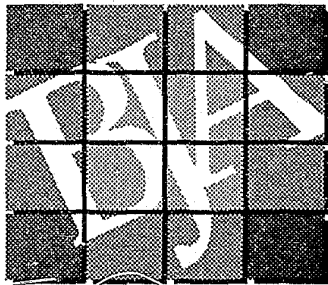


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U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance



Bureau of Justice Assistance

Weed & Seed



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Conceptual Framework

OFFICE OF JUSTICE PROGRAMS
Bureau of Justice Assistance

Weed & Seed
Conceptual Framework

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GENERAL INFORMATION

Weed & Seed Initiative

DEFINITION

ELEMENTS

STRATEGIES

EXPLANATION

BUREAU OF JUSTICE ASSISTANCE

DEFINITION

Weed & Seed is a comprehensive and coordinated multi-agency approach to law enforcement and community revitalization. The first task, "weeding", is accomplished by utilizing the resources of the criminal justice system, including intensive law enforcement efforts, to remove and incapacitate violent criminals and drug traffickers from targeted neighborhoods and housing developments. The second task, "seeding", restores the community by providing broad economic and social opportunities developed in cooperation with other Federal, State and local agencies along with public and private organizations and community groups.

Weed & Seed represents a comprehensive and integrated approach to addressing violent crime, drug abuse, and deteriorating social and economic opportunities within a targeted community. To be truly effective, this approach must involve a broad array of community organizations and social service providers as well as the criminal justice system. ALL components must work together in partnership with people in the community to remove violent criminals and eliminate drug activity from an area, prevent criminal activity from returning to the neighborhood, and rebuild institutions, activities and family life within the community. Simply stated, we must "pull the weeds" and "plant the seeds."

- **WEED** - (Law Enforcement, Prosecution, Adjudication, and Supervision)

"Removing violent criminals from communities."

- **SEED** - (Neighborhood Redevelopment)

"Rebuilding institutions and activities in communities."

ELEMENTS

There are indispensable elements that are critical to the success of a **Weed & Seed** effort. These elements must be present to create a **Weed & Seed** project and to achieve success.

1. Multi-Agency Leadership

A Community Partnership/Coalition, representing major public and private agencies and organizations within a community, must be established and function as a Steering Committee. This Steering Committee will provide leadership for developing, coordinating, and implementing the **Weed & Seed** initiative in particular neighborhoods within a city. This coalition must, at a minimum, include law enforcement, social service agencies, and neighborhood leadership. Other community groups may be included as well.

2. Coordination of Activities

Federal, State, and local law enforcement efforts, community-oriented policing activities, social services, and community initiatives will be coordinated by the Steering Committee in a disciplined attack on local violent crime and narcotics trafficking and drug abuse. The Steering Committee will also work to stimulate social and economic development.

- Criminal Justice Agencies (Federal, State, and local) will coordinate and target resources to eradicate existing narcotics trafficking, remove violent criminals, and reduce violent crime.
- Social Service Providers (Public and private) will coordinate and target resources to improve housing, economic status, education and health services, and rehabilitative and support services. These service providers will include municipal agencies (e.g., Codes Enforcement, Traffic and Planning, Health and Human Services, Schools, Parks and Recreation, and Sanitation), businesses, religious organizations and community groups.

3. Police/Community Partnership

Elements of community-oriented policing must be promoted at all levels of law enforcement and the community within the target area. A commitment to long-term police/community partnerships will greatly enhance the probability of success. For purposes of the **Weed & Seed** Program, community-oriented policing is defined as:

A philosophy which recognizes the interdependence and shared responsibility of the police and members of the community to build a safer and more livable environment. As a method of policing, it encourages the development of public/private partnerships whose members identify community safety issues, determine available resources, develop and apply innovative strategies to create and sustain healthy, vital neighborhoods. Furthermore, it reflects the values of:

- *community participation in decisionmaking*
- *police accountability and the*
- *deployment of police personnel at a level closer to the people in the neighborhood.*

4. Concentration of Resources in a Designated Location

Cities seeking to implement a **Weed & Seed** program must designate a specific community that is experiencing high violent crime rates and drug trafficking. This designated area must be clearly delineated and an assessment must be conducted to determine needs as well as existing services. Federal, State and local criminal justice and social service agencies will then carefully coordinate and target resources to these designated neighborhoods. These resources will include existing resources to be redirected as well as potential new resources. Success within the targeted community is largely dependent upon the desire of those within the community to take back the streets.

