice efforts and human services, concentrating those resources in designated neighborhoods to maximize their impact.
- Mobilize community members and law enforcement to assist each other in identifying and removing criminals and drug traffickers from their neighborhoods, assist human service agencies in identifying and responding to social/community/health service needs, and participate more fully in neighborhood planning and decision making processes.

Four Components

The *No Community Left Behind* strategy is a multilevel strategic plan that includes four basic components:

1. Law enforcement.
2. Community policing.
3. Prevention and empowerment.
4. Neighborhood restoration.

Law enforcement and community policing represent the **correctional** aspect of the strategy. Intervention, and empowerment and neighborhood restoration represent the **preventive** phase. Community policing would be involved in both corrective and preventive activities and would serve as a bridge between the two components.

Law Enforcement

This aspect of the project would focus on both collaborative problem-solving processes and enforcement tactics to reduce and suppress crime at the neighborhood level. The law enforcement component would be designed to remove crime and violence. Efforts would be directed mainly at identifying, apprehending and prosecuting the most serious and visible criminal activities and the perpetrators in the neighborhood.

Reducing both crime and citizen fear would give back hope to community members living in distressed neighborhoods and set the stage for effective implementation of other projects and community revitalization.

In Safe Neighborhood sites, crime suppression activities are to be undertaken by forming **Joint Task Forces**. These Task forces would represent a collaboration of police and security services with the communities from all levels of government, benefiting from the various resources each agency would bring to the effort. Suggested activities would include targeted patrols, assistance to the communities in gathering evidence, intensified drug investigations and targeted prosecution. Other law enforcement tactics to be

introduced after consensus would involve various aspects of the justice system such as victim-witness assistance and services, community courts and offender reentry programs.

Community Policing

Community policing would support intensive law enforcement operations and serves as a bridge to the correctional components of *No Community Left Behind* project. Community policing would embrace two key concepts — community engagement and problem solving. Under this model of policing, officers would establish an ongoing dialog with community members to solve crime problems through a systematic process to address the underlying causes of crime.

This continued interaction (as opposed to situational/issues meetings) would foster a sense of responsibility within the community to contribute to solutions, focus on increasing police visibility and develop cooperative relationships between the police and community members. Some proposed community-policing activities could include foot patrols, victim referrals to support services, nuisance abatement programs and support in gathering evidence about criminal activities.

Community mobilization would also be important to community policing for crime prevention purposes. Programs that encourage community participation and help prevent crime would include neighborhood watches, citizen marches and rallies, initiatives led by various faith communities, drug-free zones and graffiti removal.

Prevention and Empowerment

Studies show that risk factors such as economic deprivation, lack of meaningful support to families at risk, and early academic failure increase the likelihood that a child will develop health and behavior problems in adolescence. Similarly, protective factors such as individual characteristics, bonding, healthy beliefs and clear standards set by parents and society would reduce the impact of risk factors on children.

The prevention, intervention and empowerment component would therefore concentrate on an array of human services on the designated neighborhood to create an environment in which crime and violence cannot thrive. Links among law enforcement and social service organization and agencies, the private sector and the community would be strengthened to improve the overall quality of services to community members.

Activities in this area would focus on community-based services provided as part of the overall *No Community Left Behind* project with a specific focus, not as isolated activities. Some suggested services could be early years programming, family visiting, outreach to newcomers in the multicultural population after school programs, homework clubs, parenting courses, drug prevention programs, mental health services, drug empowerment, family counseling and medical care.

The proposed communities' **Comfort Zone** would ensure mechanism to organize and deliver an array of youth and adult-oriented services in a multi service setting such as a school or community center. Every Safe Neighborhood site will be required to establish a **Community Comfort Zone**.

Neighborhood Restoration

The fourth component of *No Community Left Behind* project attempts would improve and revitalize the economic and social conditions of distressed neighborhoods through neighborhood restoration strategies. This component would address and seek to expand the economic vitality of the community so that crime and disorder will not thrive. As with the other components, neighborhood restoration would be achieved through the coordinated use of provincial, local and private-sector resources. Strategies would focus on economic development, employment opportunities for community members and improvements to the housing stock and physical environment of the neighborhood. Restoration activities would include renovating and refurbishing housing, improving public spaces such as parks and recreational facilities, and creating opportunities for job readiness and employment training, including entrepreneurship and job creation.

Developing the Strategy

The process for developing a *No Community Left Behind* project strategy requires a significant commitment from the community to engage in strategic planning, collaborate with key stakeholders and coordinate programs and services. Strategic planning involves a specific process that will assist the community with identifying a future vision, managing change and creating the best possible future for community members. The end result of the strategic planning process would be a multi-year detailed plan for community action and change. The basic characteristics of the strategic planning process are:

- A focused process for concentrating on selected issues.
- Explicit consideration of resource availability.
- Assessment of community problems and needs.
- An action orientation, with a strong emphasis on practical results.
- An emphasis on innovative approaches to problem solving.

There would be five basic planning stages involved in developing the *No Community Left Behind* strategy. Although the strategic plans would vary from area to area, the planning stages would be common across all Safe Neighborhood sites:

- **Phase 1:** Organizing and convening a **Safe Neighborhood Steering Committee** (the process for which is already under way in the form of meeting of the stakeholders. Only inclusion of the community representatives and identification of other potential partners will be required)
- **Phase 2:** Selecting or confirm the designated neighborhood.
- **Phase 3:** Conducting a community needs assessment of the designated neighborhood.
- **Phase 4:** Selecting priorities and strategies to address neighborhood problems and unmet needs in the respective neighborhoods.
- **Phase 5:** Identifying goals, objectives and major tasks.
- **Phase 6:** Developing an implementation plan.

Working through these phases and planning steps would *not* be a neat, consecutive process. Work on more than one step would typically occur simultaneously. For example, selection of the Steering Committee may be in process while a community survey is administered in the designated neighborhood to bring up the situation in black and white for clarity and planning. The implementation plane explained here would be viewed in terms of each community's context, character and environment.

Phase 2

Organizing the Steering Committee

Overview

The Steering Committee is required to maximize the chance of *No Community Left Behind* strategy's success. A step-by-step process for organizing the Steering Committee would start with an overall vision for a well-functioning and successful Steering Committee. The extent to which the given steps could be followed depends on the environment. Circumstances will vary from place to place and the stakeholders would need to take the most suitable path according to the situation they face.

Vision

Safe Neighborhood is a collaborative effort among organizations, agencies and community members that care about, or would care about the designated neighborhood. This collaboration is reflected in the Steering Committee, which provides a structure for building a commitment to the *No Community Left Behind* project, identifying areas of greatest community need, coordinating programs and services for local community members and ensuring everyone's involvement in working toward the same goals. The most basic objective is to avoid wasting resources in undertaking isolated projects which, despite good intentions, are not sustainable because these are not looped in a chain and integrated with other initiatives for maximum impact.

The membership of the Steering Committee would be large and diverse. Individuals from the following key stakeholder groups would be included as members:

- 1) The Crown Attorney or a designee,
- 2) Grassroots representative: community members of the designated neighborhood,
- 3) City government and police services representatives,
- 4) Additional committee members may include representatives of the legal aid office, social/community/health service agencies, Ottawa Community Housing, recreation and employment agencies, schools, nonprofit and community organizations and businesses,
- 5) Potential donors to the community development projects (such as United Way)

Ideally, the Chair would be selected from the partners for his/her skills and experience in facilitation, consensus building, and demonstrated support for community development. A **co-chair**, such as a resident or a private-sector representative, may be appointed. The Steering Committee members would bring several qualities and skills to the Safe Neighborhood effort, including leadership, guidance, vision, direction, funding and management. Members would possess decision-making ability within the organizations they represent (e.g., managers in government agencies, community leaders, nonprofit directors), enabling them to commit and deliver resources required to effect real change in the designated area.¹

The Steering Committee would be the governing body for *No Community Left Behind* project. It would serve as the highest authority within a structure including subcommittees for the various component areas of *No Community Left Behind* project, a **Project Coordinator** and/or other staff and links to local programs or initiatives that complement a site's goals and objectives.

Initially, the Steering Committee would meet frequently for establishing the organizational structure, developing a vision for the neighborhood and overseeing development of the *No Community Left Behind* strategy. As the process moves to strategy implementation, the Steering Committee may meet quarterly to focus on key areas of responsibility such as developing policies, coordinating subcommittee activities, approving changes to the strategic plan, monitoring progress on goals and objectives and providing leadership and advocacy for the *No Community Left Behind* strategy.

¹ These resources may be in the form of funding, staff, volunteers or in-kind services.

SEOCHC would take a lead role in facilitating implementation, hiring the concerned staff and coordinating the main sectoral activities of the project. A coordinator from SEOCHC would address the day-to-day operational issues and concerns as well as liaison between the subcommittees within the component areas.

Implementation Process

Step 1: Meeting stakeholders for gaining commitment

While meetings between the interested stakeholders would predictable occur in the beginning stages of Safe Neighborhoods, it would be necessary to widen the participation level and confirm support upfront from key local officials such as the mayor, police chief, city council members and if possible the local attorney. The results of these discussions would establish the direction, character and framework for the entire initiative. The following important issues, however, would need to be emphasized:

- Safe Neighborhoods requires coordinated efforts to revitalize high-crime and economically deprived neighborhoods. The city would be willing to commit publicly to promoting the success of this complex undertaking.
- Safe Neighborhood requires coordination among different levels of law enforcement efforts. An atmosphere of commitment, cooperation and trust must exist if the initiative is going to operate successfully. It must be presented as a one-time activity.
- Efforts would be made to highlight uniqueness of the project and convince the city for assistance in law enforcement and restoration efforts in the designated neighborhood.
- Successful coordination and management of the *No Community Left Behind* strategy require continuing staff resources. There could be several ways for managing these resources and effective coordination. The best way would be to identify one contact person in the City Office, local government, the local police department, and other partner organization who may be responsible for implementation of the agreed strategy, activities and coordination with the Steering committee and implementing organization (SEOCHC).

Step 2: Creating a Core Group for Providing Leadership

To avoid slowing down the project in the initial phase, the focus would be on establishing a core group of local officials and community representatives to:

- Meet with local community members to get their support.
- Conduct an initial needs assessment of the designated neighborhood
- Select individuals to serve on the Steering Committee.

This core group would comprise local officials, persons from donors and implementing organization and community representatives. Participation would be expanded in this group as each activity would be completed.

People that would be involved at each step would be selected for their skills and ability to complete a specific task rather than their organizational roles/affiliations. Each participant would agree to help develop and implement the *No Community Left Behind* strategy and would be considered a founder of and future participant in the business of the Steering Committee.

The core group would hold public meetings and attend meetings of existing community organizations in the designated neighborhood to fully explain Safe Neighborhood and attain grassroots support. This would be best accomplished by including key neighborhood community members at the start of the planning process. Without their support, the *No Community Left Behind* project will not have the opportunity to succeed.

Step 3: Ensuring Stakeholders' commitment

Many organizations and individuals from various disciplines would be considered for Steering Committee membership as described in detail above.

Leadership, guidance, vision, direction and management are required of the Steering Committee members to create and implement an effective *No Community Left Behind* strategy. Consider these skills and other issues when deciding who would best represent the stakeholder organizations on the Steering Committee. First, representatives will be those with decision-making abilities so that decisions and commitments made at Steering Committee meetings will be meaningful and timely. Second, representatives would commit to attending Steering Committee meetings without sending alternates (alternates can impede the ability to make decisions). And finally, representatives will be knowledgeable about the target neighborhood.

Step 4: Determining the Roles and Responsibilities

The core group would develop a rough sketch of the roles and responsibilities of the Steering Committee. This information will be important during the selection process and when asking the selected individuals to commit to serving on the Steering Committee.

Once the Steering Committee is formed, members would revisit and finalize roles and responsibilities. It would be clear from the outset that Steering Committee members are responsible for more than strategic planning, policy, and management — they would ensure that the organization they represent not only makes long term commitment to making the approach a success but also commits resources to the Safe Neighborhood effort.

These commitments may take the form of a partner organization re-programming staff for service provision in the designated neighborhood or a community organization providing resident volunteers for some activities. Whatever the commitments, they would be formally identified in a written **Partnership Agreement** so that each Steering Committee member and the organization he/she represent is aware of them and follow through can be monitored.

The **initial responsibilities** of the Steering Committee would differ from their **permanent responsibilities** during implementation of strategies, programs and activities. The following are some general roles and responsibilities for consideration during refining and finalizing the strategy proposed in this document:

- Developing a future vision of the designated neighborhood.
- Conducting an in depth community needs assessment.
- Establishing subcommittee for strategy development
- Overseeing development of the strategic plans and giving final approval.
- Approving selection of the Project Coordinator and other staff.
- Identifying resource commitments from each member.

Once the *No Community Left Behind* strategy is developed and implementation is under way, the roles and responsibilities of the Steering Committee would focus on policy, management and advocacy. More specifically, the roles and responsibilities would include:

- Oversight and management of goals and objectives.
- Guidance on and resolution of implementation issues.
- Coordination of subcommittee activities.
- Development and integration of neighborhood restoration and preventive policies.
- Approval of changes to the strategic plan.
- Development/Approval of grant applications and adjustments.
- Monitoring of progress on evaluation and effectiveness of the *No Community Left Behind* strategy.
- Provision of leadership and advocacy for the *No Community Left Behind* strategy.

Step 5: Developing a Decision making Processes

Steering Committee members would also develop the decision-making processes that will enable the committee to govern Safe Neighborhood effectively. Most groups define their decision-making processes through bylaws, agendas, and policies and procedures.

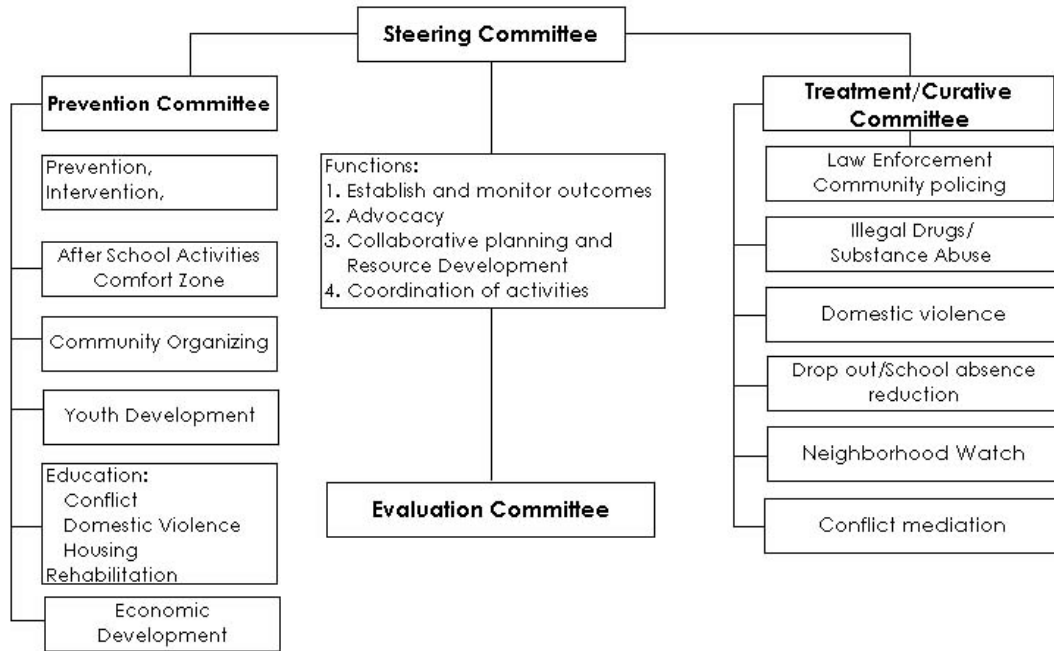
The Steering Committee would develop a set of bylaws and follow up with written policies and procedures to address questions such as: How often will the Steering Committee meet? How will meeting agendas be established? Will decisions be made through consensus or majority rule? How and when will vote taking occur?

Step 6: Creating an Organizational Structure for Implementation

It would be responsibility of the implementing organization (in this case SEOCHC offers its role at the facilitating organization in South East Ottawa) to establish a blueprint of the *No Community Left Behind* project organization and how people will be grouped to accomplish its mission and work. The structure would include the Steering Committee as the governing body for the project. The Steering committee would be responsible for proposing subcommittees, identifying potential membership, and providing direction/support to ad hoc and permanent sub-committees. Staff-related issues would be responsibility of SEOCHC.

The subcommittees would be task oriented and include people who work on the front lines of service agencies. Primarily, subcommittee members would be individuals who can contribute skills, knowledge, resources and time to developing and implementing the *No Community Left Behind* strategy. Managers and frontline staff from stakeholder organizations and community members would be considered for the subcommittees and workgroups.

Safe Neighborhood Strategy Organisation Chard



Phase 3

Neighborhood Selection

Overview

Critical components of this selection process would be the assessment of neighborhood assets and needs, overall community involvement and identification and commitment of community resources essential to the implementation of the *No Community Left Behind* strategy. The project would develop criteria to make the appropriate neighborhood selection for Safe Neighborhood designation.

Vision

After the Steering Committee has been determined,² the designated neighborhood(s) would be selected to implement the *No Community Left Behind* strategy. Although some communities may already have a predefined area to target for the proposed project, a selection process would be important to ensure the area meets the established criteria and can be transformed through implementation of the strategy.

Selection would also be one of the early steps in determining whether community members are interested in and supportive of *No Community Left Behind* project. The Safe Neighborhoods Project demands community involvement and ownership from its inception, in opposition to strategies that rely on external resources for one-time problem solving. The ability of organizations such as SEOCHC to mobilize community members to participate at different levels of the Safe Neighborhood process can determine the success of this local strategy.

One way to think about the selection process would be a participatory endeavor to uncover:

- a) Elements in the community that can be addressed,
- b) Challenges that might affect the success of the strategy, and
- c) The depth of community leadership needed to move the strategy forward.

This process involves looking at all the possible elements. An area defined as neighborhood from other projects' point of view may not be appropriately meeting the needs of the *No Community Left Behind* strategy. It might be necessary to look at the surroundings for criminal influence on the neighborhood. An **Initial Planning Committee** would carryout the task of uncovering all resources that can be leveraged or stakeholders who have a particular expertise that was not widely known. The Planning Committee may be broadened to include additional resource professionals along with community members; however, a manageable size is advisable which will depend on the amount of work and experience of the committee members.

The committee will not discuss budgets or funding at this point in the process. It would concentrate on the tasks of assessing the need and evaluating the feasibility of the proposed site. On completion, the committee would have more information available to make informed and appropriate choices in the selection of a site. Although the selection of site for *No Community Left Behind* project would probably not be as dramatic, it would help determine how the overall strategy is implemented and whether it is successful.

Implementation Process

Step 1: Comparing Collected Data with Criteria for Neighborhood Selection

² The **Steering Committee** would be the primary work force in the *No Community Left Behind* strategy. The steering committee — consisting of representatives from social service agencies, Ottawa Housing, law enforcement agencies and key provincial, and local agencies and stakeholders (such as Mayor, local councilors, representative from Crown Prosecutor's office, chief of police, faith-based representatives, businesses, residents, school administrators, non-profit leaders, prosecutors, and regional leaders) — would be responsible for establishing Safe Neighborhood goals and objectives, designing and developing programs, providing guidance on implementation, and assessing program achievement. Roles and responsibilities of each member (representing a stakeholder) would be clearly defined.

The focus of Safe Neighborhood is to assist neighborhoods that are experiencing economic and social challenges coupled with crime. The ability to clearly identify economic, social, and criminal justice challenges will also contribute in the development of the overall strategies used to address these challenges. Therefore, the information collected and analyzed will also play an important role in the development of neighborhood-specific strategies for implementation.

There are many signs that indicate a neighborhood is experiencing stress. Most of the signs are visible on inspection of the neighborhoods being considered for designation. The following criteria could be suggested for consideration. If a neighborhood being considered meets more than half of the set criteria with at least 50 percent crime related criteria, it will meet the overall requirements for designation. Additional criteria could be incorporated after consultation and deliberation among the Steering Committee members. To compare a site with these criteria, the Planning Committee would gather and analyze information from public sources. Several general sources — local library, local university, city departments, House directors, and the community itself — can be helpful in gathering information to select the designated neighborhood for *No Community Left Behind* project.

Present potential sites such as Banff Avenue and Russell Heights Housing are well known for the aforementioned problems. However, in general there is a need to set criteria on the basis of which to recognize an area fit for Safe Neighborhood initiative.

Even if the sites are well know, collecting the following type of data can help establish a benchmark against which progress of the project would be evaluated over a period of time. Assistance in collection and analysis of data can be assigned to community volunteers or students. The following types of data would be collected:

City's master plan

The City's *20/20 Human Services Plan Priority on People*, gives an idea about what city leaders have drafted. The plan would help identify the objectives to be accomplished over a period of time for the potential site area. It is important to know what these plans are and how community members and other stakeholders will be affected in the context of Safe Neighborhood.

Police calls and crime data

Police calls and community members' complaints are sources of useful information. Additional data may be collected, including a breakdown of the type of crime committed. The goal in reviewing this type of data would be to see whether there is a trend or an increase or decrease in the types of crime reported and later on to find out what changes have occurred due to Safe Neighborhood intervention.

School data

Identifying schools with the highest dropout rate, absentees, the greatest violence, crime and drugs would be a challenge. This information would be obtained either from schools directly or district level. Professional input would be required to compare the data with census information for monitoring the increase or decrease in school-age children in the area – for instance to see if it is the increase in the number of children that has resulted in high drop out and crime rate, or it is the increase in crime rate.

Community's perspective

Data will not tell the full story. Information may be skewed depending on who is collecting the data and on their intended use. One source of information that cannot be skewed is the voice of the community. Engaging community members, business owners and community leaders in discussions of the condition of the community is an excellent source of data. This could be done through numerous ways such as arranging meetings through organizations such as SEOCHC, asking area ministers and imams to hold meetings in their churches and mosques respectively and discussing the problems for obtaining an accurate picture of situation on the ground.

Social service data

Information on social assistance, public housing and other forms of public assistance could be a better source of information not only for designating a neighborhood, but also chalking out future plans. Ontario Works and Ottawa Housing document most of this information, as do various other agencies within the city.

Economic development data

Various organizations, including universities, financial institutions may have economic development data about planned development projects, micro loan funds, technical assistance resources, and entrepreneurial training programs designed to encourage increased business development. These programs and resources are key indicators of economic potential for the area. Again, gathering data from these sources would help draw them into the **Safe Neighborhood Coalition/Consortium**.

Step 2: Analyzing the Data

Analysis would not be difficult. It would be best to **separate the Planning Committee into smaller groups** to handle different aspects of the data. These smaller groups would look at the information and ask the following questions:

- Has there been an increase in identified problems during the past few years?
- Has there been a decrease in these problems during the past few years?
- Do certain data stand out above the rest?
- What might be happening to explain the increase or decrease in problems in the area?
- Was there anything happening in the community that can be identified that might explain the changes in numbers (for example, of arrests, school dropouts, certain crimes, abuse/neglect cases, or unemployment)?
- Do the numbers tell a story (for example, was turning to drugs due to lack of recreational facility or financial incentives by the drug dealers)?

The answers to these questions would constitute the analysis of the data. More extensive forms of data analysis exist, but the goal would be to determine only whether a potential Safe Neighborhood meets at least half of the set criteria. Furthermore, it will give picture of the present status against which progress and impact of the project will be evaluated.

Step 3: Looking for Indicators of Neighborhood Potential

Although numerous signs can indicate that a neighborhood is experiencing undue stress, they also can show its potential for getting under stress. Sometimes, the signs may not be so visible, so investigation to identify them would be required. It would be as important to select a neighborhood that has signs of **potential**, as it would be to identify a neighborhood that has **challenges**. Again, the collected data can help in determining potential.

The following are examples of “neighborhood potential”:

- **Community organizations.** Community based organizations are the lifeblood of Safe Neighborhood initiatives. Effective Safe Neighborhood strategies require the involvement of and collaboration with community organizations. Even the best conceived programs couldn’t function effectively without the benefit of resident and community organization involvement.
- **Community’s capacity.** Community members are the lifelines of neighborhoods. Traditional economic development efforts have often limited the role and significance of community members; however, successful Safe Neighborhood strategies require resident involvement. The fact that community members have already begun to organize themselves through Tenant Associations, or other organized bodies is an indication that they have a basic understanding of their role as stakeholders in the revitalization of their community. Many community members have experience or expertise in one of the four components of Safe Neighborhood (law enforcement; community policing; prevention, intervention and action, neighborhood restoration)
- **Economic potential.** If commercial opportunities (shops, stores, or businesses) do exist in the vicinity, the designated neighborhood would have a distinct potential for economic revitalization.
- **Identifiable area.** The more the designated neighborhood is sufficiently distinguishable from nearby neighborhoods the easy it is to constitute a defined focus for concentrated action. This element is important because the area designated would be evaluated for measurable changes such as reduced crime and unemployment.

The more challenging the identification of potential areas, the more difficult would be the implementation of the *No Community Left Behind* strategy.

Step 4: Making the Decision

After collecting the relevant information, the Planning Committee would meet to make a final decision on the neighborhood(s) to be selected. Although it is understood that sometimes a neighborhood or neighborhoods are pre-selected as potential Safe Neighborhood sites, this process would be completed for measuring progress against indicators which led the Committee to declare a site fit for the *No Community Left Behind* project.

Based on the decision, changes to the size of the potential site would have to be made. Sometimes, sites would be reduced or enlarged based on the information collected. The goal is to identify a site that will have the greatest chance of success and one that has a clearly identified need for *No Community Left Behind* project.

Critical assumptions

Although this phase of the process would be critical, there are only a few implementation issues. First, getting people who have the experience or expertise to assist with this process can be challenging. Some potential partners on the Executive Committee may have decided what the boundaries of the site would be and may not want to precede with the process. Encouraging them would be required to complete the process, even if it only confirms their recommendations.

The time needed to complete the process may also be a challenge. Taking the time to seek out free resources that can help collect the information needed for data analysis will cut down tremendously on the time needed. If the process continues too long, people may get discouraged and lose their motivation to participate. The process is intended only to ensure that the right site is selected and enough information is available to use as bench marks for measuring progress and evaluating the project.

Phase 4

Neighborhood Assessment

Overview

Once a neighborhood has been designated for *No Community Left Behind* project, the information gathered can be used for a more extensive assessment of the area. A neighborhood assessment would be at the heart of the planning process to develop local *No Community Left Behind* strategy. The steps involved in conducting an assessment would not only enable to examine the resources that exist within the community (e.g., buildings and programs), but also provide an ideal forum to broaden the engagement of community members by soliciting their ideas, concerns and priorities relative to their vision for the community. Most importantly, the present information would become a benchmark for measuring future progress through regular assessments and reviews.

Vision

After selecting the site for Safe Neighborhood, the Steering Committee would oversee implementation of a comprehensive community assessment. A community assessment would focus on identifying both assets and needs. Examples of community assets range from strong resident-led organizations to quality housing and overall environment.

Other assets are strong social service programs, an active small business community and government satellite offices in the community for providing different services. An asset can be any resource that is making or has the potential to make a positive impact on the community. A neighborhood assessment that involves the community members and other area stakeholders who may not have worked together before would provide a strong bridge-building tool.

If data were collected from the census or other sources on the problems affecting an area, there is a possibility that the result may give the perception that no viable resources exist within a community. In every community, there are community members who are knowledgeable about a range of issues, including the history of the neighborhood, past programs or strategies that have been executed and concerns that have been expressed by community members.

These individuals are often viewed as community leaders, although they may not be the heads of formal organizations. All communities have some assets that need to be recognized and considered in developing a plan of action for change. Although the number of assets in a distressed area may be lower than in other areas, these assets exist. It would be important to identify them before planning the local strategy. Only community members, not on official lists or reports, may recognize some assets.

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

In addition, a community assessment would focus on all the resources that exist in a neighborhood — some of which are often taken for granted. For example, most neighborhoods have community members of all ages. Many of the senior community members may have lived in the neighborhood for many years and are well known throughout the community; they know the neighborhood history and can contribute ideas about resources. They are an important asset that cannot be overlooked, particularly as the project move toward developing goals for the community-policing and other community's health related components of the *No Community Left Behind* strategy.

A comprehensive community assessment would also be critical in evaluating the Safe Neighborhood effort. It would provide baseline information — a description of the community and its crime-related, social and economic challenges before the intervention of *No Community Left Behind* project. Although it will not always be possible to prove that changes are a direct result of *No Community Left Behind* project, accurate

documentation of neighborhood conditions at the beginning would be essential for measuring effectiveness later.

One of the challenges in forming a new Safe Neighborhood site would be the time required to conduct a thorough community assessment. The following suggested steps would be required to conduct a neighborhood assessment.

Implementation Process

Step 1: Assembling the Assessment Team

An assessment team will be formed after determining whether an assessment has been previously conducted and to what extent. An effective strategy in conducting this step would be to involve community members, both young and old, in the data collection process. This mix of team members would ensure diversity in the information collected. It would also be the first time many community members will have been engaged in a process that seeks their ideas and concerns in helping to build a strong and viable community. This level of participation will serve as a foundation for Safe Neighborhood as the overall strategies are unfolded in the community.

There is a reason that a distinction is made between the assessment team and the Steering Committee. The purpose of the assessment team would be to collect and analyze neighborhood data. This information will be submitted to the Steering Committee to develop the local strategy with the full assistance of SEOCHC. After completing the assessment exercise, the assessment team will no longer be needed.

A helpful strategy would be to convene community meetings to formally introduce the Safe Neighborhood concept and provide an overview of the importance of conducting the community assessment. During these sessions, surveys can be disseminated. For the non-English-speaking individuals, the survey would be disseminated in two or more languages to secure maximum participation.

It would be important for community members to understand that the community assessment is an opportunity to offer their ideas, concerns and recommendations for the community. As community members recognize that the *No Community Left Behind* strategy would be designed in a way to be all-inclusive, they will be more open to sharing and contributing to the overall process.

Step 2: Sources and Type of Information

Data would be gathered from both the primary and secondary sources. Primary data would typically involve information collected from one-on-one interviews, focus groups, surveys and forums. Secondary data would include information that has already been published in some form, such as reports, studies and census information. Most of the information used to select the site would come from secondary data.

Step 3: Taking Neighborhood Inventory

Understanding the characteristics of the neighborhood is necessary to provide a picture of the community, including the qualities and unique elements that distinguish the designated Safe Neighborhood from others in the city.

The checklist provided in this step can be useful in identifying the unique characteristics of a neighborhood. It will serve as a springboard for asking questions and, most important, generating solid answers and information.

The checklist contains several overlapping categories and provides a basis for answering these questions. These characteristics would need to be examined from a positive perspective.

Each of the following characteristics would be considered as a possible asset that can be leveraged.

People

_ Families (number, size).

- _ Children (age range).
- _ Senior citizens (number, ages, needs).
- _ Single people (number).
- _ homeless people (if any).
- _ Ethnic groups.
- _ Gender makeup.

Housing

- _ Residences (breakdown).
- _ Single-family homes.
- _ Apartments.
- _ Public housing (number and condition of).
- _ Single-room occupancy

Institutions and organizations

- _ Faith-based institutions.
- _ Financial institutions.
- _ Health care institutions.
- _ Hospitals.
- _ Medical centers.
- _ Specialty clinics.
- _ Professional organizations.
- _ Chambers of commerce.
- _ Trade associations.

Businesses

- _ Micro enterprises.
- _ Home based.
- _ Small.
- _ Large.
- _ Service.
- _ Retail.
- _ Wholesale.
- _ Light manufacturing.
- _ Heavy manufacturing.
- _ Industrial.

Public facilities

- _ Schools.
- _ Hospitals.
- _ Libraries.
- _ Parks.
- _ Recreation centers.
- _ Police stations.
- _ Social services.
- _ Other city offices.

In looking at these characteristics, the gathered information would answer the following questions:

1. What do we know about each population group?
2. How many exist in the neighborhood?
3. What do the institutions, businesses, organizations and public facilities offer the community?

Most of the information needed to address the three questions can be obtained through secondary data sources such as city agencies, local libraries and universities. After taking inventory of the various characteristics that make up a community, it would be time to assess the facilities and resources that are often found in a community and can play critical roles in the implementation of Safe Neighborhood strategies.

These resources include both public and private-sector resources. The objective is to ascertain to what extent resources exist in the community and how effective these resources have been in serving the community members. Whereas the previous section can be supported by secondary data sources, the next series of questions is both quantitative and qualitative.