STRATEGIES

The **Weed & Seed** program includes four major strategies:

1. Suppression Strategy

This strategy will consist primarily of enforcement, adjudication, prosecution, and supervision activities designed to target, apprehend and incapacitate violent street criminals who terrorize neighborhoods, and who account for a disproportionate percentage of criminal activity. Criminals who qualify will be prosecuted under Operation Triggerlock. Some of these activities will focus on special enforcement operations such as "street sweeps," repeat or violent offenders, intensified narcotics investigations, targeted prosecutions, victim/witness protection and services, and elimination of narcotics trafficking organizations operating in these areas.

2. Community-Oriented Policing Strategy

This strategy operates in support of the intensive law enforcement suppression and containment activities and provides a "bridge" to the prevention, intervention, treatment component, as well as the neighborhood reclamation and revitalization components. Community-oriented policing activities will focus on increasing police visibility and presence and developing cooperative relationships between the police and the citizenry in the target areas. Techniques such as foot patrols, targeted mobile units, victim referrals to support services, community relations activities will increase positive interaction between the police and the community. The objective is to raise the level of individual citizen and community involvement in crime prevention activities to solve the drug-related problems in their neighborhood and to enhance the level of community security.

3. Prevention, Intervention, and Treatment Strategy

This strategy will focus on activities such as youth services, school programs, community and social programs, and support groups designed to develop positive community attitudes towards combatting narcotics use and trafficking. It will also provide opportunities and skills for neighborhood residents.

4. Neighborhood Reclamation and Revitalization Strategy

This strategy will focus on economic development activities designed to strengthen legitimate community institutions. Programs will be developed to organize and train citizens and resident groups to resist and repel the drug culture, in partnership with law enforcement; and to improve living conditions, enhance home and apartment security procedures, undertake low-cost physical improvements, and develop long-term programs to renovate and maintain housing. A key feature of this strategy will be the fostering of a sense of individual responsibility among community members.

EXPLANATION

WEED -- LAW ENFORCEMENT/REMOVAL OF VIOLENT CRIMINALS PROGRAM

Street Enforcement

Often, street narcotics traffickers and violent criminals, once arrested, are almost immediately returned to the streets to continue their business of distributing drugs and terrorizing local residents. This environment of violence makes potential witnesses fear for their lives. Far too often there is a lengthy delay between arrest and eventual disposition of narcotics cases prosecuted at the local level. Moreover, even when such cases are resolved through a guilty plea or conviction, the criminal may serve little, if any, time in county or State correctional facilities. This cycle of arrest, delay, and mild or no punishment breeds frustration and despair in the community and contempt and disrespect for the law by offenders. The **Weed & Seed** initiative is designed to address this disturbing cycle of despair and frustration.

Under this program, the local United States Attorney through Project Triggerlock will coordinate with State and local law enforcement officials to prosecute certain drug and/or violent offenders in Federal court, where they would be subject to pre-trial detention, a speedy trial, and mandatory minimum sentences. The advantages of this approach are:

- the offender is immediately removed from the streets, and the public sees that these law enforcement efforts are effective;
- the offender is met with swift justice; and
- those convicted serve longer sentences mandated by Federal law and are prevented from committing further criminal acts for years to come.

Criminal Organizations/The Local Drug Gang

Most street-level drug dealers are low-level figures in larger criminal organizations. They serve to insulate the major crime figures from law enforcement and are easy to replace. Accordingly, arresting the street-level dealer has little, or no, effect on the narcotics trafficking organization.