After collecting information on the number of facilities and resources that exist in the area (using the checklist as a guide), it would be time to find out how useful community members perceive these resources. For example, although a building may be located in a community, if the community members do not feel the services offered in the building are useful or if the building is not accessible, then it would be defined only as a potential resource. It exists, but it is not being fully used.

To gather this information, conducting focus groups would be a good idea provided they are arranged at times convenient to community members. It may require holding multiple sessions at varying hours of the day and evening.

The community survey to be used in this process would be short and simple to understand. It is possible that what appears to be a useful resource, the community members may not perceived it that way. We may also find that other resources exist but that might not be captured through the scans already conducted. The following are the general categories of resources as well as questions to be asked from community members. This is a general idea and these categories could be refined and updated as the project moves

forward. The concerned data gathering person would have the discretion to determine what is appropriate for his/her neighborhood assessment.

Public-sector resources and facilities

There would be public-sector resources that serve all neighborhoods in each city. The degree to which these services extend into a neighborhood can have a significant impact on the lives of the community members. The following are key resources and questions that would be considered relative to the impact of these resources on the selected neighborhood.

Transportation. A critical question would be what type of public transportation system exists in relation to the neighborhood. Most communities are in urban environments, and public transportation is accessible. Despite the accessibility, some limitations to or concerns about the safety of these systems may exist. Nonetheless, the following questions about public transportation would be important:

- How do most community members get around?
- What modes of public transportation are available to community members?
- Are routes and daily schedules convenient for community members?
- Are the services considered safe?
- Is the selected neighborhood easily accessible to other parts of the city?
- Can drug traffickers get into and out of the neighborhood easily?
- Do the drug dealers live in the community?
- Does a freeway effectively cut off most forms of access into the neighborhood?
- Are there plans for expansion or improvements to the current transportation system?
- Are there traffic safety problems?

Public safety, fire and social services. One of the key elements of Safe Neighborhood would be the involvement of public safety officials. Most communities either have a police station or firehouse. In addition, other city social service offices can be located in communities to increase accessibility to these services.

- What city services are offered from locations directly in the community?
- Do these facilities offer outreach services to the community?
- Are there plans for expansion or upgrades to the current facilities?
- Are buildings being used for activities other than the intended city services?

Employment skills and resources

The percentage of community members who are employed and unemployed and the skills both groups possess that can be used as untapped or under tapped resources are also considerations. Knowing the skills base of the designated Safe Neighborhood community would be critical to determining whether alternative neighborhood restoration strategies would be implemented. The following information would also be helpful:

- What types of businesses currently operate in the community?
- Do these businesses typically employ community members from the community?
- How involved are business owners in community activities?
- What percentage of the adult population is unemployed?
- What resources exist to help increase the skills of community members?
- What are community members' educational and skill levels?
- What legitimate employment opportunities exist for teenagers?
- Are major corporations in or near the community?
- What types of skilled labor do these firms require?
- Are employment programs operating in the community to assist community members in securing employment?

Community-serving institutions

Public and private institutions play vital roles in every community. While several institutions might be identified in the community through the secondary data scan, and these institutions may possess facilities that can be used by community members, it would be important to understand how community members perceive these resources and whether they are accessible to community members. Numerous questions can be posed:

- What schools serve the selected neighborhood?
- What is their physical condition?
- What percentage of students completes high school and go on to college?
- What special services and programs are available to students during school hours and after school?
- To what extent are the schools involved in drug education and prevention and adult education?
- Are schools accessible to community organizations after school hours?
- How are local colleges and universities involved in the designated community?
- Do the religious institutions offer programs and services to community members in the community?

Health and recreation resources

Healthy communities begin with healthy community members. Where hospitals and other health-related services were once considered separate from the community, these institutions now realize they are critical anchors to communities. In addition, a correlation often exists between the level of recreational resources in a community and the level of youth-related criminal activity. Communities without health or recreational partners can exhibit signs of stress. The following information will give insight into the neighborhood's situation:

- Are health care services available in the neighborhood?
- If so, what types of facilities are available— hospital, clinic, community health center?
- Is drug empowerment or mental health care available?
- Are screening services offered for HIV or lead poisoning?
- What types of after-school programs exist in the community?
- Is the city's parks and recreation department involved with the neighborhood?
- Does the neighborhood have parks and recreational facilities?
- Are community-based organizations involved in drug- or gang-prevention activities?

Crime

Although the other types of data or information collected thus far would definitely be viewed as assets or resources that can positively affect a community, documenting the types of crime occurring in the area would also be important. This information will be useful, as SEOCHC would prepare to develop a crime and asset map for further analysis and strategy development in close consultation with the Steering Committee. The police department maintains the bulk of the information relative to criminal activity. In fact, police calls for service generally provide a picture of order or disorder in the neighborhood. The following are some of the things to keep in mind:

- What appears to be the greatest type of crime being committed in the area?
- Do the calls to police 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?
- Has there been a rise in any particular type of crime?
- Has there been any change in the age, race or gender of the individuals committing crimes?
- Are community members of the neighborhood afraid to walk the streets at night?
- Who is out at night, and in what types of activities are they engaged?
- To what extent are children and teenagers part of the drug and crime problem?
- Are gangs present in the target area?
- Are gangs involved in drugs and crimes of violence?

Step 4: Developing a Crime and Asset inventory

The collected information can be incorporated into a crime and asset inventory on a map, which enables a community to locate the geographic boundaries of a neighborhood and plot the resources and threats (crime). Results include identifying current and potential criminal hot spots, opportunities for business development, potential Comfort Zones and economic zones, and important buildings such as schools, hospitals, social service agencies, and public housing developments. In addition, there would also be information about the individuals who reside in the community. Collectively, this information will help answer the following questions from the perspective of a community member:

- What do we know about ourselves as community members?
- What do we know about the buildings in our community?
- What do we know about the level of resources being directed into our community?
- What do we know about the criminal elements in our community?
- What do we know about the stakeholders in our community?
- What do we know is missing but needed in our community?
- What do we know are our key strengths as a community?
- What do we know are our key threats as a community?
- What do we know about the organizations that serve our community?

When the answers to crime and asset are incorporated in the inventory map, all the stakeholders would have a better sense of the key gaps and opportunities. Typically, these gaps or opportunities can be addressed with the additional resources identified as implementation of the *No Community Left Behind* project strategy precedes.

Step 5: Identifying Resources

When the extent of gaps in resources are identified, the assessment team will find out what existing resources can be brought into the community and what new ones would be developed. To accomplish this, the Steering Committee and implementing organization (SEOCHC) would

- 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 would be to develop an inventory of all resource providers and identify the type and extent of available resources. The list of providers begins with the agencies and organizations represented on the Steering Committee. Agencies would be listed that already serve the community, including both law enforcement and social services—the Safe Neighborhood agencies.

Some of the organizations may not have been found during the initial inventory of the neighborhood. Although they may not be in the neighborhood physically, they serve the community members. The committee would first identify whether such resources exist in the city, and then determine whether they serve the designated neighborhood. If so, they would be categorized as an existing resource.

Once the Committee identifies current resources, it would determine the providers' potential for additional resources. The additional resources could be delivered through reallocation, more efficient use or new resources. Members of the Steering Committee would be encouraged to use their network of colleagues to find out whether the organizations listed would be interested, available and willing to provide additional services and additional resources to the neighborhood.

For action, the objective will be to help identify and bring new resources to the table. Creation of a Task Force would help. From the prevention perspective, citywide organizations might consider establishing an office in the neighborhood.

At this stage in the project, there would not be enough information available to determine how to use new resources. Instead, the Steering Committee and implementing organization would be looking at the general level of additional resources needed. All potential resources would be reconciled to determine which are most important from the neighborhood perspective. Resources are most effective when they are used as leverage to enhance existing community plans. The Steering Committee would consider an organized session with community members so that they can set their own agenda for needed resources or empower police officers to work with community members to develop the list. These meetings may result in deviations from the SEOCHC and the proposed Steering Committee's assumptions about the use of resources.

Step 6: Resources Inventory

At this state a chart capturing all the resources that have been identified would be developed. Although all the identified public and private organizations may not have representatives on the Steering Committee, many organizations would be willing to pledge certain resources to support a community strategy. This combination of organizations and pledged resources can be leveraged to generate additional resources.

This inventory would be helpful when seeking monetary support from area financial institutions, private business owners, or foundations, as they would need to know what resources have already been leveraged and the gap they will be filling to complete the overall strategy requirements.

Based on the identified gaps, it would be useful to develop a chart to show organizations what gaps in services or resources exist and how each respective organization would be seen contributing to filling those gaps. It would be easier to gain their support, when the identified organizations are shown their roles through a detailed resource allocation plan.

Critical assumptions

The concept of data collection and analysis may be intimidating, but it would be a learning experience. What would be needed is evaluation of the assessment team's capacity, determination of the point person for the team, and establishment of a realistic start and end date. All the concerned stakeholders need to have a sense of how long the process will take. If it takes too long, they may lose interest. In attempting to complete this process, the team may not uncover all the resources. However, new resources will undoubtedly be found as implementation moves forward.

The Project would continue to document new resources and disseminate the information to the appropriate committee. Community members would distribute and collect the survey. Progress of the assessment would be shared with the community members to let them know the steps that have been completed and those that are upcoming to help keep them engaged in this important process.

Phase 5

Planning *No Community Left Behind* project

Overview

The local strategy would mirror the overall general strategy of the project that can be replicated anywhere. Following are the steps required to begin and carry out the planning process, the elements required for local strategy in each of the designated sites, and some techniques for assembling a plan to serve as a management tool for implementation.

Vision

Neighborhoods selected for inclusion in Safe Neighborhood generally would have some common features. Crime and poor social and economic conditions are some of the factors that make these communities the most challenging to restore. Given the commitment to overcome these challenges, it becomes important to develop a plan of action that can be followed by everyone involved in *No Community Left Behind* project. This plan would serve as a blueprint for determining which actions will be taken and by whom and how certain goals and objectives will be achieved.

Once completed, the plan would provide a clear and concise vision of the community given the positive interventions by all *No Community Left Behind* project activities. Some of these activities already may be in place that only needs integration in the bigger picture; others may have to be developed. There would be activities that have previously been contemplated or partially implemented, but players were missing who were needed to sustain them and make them a success. That is one of the unique features of *No Community Left Behind* project to integrate all these missing or ignored links. The local plan will bring stakeholders together to address issues affecting the community. For many, this would be the first time they will work with one another. The plan would help provide guidance to ensure that everyone is following his or her role.

Two types of plans would be needed for the *No Community Left Behind* strategy. The first is the strategic plan, which outlines the vision, mission, critical priorities, goals and objectives. The second planning document, an operational or tactical plan, is a continuation of the strategic plan and defines, in greater detail, the tasks and resources required and the timeline needed to achieve the goals and objectives.

Implementation Process

Several steps are required in planning local *No Community Left Behind* strategy.

Step 1: Assembling Planning Team

Before beginning implementation, SEOCHC would know who will participate in the planning process and who will help guide the process so that the final product — **the local strategy** — will be embraced by all community stakeholders. Each community would vary in the degree and level of participation of individuals during the early stages of *No Community Left Behind* project. One community may quickly form a Local Steering Committee that is prepared to lead the planning process. In other communities, a core group of individuals may take responsibility for putting the planning process into action and keeping other community members informed of the progress.

The next question would be: Who should be part of the planning team? Assembling individuals from the community to serve as members of the Planning Committee would be a strategic decision that would help move the planning process forward. Individuals who agree to serve on the Planning Committee may ultimately serve on the Local Steering Committee. For this phase, emphasis would be placed on identifying individuals who have the time, expertise, influence and commitment to work through the planning process to create a realistic local strategy. Emphasis that this would be temporary and created specifically for the purpose of planning would ease anxiety around the composition of the Local Steering Committee and its responsibility in leading the execution of the local strategy.

Step 2: Identifying Resources for Planning

As the Planning Committee comes in shape, SEOCHC would look for a person to serve as a facilitator during the meetings. Another option would be to have members of the local committee lead different components of the planning process, making it more of a group-led process. If needed, a professional facilitator from outside the community would be found through a local university or consultant agency experienced in working with nonprofit organizations for strategic planning. However, this is not to underestimate the community of SEOCHC's ability to lead the planning process.

Before starting, everyone included in the planning process would clearly understand what is involved. Often, community members who have never been a part of this type of process feel reluctant to become fully engaged. For that information or "preplanning" activities would be provided.

Before outlining the local context for developing a strategy, some of the primary tasks and sub-tasks associated with the development of a strategy would be outlined. This list can be used as SEOCHC and the designated communities initiate the planning process and would include the following:

- Identification of critical priorities.
- Confirmation of strategic thrusts.
- Development of goals.
- Development of objectives to support the goals.
- Development of the implementation plan to support the goals and objectives.

Step 3: Preparing to Plan

Based on the information collected during the community assessment, the Planning Committee would have sufficient information to identify the neighborhood's priorities. These priorities would be based on factors contributing to neighborhood stress and resources that should but do not exist in the community and are desperately needed. In addition, community members would provide information on what they perceive are requirements for revitalizing the neighborhood.

Collectively, the Planning Committee would have several datasets to work with in developing the priorities. The challenge for the committee would be to rank and allocate these priorities based on the four prongs of the overall *No Community Left Behind* strategy: law enforcement; community policing; prevention, intervention, and empowerment; and neighborhood restoration.

At the outset of planning and developing a local Safe Neighborhood initiative, the Planning Committee would need to fully integrate the needs and views of the community. The sum of experiences and philosophies of Planning Committee or Local Steering Committee members and other stakeholder representatives responsible for implementing goals and objectives would greatly affect the potential and ultimate success of the initiative.

The combined experiences would include operational styles of agencies, traditional patterns of agency-community relations, and social experiences within the neighborhood. Opinions about the causes and effects of crime and underdevelopment vary greatly. Consequently, these opinions would influence how the parties involved evaluate the potential of strategic interventions.

Differences in perspective and context would be evident in all important aspects of the planning process. Members of the community and other stakeholders may view the intentions and design of an initiative differently. While the Steering Committee might design an initiative to assist communities, neighborhood community members may or may not view the goals and objectives as meeting their 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. Although these programs are effective in preventing substance abuse, their implementation

does not necessarily receive strong support and cooperation from the community as it might require it to shoulder extra responsibilities. This is why SEOCHC would ensure strong resident participation on the Steering Committee at the onset of the *No Community Left Behind* project.

A primary objective in preparing a solid strategy and plan would be the development of open communication, cooperation and trust among partners. This can only be achieved through a planning process that is inclusive and respectful of the community and its community members. A planning process that considers the neighborhood perspective leads to creative approaches to achieve desired results. For example, community members may feel that out-of-neighborhood drug dealers who set up operations in their housing facilities are a greater, more immediate threat than neighborhood youth selling or using drugs. In addition, community members may consider it an advantage for everyone to be aware of police interdiction strategies in the belief that this knowledge would deter crime with their active participation. For community members, the suppression of crime might be a more desirable objective than an increase in the number of arrests.

Step 4: Moving From Community Needs to Critical Priorities

Understanding the local context, combined with the planning process would prepare the Steering Committee to begin formulating local goals and objectives. The Steering Committee would now focus on identifying the priorities of the neighborhood in the light of communities' identified needs and priorities. By this time, the Steering Committee would have taken steps to ensure the planning process includes a balanced approach to developing community goals and objectives.

During the needs assessment process, both assets and gaps were identified. Part of the process in identifying gaps was to encourage community members and other stakeholders to help shape a vision of what the community could be if everyone contributed something to the "community-building pot." Critical priorities are issues that could affect the ability of the community to achieve this vision. After identifying these priorities, SEOCHC would assess the ability of the community to address them. Given the multitude of stakeholders who are involved in this process, certain questions would be asked of the organization's representatives and the communities separately and collectively to determine what priorities would be addressed by Safe Neighborhood. These local priorities would be consistent with the goals and objectives of the over all *No Community Left Behind* strategy.

Benefits of completing this type of exercise would be the critical thinking that would emerge and the synergy created from having the different groups come together to work on the *No Community Left Behind* strategy. After making what may be a long list of priorities, the committee would ask the following questions about each priority:

- How does this issue relate to the over all *No Community Left Behind* strategy?
- What are the strengths of the project site in responding to this issue? Consider the contributions of each partner.
- What are weaknesses of the *No Community Left Behind* project site in responding to this issue? Consider the contributions of each partner and their investment in the process.
- What opportunities can Safe Neighborhood pursue in addressing this issue? What are some programs or services currently being offered by each partner?
- What threats would Safe Neighborhood is aware of in responding to this issue?
- What are the consequences relative to achieving the vision of the community if this issue is not addressed under *No Community Left Behind* project?
- What would the goal be in addressing this issue? What do the community and SEOCHC want to change or improve in the community?

After completing this exercise for each of the selected priorities, SEOCHC will find that many of the items can be condensed as it works to ensure they correspond to one or more of the four Safe Neighborhood components. When the list is completed, SEOCHC would be ready to begin developing goals and objectives to respond to each issue.

For planners involved in this process, note that the following four components of Safe Neighborhood would remain constant for all *No Community Left Behind* project sites:

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

Step 5: Linking Critical Priorities to Goals and Objectives

The goal statements would reflect major desired changes in conditions as a result of the Safe Neighborhood effort.

Many agree that a goal is a broad target to be achieved through the implementation of tasks that connect to some measurable objectives. Objectives are viewed as the tools needed to provide some specificity to the goal. Objectives can be either qualitative or quantitative. Although the initial goals are often easy to formulate, it is usually the measurement of these goals that presents a challenge.

Goal statements can be made by reversing problem statements so that they express the desired result. For example, if the problem were open-air drug trafficking in the neighborhood, the goal statement would read: “Eliminate open-air drug trafficking.”

The use of goals and objectives would enhance the potential success of the Safe Neighborhood effort and facilitates its effective implementation, management and evaluation activities. Goals and objectives would focus on connecting to the critical priorities of the community. When completing the questions relative to each critical priority (see step 4, above), the last question begins the connection between the three. By answering the last question, the Planning Committee can begin to formulate the goals and objectives for the local *No Community Left Behind* strategy.

Although each of the four *No Community Left Behind* project components would have goals and objectives, these components would not operate in isolation from one another.

The goals for prevention and community restoration would work in conjunction with all the other goals. Community policing can and would be a bridge between goals. As the police develop positive relationships with community members, they will gain insights about some of the problems that plague the community.

As mentioned previously, law enforcement activities would complement the other goals. For example, if an objective were to construct a small business “incubator,” the implementation task would be to reduce and prevent crime by targeting that location and providing a secure area for the facility. Crime prevention would also support other economic development goals. Several questions concern links: How can community policing support drug empowerment and prevention? Can alternative sentencing complement empowerment? Would bail restriction improve neighborhood safety? These and other questions support the intent of the program — to coordinate and collaborate multi-agency and private resources in the community. They would work together. Ensuring that goals, objectives and tasks include these links is the best way to meet this requirement.

How are the goals identified? The data collected through the needs assessment and neighborhood selection processes are important sources for helping to determine the critical priorities. These priorities drive the creation of the goals and objectives.

How will SEOCHC achieve these goals? SEOCHC will need to identify selected objectives and make a commitment to achieving them. Objectives connect the specific Safe Neighborhood activities that will result in the achievement of the goal. The objectives would be measurable so SEOCHC can gauge whether it is taking the project towards the goal. In formulating the objectives that will correspond to each goal, the question to ask would be: “What do we need to do to achieve our goal?” For example:

Goal	Objective
Eliminate open-air drug trafficking.	Implement 12 <i>monthly</i> stings in hot spots.

What is the measurable outcome associated with each objective? In other words, what would SEOCHC be assessing to see whether it is working toward the goal? For goal mentioned above, did SEOCHC conduct 12 stings or only 2?

Although the community and SEOCHC may be tempted to develop several goals for each of the four components, care will be taken to avoid doing so. In addition to addressing several — not all — of the critical priorities identified, the local strategy would be made as realistic as possible. It would be more advantageous to refine the list of critical priorities for Safe Neighborhood to ensure that those selected can be dispersed across the four components. Each component would have no more than four goals. Each goal may have several objectives; however, SEOCHC would limit the objectives to four. Below is a review of the planning process:

1. Identifying critical priorities based on the community assessment. The top 10 issues would be the priorities for the local strategy.
2. Separating these priorities into one or more of the four Safe Neighborhood components.
3. Attempting to formulate goal statements for each of the priorities by asking, “What do we want?”
4. For each goal, developing measurable objectives that SEOCHC believes will move it toward achieving the goal.

SEOCHC would be measuring to assess progress. Completing the goals, objectives and tasks correctly with everyone’s participation would simplify the process of developing the implementation plan. The following sections cover the implementation and management plan for Safe Neighborhood.

Step 6: Developing the Implementation Plan

Developing a *No Community Left Behind* strategy would be a challenging task. Unlike independent organizations involved in strategic planning, the overall planning process for Safe Neighborhood would involve several important actors who may never have worked together. In such situations, not only is there pressure to develop close working relationships quickly, these relationships would create a marriage of different perspectives, beliefs, and, often, biases. Developing common goals and objectives would be the first of the major hurdles to overcome; designing an implementation plan the second.

The implementation plan for *No Community Left Behind* project involves several organizations undertaking a sequence of activities. Some of these activities would be performed concurrently; others sequential. Similarly, suppression of crime and drug trafficking would precede community restoration. No one wants to live or invest in a crime-ridden, drug-infested neighborhood. Community policing can begin with crime suppression efforts; however, maintaining peace and order in the neighborhood are required duties. Safe Neighborhood would use a holistic approach; therefore, law enforcement efforts would be reinforced with prevention, intervention and empowerment to make it difficult for the neighborhood to slide back to its pre-restoration condition.

Developing an implementation plan would require linking goals and objectives with tasks, assigning responsibility for these tasks, creating a timeline for action and identifying resources necessary to implement the tasks.

The tasks developed in the implementation plan would correspond to the commitments made in the Partnership Agreement. Everything in an effective *No Community Left Behind* strategy would be connected — neighborhood selection, needs assessment, identification of goals and objectives, implementation plan, and MOAs. A sequence of activities would reinforce each Steering Committee member’s or other

stakeholder's commitment to Safe Neighborhood by helping them to see where they fit in the total plan. The implementation plan would be where "the rubber meets the road."

To determine what tasks would be initiated to address each objective, the Steering Committee would try to come up with answers to questions like these:

- What practical solutions might be pursued to address this issue and achieve our goal? Is an organization currently offering a solution that could be leveraged?
- What are some barriers to realizing these practical solutions? Is there no community organization responding to the issue? Is there a lack of financial resources? Is there no expertise represented on the Steering Committee?
- What major initiatives or actions might we pursue to achieve these practical solutions directly or indirectly to overcome these barriers?
- How much time is required to implement this strategy?
- Who will be the lead for this strategy, and what partners would be involved in its implementation?
- How will we measure the success of the strategy?

Activities relating to the four Safe Neighborhood components would begin at the same time to avoid the experience of communities complaining that nothing can begin in a community until the correctional activities have been executed, which mean the criminals and their influence removed. Although some tasks would take much longer to implement than others, community members would be made understand and see activities occurring on all four fronts. Just as community stress is not sequentially, so would not be the solution.

In developing the implementation plan, it would be important to determine which organization will take the lead for each of the proposed tasks. Other organizations will also be needed to work in close collaboration with SEOCHC.

During the project, the time required to complete a task may exceed the total time allotted for the implementation plan, which happens because certain tasks may take several years to complete. Most important, the tasks would be cited in the plan and progress toward achieving the objective(s) would be reported to the Steering Committee on a consistent basis.

SEOCHC believes the following steps as necessary to develop an implementation plan:

1. Thinking about all the tasks that would be completed to achieve *each* objective. Considering them one at a time and not trying to group all objectives and tasks under one heading.
2. Determining which agency or organization would be responsible for implementing the tasks. SEOCHC would indicate which agency will serve as the lead and which others will be involved in carrying out the task. This section would also correspond to the MOAs signed by all participating organizations in the Steering Committee.
3. Establishing a realistic timeline for achieving the objectives. This timeframe can be presented in terms of months or years. SEOCHC will be using this to monitor the activities.
4. Thinking about barriers that might hinder the work.

Step 7: Designing a Planning Format for The Local Strategy

The beauty of *No Community Left Behind* project is that it is designed to be flexible, proactive and interactive. Continuous realization of all partners and commitment of multiple resources would be a key requirement for overall success.

Furthermore, it would be unrealistic to assume that local officials can confirm the availability of all the necessary resources during the initial planning phase. As the strategy develops, 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 would encourage all participants and other interested groups to make recommendations for changes. Managers would not assume that the original goals and objectives are cast in stone. The purpose of well-defined goals, objectives and tasks would be to ensure that the proper mix of activities results in a successful *No Community Left Behind* project initiative. Even if complete goals and objectives exist, efficient or systematic implementation cannot be guaranteed. Management would be responsible for converting these processes into a format that advances the functional operation of the strategy.

Organizing an implementation plan for Safe Neighborhood would help to identify:

- Additional essential tasks that are missing from the initial goal and objective statements.
- Dependent relationships among tasks.
- Responsibility for execution of tasks and any overlap of authority that might affect the outcome.
- The implementation sequence.

Managing the ongoing relationships among the tasks and their timely implementation would be the backbone of the management process. Successful management of Safe Neighborhood involves assigning specific responsibility for executing each task.

A task timeline would organize the tasks by each objective and enable managers to arrange the tasks in sequence. A timeline will show when additional tasks would be needed, responsibilities identified and the link between tasks organized.

Site coordinators would be required. Some kind of very basic, simple software would also be required to develop for feeding input changes and generating reports by task, agency, milestone and other criteria. Site Coordinators would be using this software in coordination with the Community Development Section at SEOCHC. Until this simple software is developed, data would be maintained through a manual system. This type of management system would not only improve project oversight but also assists with project reporting.

The *No Community Left Behind* strategy design would be sufficiently flexible to quickly accommodate any program enhancements and approaches not identified during the planning phase. When the Steering Committee would accept a new activity recommended by community members, the new task would energize and support all the community efforts designed to prevent crime.

Critical assumptions

Many changes in the original strategy may occur during implementation phase. These changes can easily be accommodated if the Steering Committee does not view the original goals and objectives as rigid guidelines subject to strict compliance audits. SEOCHC would document each change and ensure that administrative and funding guidelines are followed.

Phase 6

Implementation Process

Overview

This Phase focuses on how the project would successfully manage the Safe Neighborhood Steering Committee, as it would oversee the implementation and operation of the site's strategy. Each Safe Neighborhood site would definitely have unique characteristics that would reflect local needs and resources; however, each site would be called on to address similar issues at some point in its development. There is no single answer that fits everyone's situation; consequently, the ideas in this Phase are suggested options to be used and adapted as needed.

This Phase discusses policy-level decision-making responsibilities, day-to-day operational issues, and oversight and monitoring of activities. Although no proven model exists for managing a Safe Neighborhood Steering Committee, many successful one-time projects and isolated interventions offer solutions from which to draw on. Safe Neighborhood emphasizes the importance of local control; therefore, management level activities would be developed to maximize resources and meet local needs.

Vision

The Safe Neighborhood Steering Committee would make decisions, develop policies and guide implementation of the site's strategy to establish a healthy, stable and crime-free neighborhood. The Steering Committee — by collaborating with law enforcement, social service agencies, community-based organizations, churches, and local businesses — would empower community members to effect positive changes in the neighborhood and, more important, to sustain those changes.

The inclusive nature of Safe Neighborhood would result in a Steering Committee at city and local levels that would represent all segments of the community. All committee members of the central executive committee would share a vision for the community, despite differing approaches to solving problems. They would realize that they can achieve more by working together than by working independently. The Steering Committee would be the driving force in reaching the goals identified in the sites' strategy.

Step 1: Establishing an Organizational Structure

Using subcommittees in Safe Neighborhood sites would be an effective means of distributing the workload. The subcommittees would reflect the four component areas — law enforcement; community policing; prevention, intervention, and empowerment; and neighborhood restoration. Another configuration might be two major subcommittees — a Correctional Actions Committee and a Preventive Actions Committee. The structure would be developed to reflect local needs and resources.

Each subcommittee would include community stakeholders, community members and representatives from the main Steering Committee. Steering Committee involvement would help ensure effective communication among the subcommittees. The use of subcommittees would also provide the opportunity to broaden participation and introduce others to the Safe Neighborhood process.

The subcommittee would be a comfortable format in which to discuss of critical, and sometimes contentious, issues. The subcommittees would help ensure that different voices are heard and various points of view are discussed. Smaller committees are not only less intimidating but also encourage better discussion among members.

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

Step 2: Developing Subcommittees' Action Plan

Identify specific tasks for each priority

A subcommittee would be most effective when it concentrate its efforts on specific goals. With this approach, the subcommittee would also accomplish interim tasks while working toward a major goal. For example if **the priority** is to attract new businesses to the community, **the task** would be making the neighborhood more attractive, and **the activity** would be a series of neighborhood cleanups, which will contribute to reaching the goal.

Identifying available resources for accomplishing the goals

As part of the neighborhood assessment, resources were identified in the previous phases that would be used for various activities related to each subcommittee's goals. For example, if **the task** were to develop neighborhood support for goals, **the activities** would be binging youth and adult community members both together to work on the cleanup, which accomplishes the immediate task, building stronger ties in the neighborhood and getting assistance from other stakeholder agencies to assist with the cleanup.

Step 3: Developing Open Communication Among All Parties

Open communication is important to the successful operation of the *No Community Left Behind* strategy. People like to feel they are on the "inside"; they do not like to be the last to know what is going on. SEOCHC would adopt a simple way to communicate not only with Steering Committee members but also with other stakeholders, community members and interested parties.

SEOCHC would identify how and when people want to receive information from the Safe Neighborhood site. This would not only give it ideas about what methods to use but also will ensure some involvement from members in developing a communication network.

Project coordinator at SEOCHC would devise a communication strategy and provide a schedule describing what information would be needed and when it would be submitted. It would identify ways to get the information to the media, the local elected officials and the representatives' and MPs. Some of the ways could be:

1. Telling the Safe Neighborhood story of the things to be proud of.
2. Notifying media of all events.
3. Taking pictures, and submit them along with a short story to the newspaper.
4. Invite the local elected officials to events.
5. Sending information (story and pictures) to the MP's office.
6. Developing a short presentation about Safe Neighborhood that can be presented at meetings.

Step 4: Establishing a Consistent Procedure for Securing Staff

Although most of the work at a local Safe Neighborhood site would be accomplished by volunteers serving on the central Steering Committee or subcommittees, paid staff would also be an important part of the operation. The process for filling staff positions would vary from one site to another and according to the initiatives pursued.

A full time project coordinator would be needed at SEOCHC. In the sites, the local grantee organization may propose to assign someone to administer and manage Safe Neighborhood operations. This may be the police department, another department of local government or a nonprofit agency. Under this arrangement, it would be especially important to establish a clear line of reporting authority and responsibility. If a staff person is paid by the grantee organization and reports both to that organization and SEOCHC, he or she may feel torn between the two entities. Regardless of the hiring need and arrangement, being the main coordinating and implementing organization, SEOCHC would be responsible for approving the staff that will be working with *No Community Left Behind* project.

Step 5: Developing a Process for Steering Committee and Subcommittee

Meetings

Much of the work of the Safe Neighborhood committees would be done during meetings: policy decisions would be made, oversight of the operation would be reviewed and stakeholders would be informed of the issues. Good attendance at these meetings would be essential to the continued success of Safe Neighborhood; therefore, careful attention would be given to the structure of the meetings. The following are some envisaged components of a good meeting in the context of *No Community Left Behind* project:

- Meetings would be scheduled at a convenient time and location in the neighborhood.
- Meetings would begin on time. If people have to wait each time they meet, more of them will arrive late or stop coming altogether.
- A quorum for the meeting would be established in the bylaws and enforced evenhandedly.
- A prepared agenda, developed with input from members, would be sent before the meeting, if possible. At the least, an agenda would be ready at the beginning of the meeting.
- Reports — programmatic, financial, and from the subcommittees — would be presented to the Steering Committee regularly.

Regardless of the format of these meetings, the meetings would have to be productive. If members feel they are wasting their time, they will stop attending. Once attendance falls, it is difficult to reenergize the group.