Therefore, **Weed & Seed** is designed to attack the entire criminal organization and the violence it spawns from top to bottom. Law enforcement activities will incorporate progressively sophisticated techniques utilizing street-sweeps, undercover buys, street cameras, expanded surveillance, wiretaps, and witness protection and assistance as a means of enhancing the investigation, apprehension, and prosecution of the entire drug organization.

BRIDGE Between "WEED" and "SEED" -- COMMUNITY-ORIENTED POLICING

This strategy will operate in support of the suppression activities and provide a "bridge" to the prevention, intervention, treatment as well as the neighborhood reclamation and revitalization components. Community-oriented policing activities will focus on increasing police visibility and presence and developing cooperative relationships between the police and the citizenry in the target areas. Techniques such as foot patrols, neighborhood watches, targeted mobile units, and community relations activities will increase positive interaction between the police and the community. The objective is to raise the level of individual citizen and community involvement in crime prevention activities and other partnership efforts, and to help solve the drug-related problems in their neighborhood. This community-oriented, pro-active approach will ensure that reduced levels of drug use and trafficking and related crime which result from the "Weed" activities are maintained and enhanced. It will also enhance public safety and lead to reduced fear by the residents in the community so that socio-economic development and related services can take place successfully.

SEED -- NEIGHBORHOOD REDEVELOPMENT PROGRAM

Most areas of heavy narcotics trafficking are blighted and populated in large part by the economically and socially disadvantaged. The removal of violent criminals and the eradication of the drug trafficking problem in such areas cannot be accomplished by law enforcement alone. Without addressing other existing social and economic problems, such communities provide fertile grounds for still more drug trafficking groups. Accordingly, **Weed & Seed** is designed to address the social and economic problems in communities where narcotics trafficking is prevalent, and to provide a more comprehensive and focused framework for public agencies, community organizations, and individual citizens in a partnership to enhance public safety and the community's overall quality of life.

Prevention, Intervention, and Treatment

It is important to foster a sense of individual responsibility among community members; therefore, positive and creative activities for high-risk youth may include family services, organized recreation, job and life skill development, mentoring, service projects, educational programs, as well as on-going support services for victims and survivors of violent crime. Such programs may be coordinated through the:

- Key State and local agencies and private groups
- Key Federal agencies such as:
 - Department of Housing and Urban Development
 - Department of Commerce
 - Department of Health and Human Services
 - Department of Education
 - Small Business Administration
 - Department of Labor
- Private Sector
- Community-oriented Organizations

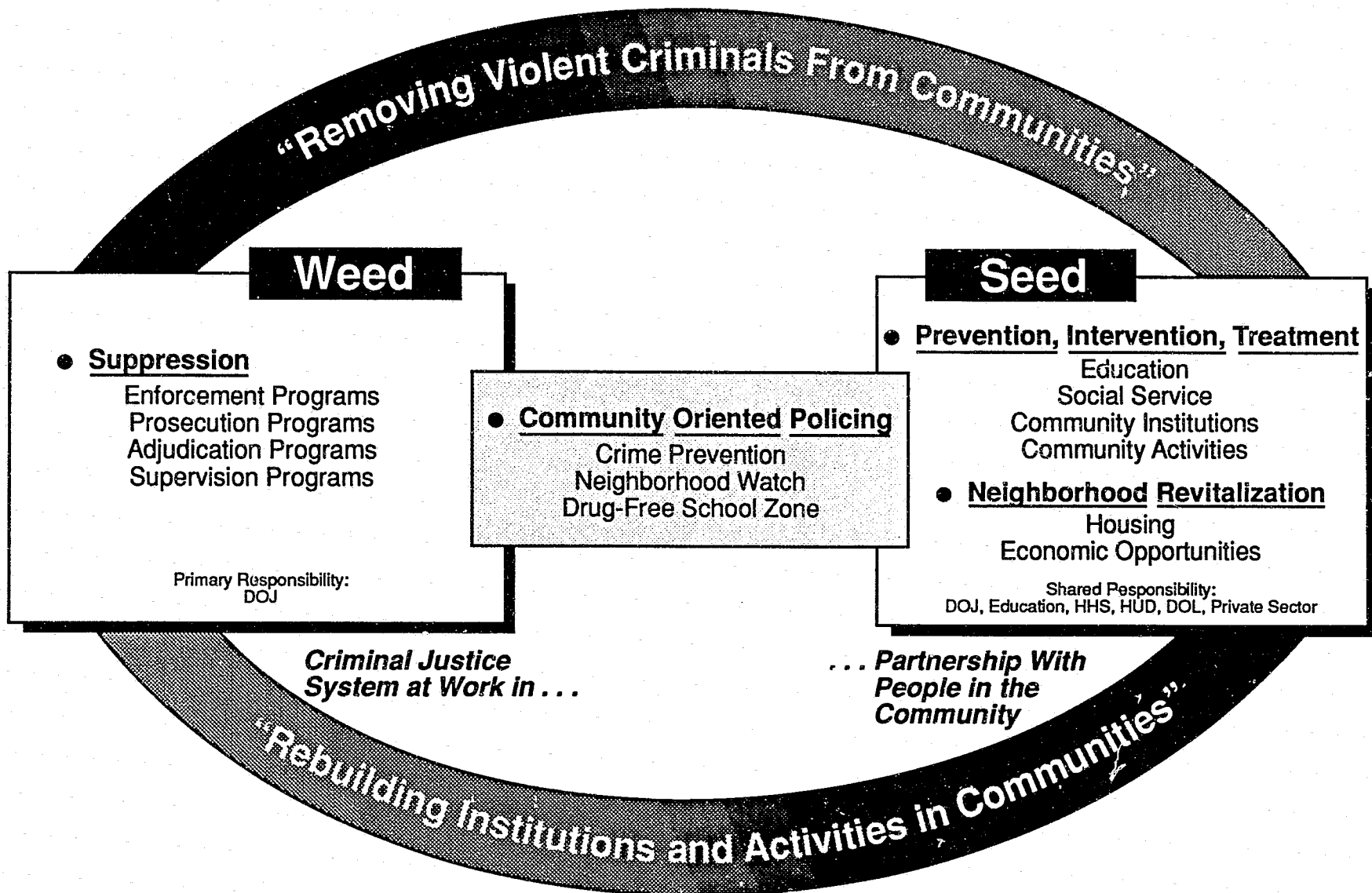
Economic Development

In addition, it is essential that Federal agencies, such as those listed above, provide resources for neighborhood reclamation and revitalization and enhanced community services.

While the Federal government may provide initial assistance to implement **Weed & Seed** initiatives, State and local governments and the communities themselves, must ultimately be responsible for long-term and sustained economic and social improvements.

Weed and Seed Initiative

"Pull the weeds . . . then plant the seeds"