Step 6: Developing a Process for Team Building

No Community Left Behind project's success would depend partly on bringing the Steering Committee together to work as a team with a shared vision for the community. Being a team does not mean there will be no differences but that SEOCHC can work through them. The following are ways the Steering Committee can promote team building:

1. **A shared vision.**
2. **Strong bonds.**
3. **Clearly defined roles and responsibilities.**
4. **Effective meetings.**
5. **Decision-making strategies.**
6. **Effective communication.**
7. **Appreciation for the synergy created by diversity.**

Step 7: Providing Training and Technical Assistance

Training and technical assistance are delivered primarily to staff who are responsible for day-to-day site operations. Whereas staff training is important, providing assistance to Steering Committee members, stakeholders and community members would also be important. These key decision makers would be the most essential component in the Safe Neighborhood site. The following training and technical assistance would improve effectiveness of the project:

1. Providing training on local resources, including encouraging partner social service agencies to make presentations about their services.
2. Asking law enforcement officials to make a presentation about their role in *No Community Left Behind* project.

SEOCHC would request assistance tailored to the particular needs as the project unfolds.

Critical assumptions

Diversity, which is the strength of the Steering Committee, may present challenges to a smooth working relationship on the committee. The different roles and responsibilities of volunteers and staff would thus need to be clearly defined. A good working relationship between the grantee and the Steering Committee would also be developed.

Sustaining Positive and Permanent Changes

Operational issues, day-to-day management, and individual responsibilities would be necessary not only for a Safe Neighborhood site to operate initially but also to sustain its success and expand its reach. The overall goal of sustaining positive and permanent changes in the neighborhood would best be accomplished through strong collaborative arrangements, teamwork and good management.

Phase 7

Community Mobilization

Overview

This Phase deals with how SEOCHC would mobilize the community towards achieving objective of the proposed project. Community mobilization is SEOCHC's main area of expertise and would be an ongoing process of building stakeholder commitment to the revitalization of the neighborhood.

Vision

Apart from bringing the community together to work on and implement *No Community Left Behind* project, Community mobilization is most effective in situations in which community complaints are ignored by the concerned departments or agencies regarding some issue, thinking why bother when there are others to address? Such situations warrant a community mobilization strategy. The solution in such situations is to bring out community members to voice their concerns and demand changes that positively affect their community. As the project would unfold, the **Neighbor Restoration Subcommittee** would identify many problems and concerned community members who would not know what to do about it.

The success of Safe Neighborhood would depend in part on the ability to successfully mobilize stakeholders to support the local strategy as well as its goals and objectives. Mobilizing community members is an empowering process that often results in an increase in the number of community leaders, a clear vision of what the community would look like and an increase in community members' responsibility for the positive community changes.

As previously mentioned, Safe Neighborhood is not a one-time project; rather, it is a comprehensive strategy that brings all stakeholders in a community together to effect change. There could be many issues, which are defined as a problem but can be solved through the collective persistence and responsibility of community stakeholders. Community mobilization would bring together interested stakeholders who develop viable solutions to problems — in itself, it is not the solution to problems.

The process of community mobilization can have many positive outcomes. When executed correctly, community mobilization can help build a community in ways that building new structures or refurbishing old ones never can. Healthy communities begin with the community members who live in them. Empowering these individuals to engage in the rebuilding of their neighborhoods is a critical step in promoting healthy communities. In addition to empowering community members, community mobilization processes would help create a vision for the community that serves to focus community members' energies. Again, one of the challenges of distressed communities is that they often have no vision. As a result, resources may be redirected to other communities that are mobilized and articulate their requirements for further development.

In addition to empowering community members and helping create a vision for the community, community mobilization would have another positive impact: increased capacity for sound decision-making by community members as well as community-based organizations. Community mobilization would have some profound effects not only on the community members but also on the other stakeholders (public and private) who are attempting to serve the community.

Implementation Process

Community mobilization actually started the day when someone in the community expressed concerns over the increasing crime rate and thought that conditions might warrant some remedial action. These concerns were conveyed to various stakeholders and meetings were held to discuss how the issue could be address. Stakeholder came up with the need to address the deteriorating situation in some communities and they thought of some action in which the community members would be integrally connected to the development of a strategy. SEOCHC developed this strategy that it calls the *No Community Left Behind* strategy.

This was the beginning of the community mobilization process. Community mobilization is an important element of community organizing that focuses on bringing together community members and other stakeholders to take collective and strategic action for change in the community. Community organizing generally is viewed as the broader process that is focused on a particular issue and promotes change. Community mobilization may be one of the tactics used to help facilitate action. Both community organizing and community mobilization are ongoing, long-term processes.

The ability to mobilize community members and other stakeholders at the onset of Safe Neighborhood would be critical; however, the work would not end when the communities are designated as a Safe Neighborhood sites. In fact, the work would only beginning. Many community members of distressed communities have become disenfranchised after many years of watching programs start and stop, with no permanent change resulting from them. Feelings of hopelessness are common in these communities, so Safe Neighborhood representatives will have some major challenges to overcome before the strategy can be implemented.

In developing an implementation plan for community mobilization, there are several critical steps to follow.

Step 1: Securing Resident Commitment and Involvement

Community mobilization is about enlisting community members to become engaged and involved in and accountable for the planned changes that result from the *No Community Left Behind* strategy. A good indication of resident commitment to Safe Neighborhood would be the extent to which community members participate on the Steering Committee and subcommittees and their awareness of and interest in their neighborhood.

The crucial questions would be: How many community members turned out for the initial meeting to introduce Safe Neighborhood? Do community members attend other functions that focus on conditions in the community? Are community members involved in discussions about the changes they are prepared to make for their community? Are community members volunteering their time to help to the extent they can? Who are these community members? Seniors? Working adults? Youth? Before a community can begin to create a new vision, it would be recognized as a community.

SEOCHC may not receive an overwhelming level of support at the beginning. Many community members take a wait-and-see approach to new initiatives; Safe Neighborhood will not be any different. What is important is to determine if there is any level of commitment and involvement.

The most important hurdle to overcome would be the number of naysayers in the community. Generating resident commitment and involvement would be the key. SEOCHC would begin by looking toward the community leaders on the Steering Committee. In particular, community leaders often have some level of respect in their communities and some type of community following. These leaders would help in recruiting community members to attend community meetings for:

- Providing information on *No Community Left Behind* strategy.
- Discussing how community members can become involved in *No Community Left Behind* strategy.
- Exploring what community members perceive are the critical problems affecting their neighborhoods (this information will be vital to the community assessment part of the project).
- Engaging community members in discussions about how problems can be solved and how they can be involved in implementing the solutions.

Positioning resident leaders to help facilitate these types of meetings will help build trust in the community relative to implementing *No Community Left Behind* strategy.

Step 2: Encouraging Community members To Help Provide Community Focus

One of the important steps that must be completed is a community assessment. Historically, needs assessments focused primarily on the needs or problems of the community with the expectation that the resources to solve those problems would come from the outside. As a result, community members were viewed not as contributors to the growth of their community but as recipients of the various programs and services offered to solve the problems. Unfortunately, this proved to be a flawed way to examine a community. Through a neighborhood assessment, the current focus would be to identify all the assets of the community, including the skills of the community members and their interest in the neighborhood. The steps involved in conducting a community assessment are identified in Phase 4; however, it is important to stress that the focal point of the process would be to identify public issues and challenges and the available resources.

One of the advantages to the community assessment is that it serves as an important tool to help community members learn more about their community. The goal is to get community members to articulate their needs as well as contribute their skills toward changing the community. By getting community members to help decide on the changes required, the community mobilization process would help expand the base of informed resident leaders.

SEOCHC would use several ways to mobilizing community members for this task, including the following:

- Encouraging participation in existing events such as school fairs, community festivals and block parties by providing literature on Safe Neighborhood and disseminating surveys.
- Coordinating with area faith-based institutions to include information in their weekly bulletins, and providing brief presentations during services.

When community members see that the Safe Neighborhood focus is consistent with their own perceptions of their neighborhood, they will be more likely to participate in its activities.

Step 3: Building Community Networks

In every community, there are both informal and formal networks that connect community members and other stakeholders. Formal networks include tenants or other neighborhood associations, and gangs. Informal networks include families that have lived in the same community for years and have been appointed as the neighborhood spokespersons. Other networks include social clubs and business associations.

These networks are important to community mobilization because they represent a significant source to target to gain support for *No Community Left Behind* project. In fact, in some communities, new efforts will die quickly if they do not go through at least one of such networks. Taking stock of these networks will help determine what issues they may have about Safe Neighborhood.

Participating organizations and agencies would examine the composition of their Steering Committee to determine whether these networks are adequately represented. One of the advantages these networks would have is that the individuals involved would feel connected to the network's cause. Whether or not the networks are associated with community change is irrelevant. People support initiatives in which their friends and colleagues are involved; therefore, recognizing that these networks are an important resource is a significant step in moving forward with the community mobilization efforts.

Step 4: Creating Resident-Led Leadership Structures

Resident-led entities, a subset of community networks, serve as ideal resources to help identify key leaders in the community who possess critical leadership skills. Individuals who are leading or have led organizations such as Tenants' associations or resident councils would be strong candidates to help lead community mobilization efforts behind *No Community Left Behind* project. This is the point where

SEOCHC and other partners would link up their existing programs for leadership development in the community to *No Community Left Behind* project.

Typically, these leaders are concerned citizens who have the ability to bring community members together for a common cause, such as public housing, affordable housing or public safety. If the cause is related to promoting some type of positive change in the community, these leaders must be a part of the community mobilization efforts.

Step 5: Leveraging Internal and External Resources

Community transformation requires that resources both internal and external to a community be identified and incorporated into a strategy for change. This is the fundamental principle behind *No Community Left Behind* project. Community mobilization is not only about mobilizing people, it is about mobilizing all types of resources, of which people are key.

Step 6: Creating Additional Communication Vehicles

Community mobilization cannot succeed without strong communication. How the vision, issues and opportunities are communicated to people influences the success of the mobilization effort. All forms of communication from SEOCHC would consider the local languages and dialects. Not every pamphlet needs to be written in street language and translated in three four languages, but documents would be developed (newsletters, fliers) with language and at a reading level that will communicate the Safe Neighborhood effort to most of the community.

More Community Mobilization Tactics

Community mobilization would be one of the hardest tasks associated with *No Community Left Behind* project. As a new initiative in the community, *No Community Left Behind* project would have to win the confidence of community members before SEOCHC secure their support. This takes time, but it can be done.

Examples of these tactics include

- Door-to-door campaigns.
- In-house (community center, etc.) coffees.
- Street fairs and festivals.
- Community rallies.
- Promotional materials that highlight Safe Neighborhood.
- Dissemination of fliers in public facilities.
- Dissemination of fliers at other events in or near the Safe Neighborhood community.
- Church-based functions such as revivals, church meetings and concerts.

Community mobilization is an important tool for successfully implementing the local *No Community Left Behind* strategy. As the Steering Committee develops the goals and objectives, SEOCHC would make sure to consider how community mobilization tactics will continue to identify and generate additional resident support. Specifying separate action steps designed to build community support would go a long way toward ensuring the acceptance and integration of *No Community Left Behind* project into the neighborhood.

To assess success of the mobilization process, SEOCHC would focus on the following questions:

- How is it communicating what Safe Neighborhood is about to community members?
- Did it get feedback from community members regarding the effectiveness of the message?
- Has it leveraged the relationships of key leaders in the community to help promote the Project?
- Has it asked around to find out why people are not interested in *No Community Left Behind* project?
- Are there other issues confronting the community that it is not addressing?
- Are the events it is hosting offered at convenient times for community members?
- Is it expecting too much community participation too soon?

Although these are tough questions, the answers will provide a clearer sense of what needs to be modified to generate the level of desired support. Although SEOCHC and its partners may get some level of resident involvement, community members' top priority often would be to support their households. Therefore, encouraging people to stay connected even if they can devote only a few hours to the Safe Neighborhood effort would be the key. Every bit of resident involvement would help.

Critical Assumptions

As SEOCHC implements a community mobilization plan, participation by community members may remain low. Actually, community mobilization requires community trust, which takes time and patience. The following are major implementation issues that would be addressed over time:

Issue: No one shows for meetings.

Possible solutions: Reviewing the times that is scheduled for meetings. Are these times convenient for community members?

Polling some of the community members who attended past meetings. Have people expressed concerns about the meetings and their structure or content?

Issue: One representative attempts to speak for the entire community.

Possible solutions: Seeking out other leaders from faith-based institutions, schools and local neighborhood associations. Talking with senior community members to learn more about the history of the community to help identify community members who have longstanding credibility but may not be active at this time. These individuals may guide to additional community leaders.

Phase 8

Law Enforcement

Overview

This Phase deal with how collaborative processes, coordination of activities, and focused strategies would lead to reductions in crime, violence, and community members' fear. This Phase focuses on police and prosecutorial strategies to remove serious and visible criminals quickly from high-crime neighborhoods. Other options, such as joint task forces, are discussed to reduce criminal behavior in the long term.

Vision

The correctional portion of Safe Neighborhood concentrates law enforcement resources on the selected neighborhood to reduce crime and violence. This would be key to transforming a high crime neighborhood and improving the community members' quality of life. The constant presence of crime and criminals indicates that a neighborhood is not a safe place to live or visit or in which to financially invest. It causes community members to live in fear and have little hope for the future.

The law enforcement strategy emphasizes suppression of violent crime, gang activity and drug-related crime. Efforts would be directed mainly at identifying, apprehending and prosecuting criminals. Enforcement tactics would be extensions of the justice system for supporting crime suppression efforts. The ideas for consideration by the Steering Committee could be community courts, victim witness protection and services, and offender reentry programs.

The *No Community Left Behind* strategy would give priority to tactics that focus on quickly removing the most serious and visible criminals from the neighborhood. Consideration would then be given to aspects of criminal justice that affect criminal behavior in the long term (e.g., community-based conflict resolution, alternative sanctions for nonviolent offenders, and drug testing and empowerment as part of sentencing practices).

The law enforcement strategy would be developed and undertaken through collaborative processes with Steering Committee playing the lead role. The Safe Neighborhood Steering Committee would establish a **Law Enforcement Subcommittee**, comprising representatives from all law enforcement agencies with jurisdiction in the neighborhood. Its purpose would be to: a) determine the crime issues of greatest priority; b) develop the law enforcement strategy, and resolve or make recommendations concerning law enforcement issues relevant to *No Community Left Behind* project. Because of the breadth of its membership, it would also serve as a coordinating body for all law enforcement activity occurring in the target neighborhood.

The first task of the subcommittee would be to come to consensus on crime issues of greatest priority. Next, specific goals and objectives and a plan for implementing the strategy would be developed. Law enforcement goals are established to:

- Reduce violent crime.
- Eliminate visible and covered drug markets.
- Reduce youth crime.

The tasks identified in the strategy would be carried out mainly by **joint task forces** — collaborations of law enforcement agencies operating in the designated area that focus on specific criminal activities such as drug trafficking, street drug sales, vandalism ring, and other criminal rings. A range of strategies would be used to address the agreed-on priorities.

Successful enforcement programs would include gang intervention programs, intensive drug investigations and targeted prosecutions. Each Safe Neighborhood site would determine which strategies are feasible to implement and will have the greatest impact on crime. As law enforcement tactics would be considered

during the planning process, the Steering Committee may decide to consult and invite official from attorney's office to join the subcommittee.

This action would depend on the severity of local crime problems and the law enforcement priorities established. In many sites, police and prosecution tactics would be a priority and activities involving other criminal justice agencies would be placed on hold until local Safe Neighborhood efforts mature and needs change.

Once the **law enforcement strategy** is drafted, it would be approved by the Steering Committee, which would ensure that the plan is truly collaborative, reflects the views and opinions of community members, and supports or provides links to other Safe Neighborhood components. Benefits would begin to accrue even before the law enforcement strategy is implemented. The collaborative planning process and activity coordination improve working relationships within the local law enforcement system and would ultimately result in improved services to community members.

Implementation Process

Step 1: Establishing the Law Enforcement or Preventive Subcommittee for Safe Neighborhood

Roles and responsibilities

Early in the planning process, the Steering Committee would establish a Law Enforcement Subcommittee to oversee the law enforcement component of the local *No Community Left Behind* strategy. The subcommittee would be responsible for developing and implementing the law enforcement strategy and coordinating with the Community Policing component (in particular). Other responsibilities that may be assigned to the subcommittee would include coordinating law enforcement activities, resolving implementation problems, determining what works, and changing courses of action when necessary. Roles and responsibilities may vary depending on the circumstances and needs of the site.

Membership

Members of the subcommittee would represent the law enforcement agencies with jurisdiction in the designated areas. Police and prosecutorial agencies from all levels of government — city and district — would be represented on the subcommittee.

At the local level, police officers who work in or oversee the designated neighborhood would serve on the subcommittee. A community-policing officer would also be a member to bridge any gaps between the Correctional and Prevention Subcommittees. District police (if appropriate) and the Crown Attorney's Office would be represented.

Subcommittee members would have the appropriate skills, knowledge, resources and time to help with developing and implementing the Safe Neighborhood law enforcement strategy. In other words, the Steering Committee would consider appointing individuals who are midlevel managers or frontline staff from each of the agencies.

It might also be helpful to appoint a Steering Committee member to ensure ongoing and effective channels of communication between the two subcommittees. Special consideration would be given to making community members part of the subcommittee. Members of the law enforcement community might resist having community members at the table when planning and coordinating law enforcement operations; the sensitive nature of the information discussed may take precedence over community participation. The decision depends to some extent on the structure of the local Safe Neighborhood organization and SEOCHC staff. The subcommittee would be put together in a way that works best for the site.

Depending on local crime issues, the Steering Committee could include other criminal justice officials on the subcommittee, such as court administrators or service providers, officials from jails and detention

centers, victim service providers, or youth justice officials. It would be best to wait until later in the planning process or the implementation stage before expanding the subcommittee beyond police and prosecutors. (For further discussion of this issue, see step 4.)

Frequency of meetings

During the planning process, the subcommittee would meet regularly, may be weekly, until the law enforcement strategy is drafted and reviewed by the Steering Committee. The planning process requires a great deal of work — identifying local crime problems, setting priorities, developing goals and objectives, and establishing an implementation plan and schedule. During the implementation phase, the subcommittee would consider meeting less often: may be monthly.

Step 2: Reviewing the Needs Assessment To Identify Law Enforcement Issues of Greatest Priority

Needs assessment

Subcommittee members would assist in the needs assessment process (discussed in detail in Phase 4) by identifying what they believe are the most serious or intractable crime problems and providing data and information that explain the nature of these problems.

It may be difficult to get detailed police data on the designated area because of *No Community Left Behind* project boundaries that may not correspond to the boundaries of police zones. Usually, however, some data are available that will help subcommittee members define and understand local crime problems. Data sources may include calls for service, crime arrests or incidents and youth data. Before setting priorities, the subcommittee would carefully review the results of the needs assessment.

Members would not only learn the most serious local crime problems as identified in the assessment but also consider the community's perspective on issues of most concern and signs of neighborhood deterioration, such as high unemployment and high dropout rate. All these factors would be considered when developing law enforcement priorities for the Safe Neighborhood site.

Community perspectives

Community participation is a fundamental principle of *No Community Left Behind* project. The views of local community members must be considered and integrated into decision-making, including strategy development. The Law Enforcement Subcommittee can include community opinion in numerous ways. Members can review the results of the needs assessment to identify resident views on a host of neighborhood issues. A community survey may have been administered or focus groups conducted as part of the assessment process, which can also be reviewed to determine public opinion on local crime-related issues.

The subcommittee would also consider the views of the Steering Committee, which comprises the various stakeholders in the designated neighborhood. Because these stakeholders live or work in the area, they may hold opinions that differ from the law enforcement perspective. Other sources of community input may be available from the local police department. Proceedings from recent police-community meetings and other community relations' activities may provide insight into the community mindset.

Priority setting

Based on the activities discussed above, the subcommittee reaches consensus on law enforcement issues of greatest priority. Three to five priorities would be established to guide the strategy development process. Examples of priorities are

- Violent youth crime.
- Youth gang activity.
- Street-level drug sales.
- Drug trafficking and criminal organizations.
- Crimes committed with guns.

- Domestic violence.
- Community members under correctional supervision.
- Coordination among law enforcement agencies.
- An intelligence database for crime analysis.

Step 3: Establishing Law Enforcement Goals, Objectives and Tasks

The law enforcement strategy would clearly articulate ways for effectively addressing the law enforcement issues of greatest priority; goals and objectives that will be achieved in the short and long terms, and the specific actions and activities that the law enforcement agencies would undertake to meet the objectives.

Collaboration and coordination

In developing the strategy, subcommittee members would consider the goal of building long-term working relationships among law enforcement agencies. The strategy would emphasize collaboration rather than differences between city and local law enforcement and focus on coordination and information sharing among all law enforcement agencies operating in the designated neighborhood. The strategy would bring together all relevant agencies through efforts by Crown Attorneys' Offices.

During strategy development, subcommittee members would consider the resources that province, city, district and local law enforcement agencies can offer the *No Community Left Behind* project effort and the experience these agencies have had, particularly in the past decade, dealing with illegal drugs, gangs, and violence. The following information would help develop strategies that encourage collaboration and coordination and offer some promise for crime reduction.

Law enforcement efforts. Law enforcement agencies have expertise that can be applied to specific local issues in any neighborhood. Relevant agencies can play a role in the law enforcement strategy and would be considered as partners if crime problems warrant their involvement.

At the local levels, the following law enforcement strategies would prove effective on the street level that Safe Neighborhood sites may want to consider implementing as part of the law enforcement strategy.

Drug enforcement. Successful drug enforcement efforts at the local level would use various tactics. Because drug traffickers rapidly adapt to particular enforcement approaches, no single tactic is continually effective. A successful strategy would include different tactics, used at different times, for the greatest impact on drug trafficking and drug-related crime.

Career criminal or repeat offender programs. These programs would focus on the apprehension, prosecution and incarceration of the most serious offenders in a community. The premise is that few offenders commit a disproportionate amount of crime. By concentrating on removing repeat offenders, law enforcement would significantly affect the overall level of crime in a community.

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

Prosecution. Law enforcement official are aware of different prosecution strategies that have been effective in combating and suppressing crime. SEOCHC would consider the following information when developing the law enforcement strategies with its partners.

Attorney offices at different levels would be part of the law enforcement strategy. Crown Attorney would make possible the primary prosecutorial effort.

If the law enforcement committee found that changes are necessary, the Federal Attorney, the local prosecutor, and the Crown Attorney would be asked to decide which office would be responsible for prosecution of specific types of cases. A detailed Memorandum of Agreement (MOA) would be signed by the concerned parties that would establish agreed-on priorities and specific case responsibilities.

Criteria for case selection and assignment would be established to avoid interagency conflicts. Responsibilities of all parties would be clearly outlined in the MOA.

Information sharing

Law Enforcement Subcommittee members would consider the importance of intelligence information and crime analysis to the *No Community Left Behind* strategy's goals and objectives. Collection and analysis of data can drive decisions about which tactics to use and which crimes and locations to target. Law enforcement agencies from every level of government have intelligence information. Studies show that breaking down the traditional barriers that keep agencies from sharing their information results in greater cooperation and more success in identifying, apprehending and prosecuting offenders.

Information such as crime rates, calls for service, and the number of community members under supervision would be gathered as part of the needs assessment process; this information would become part of the intelligence database. As crime suppression efforts proceed, new data about the neighborhood would be obtained — new violators and targets would appear and previously unknown connections between criminal elements may surface. Crime hotlines, for example, may generate new names, addresses and license plate numbers to track and lead to discovery of patterns of drug and gang activity.

An intelligence database coordinated across agencies would support the crime suppression activities by facilitating more sophisticated crime analysis and making it possible to identify patterns and criminal connections.

Step 4: Identifying Additional Resources for the Law Enforcement Strategy

Some law enforcement strategies require the involvement of officials from the court system, correctional services, probation and parole, victim services, youth justice, and other areas of criminal justice. The participation of court administrators or service providers would enable partners in this project to more effectively address the needs of specific offenders such as drug users and minor offenders. Drug courts, community courts, and teen courts, which provide special case processing and alternative adjudication practices, are examples of these efforts undertaken elsewhere and can be tried in the *No Community Left Behind* project. A site's law enforcement strategy may include establishing such a program or coordinating efforts with an existing program.

Corrections and probation and parole services may be particularly important when many community members in the designated neighborhood are under supervision or many offenders are expected to return to the neighborhood after serving their sentences. These offenders may require a range of services (e.g., vocational training, remedial education, counseling, drug empowerment) to prevent their return to criminal activity, or they may require greater supervision. In either case, coordination between law enforcement, corrections and community would be an important component of the *No Community Left Behind* project law enforcement strategy.

In the case of youth crime, the need for input and participation from the concerned youth justice officials would be considered. Targeted enforcement of youth offenders would be undertaken immediately and long-term plans would be coordinated to offer assistance to youths in the form of prevention and intervention services. Youth justice officials would be consulted while planning the strategy and the Law Enforcement Subcommittee would be expanded to include these officials during implementation.

The criminal justice efforts undertaken would depend on the local circumstances. Safe Neighborhood sites may choose to initially focus on police and prosecution tactics to make inroads on the crime problem. They would focus on other strategies later in the process to reduce long-term criminal behavior.

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

The implementation plan would require identification of the agencies responsible for each major task and activity in the strategy and their start and completion dates. The following issues would be considered as the implementation plan would be developed.

In most Safe Neighborhood sites, joint task forces would carry out the tasks and activities identified in the law enforcement strategy (at least those involving police and prosecution efforts). These joint task forces would represent a collaboration of law enforcement agencies and would be designed to target specific crimes or offenders. Examples of task force targets include drug trafficking, street drug sales, stolen car rings, burglaries and gun trafficking.

Members of the prosecuting agencies in the jurisdiction would actively participate in task force operations. Community policing officers are important resources for information about the neighborhood. Other criminal justice officials would be invited occasionally to attend task force meetings or special meetings, during which active investigations or sensitive matters are not discussed, to assist with planning task force operations. These officials include probation and parole officers, correctional officials, local prosecutors and health department.

Critical Assumptions

The Crown Attorney's Office would play a pivotal role in the Safe Neighborhood law enforcement strategy. Local prosecutors may or may not be involved. They may have priorities that differ from those of *No Community Left Behind* project. If possible, SOEHC would involve the local prosecutor's office in the planning process for Safe Neighborhood aspect of the *No Community left Behind* Project, but do not expect to overcome political differences at the outset. It is preferable but not mandatory that local prosecutors be involved in the law enforcement strategy.

Phase 9

Community Policing

Overview

This Phase describes community policing in relation to Safe Neighborhood sites. It presents useful steps to implement community policing and describes key implementation issues.

Vision

Community policing is the style of policing that a law enforcement agency would adopt to guide its delivery of services in Safe neighborhoods. The initial step in the Safe Neighborhood process (described in Phase 1) would be to take correctional actions to removing the criminal elements before undertaking preventive action, empowerment and neighborhood restoration. The bridge between the preventive and correctional actions would be community policing.

Community policing officers would provide the continuity to maintain community safety and peacefulness by communicating and forming partnerships, stimulating community mobilization, and encouraging prevention programs and neighborhood restoration efforts.

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

Community engagement would take place in several ways. It would occur in formal meetings with the police and in routine contacts on street corners. Any contact between police personnel and citizens would be an opportunity for community engagement. The ideal would be to formalize these public relationships by forming collaborative partnerships with key stakeholders. These stakeholders are critical for several reasons. Many provide services to the Safe Neighborhood. Each of the stakeholders can offer police both insight into the problems and potential solutions. Because of their shared responsibility for the neighborhood and understanding of the issues, stakeholders are important resources for implementing programs designed to address the problems.

Preventing crime and enforcing the law are the traditional functions of police departments. Community policing would expand the role of the police beyond enforcing the law and arresting criminals to identifying and responding to problems in the neighborhood. The manner in which the police undertake problem solving and how they and the community relate to each other would determine the standard of success of community policing.

For community policing to be successful as an approach and practice, the police would understand the conditions in a neighborhood that would give rise to the problems associated with crimes and criminal behavior. Developing and implementing solutions tailored to reduce these problems, and determining the impact of the solutions by obtaining feedback from the community, is what would set community policing apart from more traditional law enforcement practices. Therefore, the processes of community engagement (and partnership development) and problem solving would be central to the concept and practice of community policing and would be inseparable components.

Partnering with the community without solving its problems would provide no meaningful service to the public. Problem solving without developing collaborative partnerships would risk overlooking the most pressing community concerns and tackling problems that would be of little interest to the community, sometimes with tactics that community members may find objectionable.

Furthermore, because community members know what goes on in their neighborhood and have access to resources important to addressing problems, their engagement in problem solving would be vital to gaining

valuable information and mobilizing community responses to the problems. Through meaningful community partnerships, police accountability generally would improve. The most important element of the improved process of engagement would be communication between the police and residents.

Implementation Process

The steps required implementing community policing programs in the selected neighborhoods closely parallel the steps for *No Community Left Behind* project implementation planning described in previous Parts. In fact, planning for community-policing programs would be a simultaneous process, borrowing extensively from the *No Community Left Behind* project implementation process.

Step 1: Creating a Community Policing-Neighborhood Partnership

Successful implementation of community policing in Safe Neighborhood would greatly depend on the involvement and commitment of various government agencies, neighborhood community members and organizations, and other institutions. Commitment would grow from involvement. The various entities with interests in the neighborhood have unique goals, objectives and missions that must be considered and blended through a collaborative process in planning implementation of community policing.

For these reasons, the first step for Safe Neighborhood staff, in conjunction with the police, would be to put together a broad-based coalition to serve as the planning and oversight group for the community policing effort. The police can be the catalyst for the effort but would not control it. Control would come from the community, the city and other agencies through the partnership group.

Members of the partnership would include government agencies; private profit and nonprofit organizations; civic groups; religious institutions; police; neighborhood associations; and community members. The group would also have a distinct link to the Safe Neighborhood Steering Committee.

The following are some responsibilities that the community policing neighborhood partnership would undertake:

- Creating the community policing implementation plan.
- Developing goals and objectives, and identify neighborhood problems and alternative solutions.
- Help bringing resources to bear on the problems.
- Coordinating with others on problem solving (e.g., Steering Committee, other city agencies).
- Overseeing and monitoring alternative programs and activities aimed at solving problems.

The partnership group would meet regularly during the implementation process. Care would be taken to document plans, problems, attempted solutions, and results.

Step 2: Determining Neighborhood Characteristics

In the Safe Neighborhood implementation process, the Steering Committee would select the neighborhood(s) for *No Community Left Behind* project and community policing. The Steering Committee staff would also conduct a neighborhood needs assessment. This step would build on the assessment step and develop greater detail, specifically related to crime, fear of crime, and community safety.

Much of the needed socio-demographic and crime-related information would be collected during the needs assessment from official records, including citizen complaints, calls for service, and crime reports. The necessity of this step would be to collect new and more detailed information on neighborhood characteristics. A door-to-door census of the neighborhood, including all businesses and a representative sample of residences, would be needed. The size of the residential sample depends on the number of residences in the selected neighborhood.

The police would take the lead in conducting the survey. Some agencies might prefer to use civilian police aides, volunteers and other city personnel to assist with surveys. A survey instrument would be developed

in conjunction with the community partnership and pilot tested to ensure its validity and reliability. All members of the survey team would be trained and given a protocol for conducting the survey.

The purposes of the survey would be to:

- Identify crime and other quality-of-life issues.
- Advise community members of the new community policing program and how they can contribute to its success.
- Determine whether community members are willing to participate in some capacity and support the new program.
- Identify the neighborhood's assets (e.g., people willing to take a leadership role and public resources) and liabilities (e.g., signs of decay and neglect such as abandoned vehicles, code violations, graffiti, neglected children, and homeless people). Determine whether the Steering Committee is already doing this task before this step begins.

The information obtained from the survey would be recorded and carefully analyzed to develop trends and patterns.

Step 3: Developing an Information and Communication Network

Some of the most important building blocks for community engagement and problem solving are information and communication. Police departments need to develop new information sources and merge existing sources into a network applicable to community policing. This information would be communicated to the partnership group and other neighborhood members. The community members would contribute facts and insights to the information base that might be helpful to the police.

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

The communication of information is as essential as its collection. Community policing officers would develop ways to communicate information such as repeat calls for service and reported crimes, police and government resources committed to *No Community Left Behind* project, and programs planned for the community members. Providing these data to community members would enhance police credibility and improve the prospect of community members reciprocating by giving useful information to the police.

Step 4: Assessing and Developing Resources

This step borrows from the *No Community Left Behind* project implementation process. The *No Community Left Behind* project Steering Committee, through its support staff, would identify and assess available resources and develop additional needed resources. The process is described in Phase 4. The list of resources would be prepared with community policing in mind. This information would be readily available to the community policing partnership group. The group would review the resources list and add to it as needed.

Step 5: Developing an Implementation Plan

This step mirrors other steps in the Safe Neighborhood implementation process: identify goals, objectives and implementation activities, and develop an implementation schedule. The examples in the box below illustrate two community-policing goals, objectives and tasks. The emphasis on prevention, especially youth crime prevention, is fundamental to effective community policing in Safe Neighborhood sites.

Working with youth clubs and other outreach agencies, community-policing officers have served as positive role models and mentors for many troubled youth.

Step 6: Collaborating on Problem Solving

Community policing officers, while engaging neighborhood community members through the partnership, would work with the group on problem solving. The process would use scanning–analysis–response–assessment (SARA) model. The group would (1) scan and identify neighborhood problems, (2) analyze the problems together, (3) discuss and reach a collaborative decision on programs or activities to respond to the problems and to help implement them, and (4) assess the results of the programs or activities.

The key to making community-policing work would be to involve the community in a collaborative relationship with the police, other agencies and neighborhood organizations.

Goal 1: Reduce violent crime by 50 percent

Objective: Increase observable police presence in the neighborhood.

Tasks:

- Add six officers to the walking patrol.
- Use off-duty officers for saturation patrol during peak times.
- Coordinate with task force sweeps, search warrants and other field activities.

Objective: Coordinate information with the appropriate law enforcement task force.

Tasks:

- Community policing supervisors meet weekly with the task force.
- Share intelligence and police records with the task force.

Goal 2: Reduce resident fear of crime

Objective: Improve contact and communication with residents.

Tasks:

- Establish monthly newsletter through a neighborhood association.
- Police officers and supervisors attend monthly neighborhood association meetings.
- Open a storefront office in the neighborhood.

For effectiveness, the group would begin with small problems that are nonetheless significant to the partnership group. Initial successes would be critical in developing and maintaining community support. Graffiti removal, trash cleanup and neighborhood sporting events or cookouts are examples of small joint activities.

Early successes would communicate a sense of hope to the community. The problem-solving process and the partnership's implementation of new programs and activities would be ongoing efforts that would be continually coordinated with other Safe Neighborhood activities under *No community Left Behind* project.

Early community policing efforts to build trust and work with the community on crime prevention goals and objectives would be coordinated with traditional enforcement such as sweeps and the execution of search warrants. All efforts would involve cooperation. Police initiatives conducted without input from community members could create hostility against the police. If not developed in collaboration with the community, these enforcement efforts would undermine the credibility of the community policing effort.

Step 7: Monitoring and Assessing Success

The final step in the implementation process would be to monitor and assess the results of the community policing implementation. This is an important role for the Steering Committee, which would collect the information to determine whether community policing is successful. The Steering Committee would be in constant contact with community members, continually keeping the “pulse” of the community in terms of working with the police to implement community policing.

Critical assumptions

A police agency would have to deal with several important issues when planning for and implementing community policing, including making decisions about how to change police culture and values, organizing the department to facilitate community policing, and managing the implementation.

Changing Police Philosophy and Culture

Community policing would 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. It is desirable, although not mandatory, that such an undertaking supports a Safe Neighborhood effort.

Nevertheless, Safe Neighborhood does not require a top-to-bottom change in the culture of policing for community policing to be successful.

Developing community partnerships and problem solving can be implemented in the Safe Neighborhood by a dedicated group of officers. This approach requires that all policing activity undertaken within the area be coordinated with these officers. For example, the Safe Neighborhood effort is at risk if another police unit begins a crackdown effort without consulting with the assigned community policing officers. The officers working in the selected neighborhoods would be the center through which all policing services to these areas are channeled. Equally important, community-policing officers engaged in Safe Neighborhood activities would be able to call on other police units to support community engagement and problem-solving activities. These units include narcotics, gangs, crime analysis, intelligence, crime prevention, investigations, school resource officers, communications, and special weapons and tactics.

Strong leadership is needed from the chief of police, commander of field operations, and head of the community-policing unit assigned to the selected areas to coordinate these activities. Community policing officers are expected to exercise initiative in dealing with 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 would conform to the principles of community policing. Officers would be sensitized to focus on neighborhood problems and include the community in this effort. Officers would understand how to identify problems and analyze them, and they need to have the skills to engage the community throughout the problem solving process.

If officers would need such training if they lack these skills. The most important criterion for the officers would be that they have an interest in being part of the effort. Officers who have been working in the designated areas would be given first consideration for the program because they already know the people and the problems.

The best way to change patrol officer behavior to a community policing style would be to have officers work on problems in the designated neighborhood. This would introduce them to the neighborhood and eventually make them aware that problems can be solved only through a collaborative working relationship with community members, businesses, government agencies and others who are affected by the problems.

Officers working in the Safe Neighborhoods would need to seriously take the community members as human beings with needs, problems and goals. In a patrol operation in which officers rotate frequently through different shifts and neighborhood beats, officers rarely get to know anyone but the perpetrators and victims of crime. They also often develop a mindset that “bad” neighborhoods are places to get into and out of as quickly as possible. Without getting to know the community members, officers identify all people in the neighborhood as part of the problem. Thus, for community policing to succeed, patrol officers would be empowered by their agencies and given some degree of permanent geographic assignment to the Safe Neighborhoods. In this way, officers and community members would develop trust and mutual respect.

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

Consequently, many unresolved neighborhood problems are passed on from shift to shift, and it is difficult to hold officers or supervisors accountable. Under community policing in Safe Neighborhood, patrol officers and supervisors would have primary responsibility for a designated neighborhood. The officers

would 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 would be assigned to the same neighborhoods for a long period) and territorial responsibility (neighborhood officers would be responsible and accountable for what goes on in the neighborhood) would be crucial to the success of community policing.

All these concepts are tried and tested at national level in other countries such as the United States. Experience in the US shows that police have played softball games with gangs for gaining trust and changing behaviors. Furthermore, to demonstrate the department's commitment to the neighborhood and to ensure that officers have assignment integrity with geographic responsibility, many police agencies in the US have opened mini-stations or storefronts in the selected areas.

Organizational Changes To Enable Community Policing

If the community policing officers are held accountable for the designated area, they would also require adequate resources to do the job. It would be up to police agencies to decide whether to deliver patrol services to the Safe Neighborhood areas by using regular beat officers or creating a special squad. Regardless of the approach selected, the officers assigned to the neighborhoods would be full-service patrol officers. That is, in addition to their community engagement activities, the officers would handle citizen calls for service. It is important to handle the neighborhood calls for service for at least the following reasons:

1. Officers gain a detailed understanding about residents' problems and have a chance to talk with them about possible solutions.
2. Officers gain an in-depth knowledge of who is doing what in the neighborhood, which often leads to cultivating valuable sources of information.
3. Community members come to rely on their community policing officers to handle their calls and problems, which may affect communication with beat officers coming in just to handle the complaint.
4. Officers engaged in the community policing effort are viewed as still doing "real police work"; community policing is not seen as just another program that will die when the outside assistance is gone.

Police management would deal with two other important organizational alignment issues in providing community policing to *No Community Left Behind* project neighborhoods. First, calls for service would need to be managed to allow officers time to engage community members and minimize occasions when officers not familiar with the neighborhood are sent to handle a call. Second, the extent to which services are decentralized to the neighborhood level would also need to be determined.

However, there would be no need to remain preoccupied with calls for service leaves little time for engaging community members in identifying, analyzing, and implementing solutions to resolve problems. The community policing officers would need to be given time away from calls for service to become involved in other community policing activities. Police management would examine the call workload and determine how calls can be prioritized, handled more efficiently and handled by alternative means.

There have been experiences of applying what is called **differential police response** (DPR), which would also remain an option for this project. The following are examples of how DPR can work in the target neighborhoods, and lessons can be taken from the following experiences from similar projects:

- **Computer-aided dispatch** (CAD) systems have been programmed in the US where dispatchers are trained to hold non-emergency calls for neighborhood community policing officers for a predetermined time until they are available to respond. In this case, complainants are advised of the delay and the purpose behind it.
- Certain non-emergency calls are handled by having trained civilians take reports over the telephone. Departments frequently handle calls such as minor property theft, auto theft and minor

vandalism by telephone report. In this case, the information obtained from the telephone reports are given to community policing officers as soon as possible to keep them abreast of ongoing problems in the neighborhood, and neighborhood community members are fully informed of the type of calls handled by phone and the reasons for the policy.

- Some police agencies in the US have employed civilian **community service officers** (CSOs) to assist patrol officers in the field with no emergency calls for service. CSOs 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 when they receive no emergency call dispatches and make convenient appointments with consenting callers.

The other organizational alignment issue that police management would need to address is the degree to which **decentralization of services** occurs.

Policing Safe Neighborhood would require the help of specialized units such as narcotics, violence and follow-up investigations. Which services would be part of the neighborhood community policing team and which would be provided by specialists from outside the team would need to be determined. Decisions on decentralization of police services to the neighborhood level would involve both the police and the community.

Role of Management and Supervisors

So far the trend has been one off meeting between the community and police, ignoring the need for behavioral and policy changes for long-term solution. The role of management and supervisors is always critical during any type of organizational change, but it would be particularly important in the proposed transition to community policing. Management's most important role would be to provide an environment in which community policing can be successfully implemented. One of the best ways to accomplish this would be made possible through the development of **a plan** that identifies what would be done and who is responsible for each task.

Leadership and vision at the top levels of the police department are critical; the top command would need to demonstrate to the entire department that it is behind the move to community policing. This is especially important as the agency struggles with critical decisions such as the extent decentralization would occur in the transition to community policing. Studies show that there is usually some resistance in police agencies attempting to implement community policing.

Management would also need to lead the effort to develop the necessary **officer selection criteria, training and performance evaluation** to support and reinforce community policing. Management would provide the resources needed by the community policing officers to do an effective job. In addition, management's help would be needed to coordinate with other city and county agencies in bringing some needed services to the selected neighborhoods. Field supervisors play a critical role in bringing community policing to Safe Neighborhood.

Some of the functions of first-line supervisors would include:

- Meeting regularly with community members to get feedback on policing plans and activities that affect their neighborhood.
- Helping community-policing officers negotiate co-production of public safety with community members.
- Promoting and prioritizing problem-solving activities.
- Monitoring and rewarding proactive community policing, especially neighborhood problem identification and analysis.
- Facilitating interaction among officers, community members, and government agencies that can help resolve problems.

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

Information Management

Another significant organizational issue in community policing is managing information to support implementation. A vast amount of information about Safe Neighborhood would need to be collected, stored, retrieved and analyzed. This information would also be readily available to the community policing officers.

Studies show that there are three important elements for all crimes: offender(s), victim(s) and place. Community policing information would need to describe all three. Crime analysis would 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 would be used to identify problems and target police and community activities, design appropriate solutions to problems, and assess the effectiveness of interventions.

As stated earlier, important sources of information used by community policing officers would be calls for service, field incident reports, field interrogation reports and officer intelligence reports. In addition, information that is not kept in the police department can be valuable. These data would come from parole and probation dealing agency, social service agencies, Housing Department, property management firms, schools and hospitals.

Neighborhood community members are another important source of information. They can express their public safety concerns at neighborhood meetings, during door-to-door surveys, on the street to foot patrol officers, and in other encounters. Community policing officers would use these opportunities to document resident problems. They can also collect information from community members through anonymous drug or crime tiplines or the Internet. An example from the US shows that one police agency-distributed **postcards** that community members returned with information about crime and other neighborhood problems.

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

Phase 10

Prevention and Empowerment

Overview

This Phase describes a framework for planning prevention and empowerment strategies. These strategies are intended to help reduce various risk factors and institute protective approaches in Safe Neighborhood sites.

An initiative developed to provide prevention, early intervention and empowerment would include **holistic as well as alternative applications**, incorporating both traditional and innovative approaches. Social problems evolving from the risk factors confronting individuals and institutions are complex; therefore, it would not be realistic to expect any one solution to fit every need. Responses tailored to the special needs of each at-risk population would need to be carefully designed.

This part also discusses the **Comfort Zone program**, which would provide the core of prevention, intervention and empowerment activities. Safe Neighborhood sites would display an impressive ability to develop a Comfort Zone into a centerpiece for providing services and giving the neighborhood a facility from which to coordinate resources.

Vision

Prevention, intervention and empowerment are core preventive components of *No Community Left Behind* project. Every Safe Neighborhood site would develop a framework for organizing a safe and healthy community that includes prevention, intervention and empowerment strategies.

The needs assessment process as mentioned earlier would identify resources in the neighborhood that will provide the foundation for prevention, intervention and empowerment activities. The Steering Committee would provide leadership to build a coalition of groups that provide these resources. The coalition can reduce fragmentation and duplication of services and provide a more comprehensive system for service delivery.

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

Intervention refers to efforts aimed at developing a comprehensive strategy to eliminate harmful behavior before it becomes entrenched in the community. For example, if absenteeism among high school students is a problem, the solution might involve developing activities to keep younger students interested in staying in school.

A mentoring program could also be designed that pairs community-policing officers with younger students. Empowerment represents the most protracted and focused efforts to combat undesirable behavior.

The recommendations by professionals on the **Prevention and Empowerment (P&E) Subcommittee** about the types of help available and the referral process can be especially useful. Problems, however, do not always break down into such distinct categories; therefore, some of the P&E programs would combine two and sometimes three strategies when necessary. As with every Phase of the *No Community Left Behind* strategy, the site would be made flexible through develop activities that would reflect the community's needs and resources.

Implementation Process

Step 1: Establishing a Prevention, Intervention,
 and Empowerment Subcommittee

The Safe Neighborhood Steering Committee would create a Prevention and Empowerment Subcommittee to review and expand on the issues identified by the needs assessment. The Steering Committee would select the members of the Prevention and Empowerment Subcommittee at the beginning of the planning process so prevention activities can be designed and incorporated during the developmental phase of *No Community Left Behind* project. Membership would be as inclusive as possible to ensure that all groups in the community are represented. Among those to be considered for this Subcommittee are the following:

- Community-based organizations are usually well known and accepted in the community. They may also be current service providers trusted by community members.
- Mental health and health practitioners will bring their professional knowledge and skills and provide an important perspective on mental-health- and health-related issues to the discussions and planning sessions.
- Substance abuse agencies provide advantages that are sometimes overlooked. Members can provide information about various services available in the local community and can help access the services and arrange counseling and classes on site.
- Young community members can provide the perspectives of those for whom most of the services are targeted. Allowing them to express their concerns and ideas as members will also help the subcommittee gain acceptance by the youth population for its plans and recommendations.

Step 2: Reviewing the Needs Assessment and Developing an Action Plan

The Prevention and Empowerment Subcommittee would focus on issues identified by the needs assessment conducted during the strategic planning process. This will help narrow the scope and set priorities for the most compelling community issues. Studies show that there are two distinct but related components that could be incorporated in the subcommittee's tasks: identifying **risk factors** and **protective factors**.

Risk factors are indicators of increased problem behaviors and include the following:

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

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

The second component would be determining **protection factors** that would help shield community members, especially young people, from risk factors. For example, the subcommittee can review each identified risk factor and develop activities to address each one:

- **Family issues.** Offering classes in family management and parenting especially targeted to solving some of the identified family risk factors.
- **School problems.** Developing a program with one or more partner agencies that offers homework assistance and tutoring for students.
- **Community factors.** Working with the Law Enforcement and Community Policing Subcommittees to develop strategies affecting community risk factors.

These issues will also be important for neighborhood revitalization. Additionally, coordination of activities with Neighborhood Restoration Subcommittee would be carried out.

Step 3: Developing Plans for Locating

And Staffing a Comfort Zone

The centerpiece of the Prevention and Empowerment effort will be a Comfort Zone in each Safe Neighborhood site. Beyond that requirement, the local site would have the flexibility to develop a facility that would make the best use of the available resources and would best meet the needs of the neighborhood.

The services offered in Comfort Zone would be developed around the identified risk and protective factors. Start will be taken with a limited number of programs and activities and would be gradually expanded to other issues as the need arise.

A Comfort Zone would be a multi-service center that will coordinate youth and adult services in a highly visible, secure, and accessible facility. A Comfort Zone would teach youth to resist drugs and crime and avoid other neighborhood problems.

Staff need would be assessed and then hired to operate a Comfort Zone would possess the knowledge, skills, and abilities related to the activities and programs being offered. Job descriptions would be developed for all positions.

Guiding principles of a Comfort Zone

- **Community based.** The goals and objectives of a Comfort Zone would be based on the needs and resources of the designated neighborhood.
- **Culturally relevant.** A Comfort Zone would reflect the site's local culture and diversity, which would be considered when determining and coordinating services and programs.
- **Easily accessible.** A Comfort Zone would offer extended hours and be centrally located.
- **Education based.** Emphasis would be placed on programs and services that are education based.
- **Prevention based.** Emphasis would be placed on programs and services designed to prevent problems at the earliest possible stage.
- **Multi-service.** Community problems often are multifaceted and require comprehensive solutions. A Comfort Zone can offer a unique forum for maximizing collaboration among service agencies and community partners.

Proposed programs to be offered at a Comfort Zone

- **After school activities.** These program would provide tutoring and homework assistance but can cover other identified needs.
- **Recreation and sports programs.** A Comfort Zone would offer supervised play, sports, games and physical fitness activities.
- **Group activities.** Clubs such as the Scouts and similar groups would meet regularly and hold other activities at a Comfort Zone.
- **Classes.** Subjects can include such topics as health and nutrition and citizenship as well as those related to risk and protective factors.
- **Training.** Skills training would be offered through collaboration with other agencies. Computer training for both youth and adults would be another activity as these places.
- **Education on cultural issues.** Offering programs that teach children to take pride in themselves, their families, and their cultural heritage.
- **Healthcare services.** A Comfort Zone would provide health care services if possible. The Prevention and Empowerment Subcommittee would make this a high priority. At minimum, a Comfort Zone would offer a referral service. A greater emphasis on health care services will build a healthier community.

Critical assumptions

Although the Prevention and Empowerment Subcommittee would make every effort to be inclusive in its membership and objective in its review of needs and resources, not everyone will agree with the decisions.

The following are some of the issues that may create obstacles to implementing the plans. Competition among service providers can present serious challenges to *No Community Left Behind* project. If a local organization already offers satisfactory services for community members, it would be necessary to avoid developing a competing program. The best course of action would be to form an alliance with the existing program and combine resources. If the existing program is too small to adequately serve the neighborhood, efforts would be needed to include it as part of the subcommittee and develop a partnership to support, not compete with, its services.

Inadequate funds can be a major obstacle to operating Prevention and Empowerment programs. The most challenging issue for Safe Neighborhood sites would be planning how best to allocate available funds. The initial focus of the *No Community Left Behind* project would not be funding all the identified needs, but it would be used to establish collaborations that can help leverage funds from various sources.

Working relations with local agencies would be established and adding the efforts to their existing activities would be suggested. Way would be explored to attract agencies or organizations to provide certain services which are not offered.

Phase 11

Neighborhood Restoration

Overview

Neighborhood restoration is the fourth major component of *No Community Left Behind* project. It focuses on revitalizing designated neighborhoods by leveraging local, provincial and resources. Restoring a neighborhood can be a complex and often long-term, ongoing process. This Part highlights the steps that would be taken in implementing a neighborhood restoration plan that encourages the leveraging of key resources at all levels to maximize the impact on the designated neighborhood.

Vision

Neighborhood restoration is about more than physical buildings — it is about restoring the human capital in a neighborhood by providing tools to help community members secure livable-wage employment, live in a decent crime free environment and start new businesses. It recognizes the needs of both the young and the not so young. Youth activities in safe parks, senior housing and services, and increased medical and social services treat many community ill.

One may feel that the scope of intervention is getting broad. However, the reality is that for a comprehensive long term solution the project has to be comprehensive. For example, it is naïve to expect long term solution without assisting the communities in establishing **businesses, operating from homes** without proper licenses. These could eventually lead to storefronts in the community. Programs could be developed for encouraging community members to **save their money** and **provide matching funds** that can be used to buy a new home, start a business, or complete an education. **Training programs** that provide community members with increased technology skills would enable them to secure higher paying jobs. Some programs could help community members **correct their credit problems** and prepare them for owning their own home.

All the phases mentioned so far for correctional purposes would lay the foundation for community restoration. Any effort to rid a community of negative elements would bring positive resources and the physical assets needed to revitalize the community. Changes in population, economic or physical conditions and social attitudes, all affect neighborhoods in complex ways. Many such changes are dictated by decisions made at the local government level — which is why Safe Neighborhood would be an ideal strategy for improving neighborhoods in distress. Working in collaboration with city and central government agencies, Safe Neighborhood would brings community stakeholders together to leverage their collective resources and achieve the restoration goals for the Safe Neighborhood.

Phase 5 describes the steps required to develop a local *No Community Left Behind* strategy. The initial strategy results from analyzing needs and available resources and, once implemented, provides a safer, more stable community environment that promotes restoration. Of the four major Safe Neighborhood components, neighborhood restoration would offer community members the opportunity to literally see improvements in their community.

It does more than just inject new programs into a community. Neighborhood restoration is self-defining: The process would originate from and sustained by the actions and choices of those living and working in the neighborhood. The restoration process would reflect the needs of the entire community, not just the judgment of community representatives on the Steering Committee. Neighborhood restoration is a long-term strategy.

Restoring a neighborhood begins with a vision of how the community should look like and what the partners can offer to the community members. The restoration process begins with taking stock of what in the community can be developed, what can be recruited or secured and what needs to be replaced by positive, community-benefiting enterprises. This is not an easy task to achieve. However, working in incremental steps and building on small accomplishments would definitely end in success.

Implementation Process

Restoration goals and objectives may have to be revisited for appropriateness after the local *No Community Left Behind* project's first-phase strategy is under way. A review would be necessary because initial stabilization efforts may not work exactly as planned, and restoration strategies do not work in a high-crime neighborhood.

Although the Steering Committee can identify basic restoration issues with help from the city planning office, specific details and timing would be coordinated with neighborhood community members. Making restoration plans that contradict community expectations and values can hinder the process and undermine stabilization efforts. Restoration designed without resident input can produce negative effects within the community and unintentionally accelerate decline.

Not all Steering Committee members would be community development experts, and it would be unrealistic to try to execute comprehensive projects without sufficient expertise on board. In addition, neighborhood restoration is one of the components of Safe Neighborhood that would allow community members to become actively involved in the transformation of their neighborhood through a series of low-cost or no-cost activities.

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

Step 1: Creating a Subcommittee

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

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

Organizations would be listed and contacted that might have an interest in participating on this subcommittee. Remember, individuals who agree to serve on the subcommittee would understand that their participation is voluntary and that their organization or agency will not receive funds. Also, the subcommittee would ensure that its members have the time to attend meetings.

The Safe Neighborhood Steering Committee would promote restoration plan development by enlisting professional help for the plan's design, targeting local resources and soliciting cooperation that augments local plans.

Step 2: Revisiting the Needs Assessment Conducted for the Neighborhood

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

Step 3. Formulating Goals and Objectives To Be Accomplished

Once the subcommittee identifies local issues, it would formulate goals and objectives and focus on how these goals and objectives would be met. Some goals would be directed at stabilizing the community and some at restoring it. Subcommittee members would consider activities or tasks that would yield both short- and long-term results.

Community members often get frustrated with initiatives that start out strong and finish up poor. Similarly, they would look for immediate evidence of Safe Neighborhoods Project's positive investment in their community. Short-term activities to produce visible results would include activities such as conducting neighborhood cleanups and allocating special days for graffiti removal — activities that community members can see, participate in and benefit from.

Long-term neighborhood restoration challenges would include reducing unemployment, encouraging more business startups and upgrading living conditions in the neighborhood.

Step 4: Developing Activities To Achieve Goals and Objectives

After formulating goals and objectives, the sub-committee would identify relevant activities to emphasize serving community members and the overall neighborhood. These activities may require a series of partners, both internal and external to the community. The following are examples of activities undertaken elsewhere that can help restore the economic health of the community:

- **Reducing unemployment.** Convening weekend job fairs at area schools with area employers and employment assistance organizations to provide information on jobs and job assistance programs.
- **Increasing the level of resident business development.** Working with concerned institutions to conduct workshops on how to start a business.
- **Increase the number of homeowners.** Issues such as poor credit, savings and investments are needed to be addressed; homeowner classes could be offered as the number of employed persons increases. Local organizations could partner with Safe Neighborhood to offer classes on one or more of these topics.

In each of these examples, the subcommittee would not to take the lead role but rather facilitates the implementation of these strategies by encouraging collaboration among organizations (public and private) that have the resources and expertise to deliver the services.

Step 5: Securing Approval From the Steering Committee

After the implementation plan is developed, it would be submitted to the Steering Committee for approval — an important process because it would provide additional opportunities for community members and other stakeholders to provide input on the plan and on how the activities described in the plan complement the activities of the other components of the *No Community Left Behind* strategy.

The coordinator would be responsible for scheduling activities to ensure minimal duplication of events that target community members for participation. The Steering Committee would have ultimate responsibility for monitoring the entire site plan; however, the Neighborhood Restoration Subcommittee would be directly responsible for implementation of neighborhood restoration activities. The progress of planned activities would be reported to the Steering Committee on a regular basis. No component of Safe Neighborhood is more important than another. Communication between the subcommittee and the Steering Committee would not only ensure successful implementation of the *No Community Left Behind* strategy but also permit the maximum resources to support each of the planned activities.

Step 6: Adjusting the Goals, Objectives or Activities

After formulating goals and objectives and beginning the implementation activities, an evaluation would be conducted for necessary adjustments to unforeseen challenges.

Initial goals may turn out to conflict with other community activities, or the support needed from local organizations to achieve these goals may not be forthcoming. The goals that are established are not for SEOCHC but for the community. If Safe Neighborhood goals appear to conflict with those of other community organizations, either those organizations would be incorporated into the *No Community Left Behind* strategy or new goals would be developed.

Based on the community needs assessment conducted by the Planning Committee, there would be a list of issues identified by community stakeholders to be addressed in restoring the neighborhood. If there is a need to adjust the goals or objectives, it would be ensured to revisit this assessment so that the *No Community Left Behind* strategy is working to address priority issues. Sometimes the goal or objective is fine, but the time needed to implement an activity may have to be extended. Adjustments would be acceptable as long as the project remains focused on activities consistent with neighborhood restoration.

Step 7: Evaluating the Neighborhood Restoration Plan

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

Subcommittee members would monitor two levels of core indicators during the implementation of key activities. The first level pertains to the outcome measures established as part of the overall planning process to coincide with the objectives. For example, if an objective includes offering workshops on small business development, two indicators can be evaluated: How many workshops were offered, and how many people attended these workshops.

The next level of indicators is broader than the objectives and may take months to fully document. Referring back to the example of the small business workshop, the second-level indicator to be documented is the increase in new business startups in the neighborhood.

Core indicators would be important because they would measure the overall effectiveness of the restoration process, which includes both stabilization activities and restoration activities. Documentation would be required to assess, for example, whether the conditions in the community that affect community members are improving and resulting in an increase in the number of community members securing employment.

Recapping of the Process

- Assembling a diverse team of individuals to serve on the Neighborhood Restoration Subcommittee.
- Reviewing the needs assessment completed by the initial Planning Committee.
- Formulating goals, objectives and activities to be accomplished.
- Submitting the neighborhood restoration plan for Steering Committee approval, and ensuring neighborhood restoration tasks complement the other components of the *No Community Left Behind* strategy.
- Implementing the plan, recognizing that adjustments may be needed over time.
- Establishing core indicators, and evaluate the plan on a regular basis.

Critical assumptions

The subcommittee would not have to be directly responsible for the implementation of neighborhood restoration activities but rather would serve to coordinate such activities by organizations that may already exist in the community and have the appropriate expertise. Also, if neighborhood community members are not participating in the program, restoration will probably fail.

Participation does not mean listening to Safe Neighborhood updates at the local community center but rather includes voluntary participation in activities designed to remove negative influences and create a positive living environment. Encouraging participation can be difficult, but it can be done. There are no

formulas for creating an environment that results in effective neighborhood participation. Community policing officers would help involve community members because they would be talking with the community members on almost daily basis. It may be necessary to occasionally reexamine the composition of the subcommittee. If some people lose interest or just cannot attend meetings, their positions would require filling with new members. If it is not possible to ensure participation of top officials from local organizations, it would be required to ensure that individuals who do participate have the power or direct access to power to make decisions on behalf of their organization.

The timing of subcommittee meetings would be an organizational challenge. Although meetings for staff representing organizations might be ideal during the day, the number of employed community members able to attend at that time may be limited. It would be necessary to find a schedule suited to the majority.

Planning and managing a successful restoration process would be difficult because many of the socioeconomic market forces that affect the value of the neighborhood would not be controlled by the *No Community Left Behind* strategy. Keeping a realistic eye on the time required to restore a neighborhood would help balance expectations for change and results in critical activities, programs, and services that positively affect lives of community members.

Phase 12

Evaluation

Overview

This Part discusses the design, development and use of an evaluation component for the *No Community Left Behind* strategy. It reviews how a well-designed evaluation would provide a thorough description of the structure and operation of Safe Neighborhood activities and whether those activities were successful or need adjustment.

This Part also examines the elements necessary to conduct an effective evaluation, looking not only at the desired outcomes but also at the resources used and the effectiveness of the program design.

Vision

Evaluation is the best way for the Steering Committee to determine whether the selected activities and programs are effective. Evaluation reports of the project would influence decisions about funding allocations and program selection. These policy decisions would be central to whether the long-term goals of reducing crime and promoting a safe and secure environment are achieved.

Implementation Process

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

An evaluation coordinator would be selected during the organizational phase of Safe Neighborhood. To ensure the objectivity and credibility of the evaluation, the coordinator ideally would be selected from an organization not participating directly in *No Community Left Behind* project.

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

- Colleges and universities have students who can work on an evaluation project. The department to approach varies from one institution to another; among the possibilities are political science, sociology, business and urban affairs.
- The planning section of local government ministries/departments can help develop an evaluation component. The city's economic development agency may also be able to assist.
- Some nonprofit organizations can help nonprofit groups develop an evaluation process.

Step 2: Reviewing the Priorities To Be Measured

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

When operational plans are developed, desired outcome would be identified and tied to the goals. The following supported pieces were also developed in the earlier phases of the project.

- The tasks to be performed in moving toward the goal.
- The organization or individual responsible for the tasks.
- The timeframe for accomplishing these tasks.

These measures are quantifiable. These would be the program outputs. Important as they are, the quantitative measures would not be used in isolation. When assessing program performance, schedule checkpoints at regular intervals to ensure that the course is leading towards the desired objectives. If all measures would be achieving, there would be no need to make changes. If some measures, however, would

fall short of the expectations, some of the following questions would be considered to determine if midcourse corrections is needed:

- Were the numbers/goals realistic?
- Was outreach adequate?
- Were the schedule and program adequate to the task?
- Were interim adjustments made as needed?
- Were resources adequate for program needs?
- Was cooperation from other community resources sufficient for program needs?

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

Step 3: Collecting and Analyzing Information

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

Community members' perceptions would be an important part of evaluating progress. For instance answers to question: Do community members feel safer and more comfortable in their neighborhood, would help a lot.

Analyzing evaluation reports would yield valuable information about what was successful and what needs to be adjusted. If the evaluation is properly designed, it will not be used to place blame. Success is always the desired outcome; however, much can be learned from mistakes. An important role of an evaluation process would be to know where improvement is needed.

Critical assumptions

Deciding What To Evaluate Will Be The First Issue

Priorities are the most important aspect to evaluate. It will not be easy to get everyone to agree; however, using the strategy as the guide would address this problem.

Methodology Can Be an Issue

As discussed earlier, some people believe statistics are the most important measure of program success. Quantitative measures can be an accurate method, but efforts would be made not to ignore qualitative results. Both qualitative and quantitative measures are important.

The following is an example illustrating how the program design and evaluation plan would relate to each other. It would be necessary to identify steps necessary to operate and evaluate the program:

Objective: Decrease the dropout rate.

Goal: Decrease dropout rate by a certain percentage.

Activities:

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