INFORMATION FOR THE COMMUNITY

HOW TO BEGIN AN INITIATIVE

HOW TO BEGIN A WEED & SEED INITIATIVE IN YOUR CITY

1. Request **Weed & Seed** information/implementation packet from your U.S. Attorney or BJA through the BJA Clearinghouse toll free number 1-800-688-4252. The packet consists of the following:
 - Publication defining the **Weed & Seed** Initiative (Conceptual Framework)
 - Implementation Plan Guidance (Available early 1992)
 - Listing of key Federal resources
 2. Establish a Community Partnership/Coalition (Steering Committee) to lead the effort. This Steering Committee must include the following:
 - U.S. Attorney, as well as other members of the Law Enforcement Coordinating Committee (LECC).
 - Political leaders (Mayor, etc.)
 - Decisionmakers within public agencies
 - Public and private leaders (Chamber of Commerce, Clergy, Service Clubs, etc.)
 - Housing/Education/Social Service Decisionmakers
 - Department of Justice Community Relations Service
 3. Assess existing services which will be committed to a concentrated, targeted **Weed & Seed** effort.
 4. Commitment to ensure minimum elements are in place.
 - **Multi-Agency Leadership**
Community Partnership/Coalition of all key agencies and leadership in the city who agree to participate.
 - **Coordination of Activities**
Commitment of Federal, State and local law enforcement and social service agencies to work together in a disciplined attack on local violent crime and drug abuse.
 - **Police/Community Partnership**
Commitment from Police Chief to employ community-oriented policing in the target neighborhood.
 - **Concentration in a Designated Location**
Target area must be experiencing a high crime rate, and also have an active community interest and organization.
 5. Sign Memoranda of Agreement to contribute resources and work together with criminal justice agencies, social service agencies, community groups, DOJ Community Relations Service, and any other participating agencies.
 6. Apply for technical assistance, if needed, coordinated through the Bureau of Justice Assistance.
 7. Develop a plan for program implementation.
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PROGRAM POSSIBILITIES

The following is a list of potential projects and activities that a local jurisdiction might integrate into a local **Weed & Seed** initiative. Information on these projects can be obtained from the BJA Clearinghouse's toll free number, 1-800-688-4252.

WEEDING

Law Enforcement

- Project Triggerlock
- Project Achilles
- Street Sales (sweeps, reverse buys, buy-bust, etc.)
- Multi-jurisdictional Task Forces
- Crack Task Forces
- Organized Crime/Narcotics
- Serious Habitual Offenders Comprehensive Action Plan (SHOCAP)
- Gang Identification/Intervention
- Directed Patrols
- Sector Integrity

Prosecution/Adjudication/Supervision

- Project Triggerlock
- Career Criminal
- Repeat Offender
- Drug Night Courts
- Differentiated Case Management
- Supervision/Reintegration
- Pretrial Drug Testing
- Comprehensive Drug Testing
- Treatment Alternatives to Street Crime
- Intensive Supervision
- Boot Camps
- Judges Training in Victim Issues
- Prosecution-based Victim/Witness Programs

User Accountability

- Civil Penalties
- Denial of Federal Benefits User Accountability Program
- Structured Fines
- Community Service Programs

BRIDGE BETWEEN "WEED" & "SEED"

Law Enforcement

Crime Prevention Through Environmental Design
Hot Spot Cards (utilizing citizens to anonymously tip off police to drug traffickers)
Nuisance Abatement
Landlord-Tenant Training
Police Mini Stations/Kobans
Comprehensive approach to closing drug houses
Drug Paraphernalia Laws
Drop-In Centers
Offender Supervision and Victim Restitution Project
Foot Patrols
Community-oriented Policing
Problem-oriented Policing
Innovative Neighborhood Oriented Policing
Law Enforcement Training in Victims Assistance and Protection
Law Enforcement Training to Improve the Treatment of Sexual Assault Victims

Community-Oriented

Community Clergy Coalitions
Neighborhood Task Forces
Drug Free School Zones
Adopt-A-School
Adopt-A-Park
School Watch
Neighborhood Watch
Business Watch
Drug Free Recreational Centers (youth and adult)
Senior Citizens Programs
Volunteer Programs (graffiti clean-up, etc.)
Marches/Rallies/Prayer Services
Drug Free Neighborhood/Community
Training and Technical Assistance:

- For Victims of Drug-Related Crime
- For Victim Service Providers
- For Clergy Response to Crime Victims
- To Serve Parents of Murdered Children
- To serve Children of Murdered Parents
- In Mental Health Treatment for Victims

Community Partnership Program (HHS)

SEEDING

Prevention/Intervention

Community Partnership Program (HHS)
Headstart Programs
Police Athletic Leagues (PAL)
Explorer Scouts
Boys and Girls Clubs
Law Related Education
After School Recreational Programs
Career Youth Development Programs
Conflict Resolution/Mediation Programs (grades 9-12)
Parent Awareness Programs
PTA/Parent Support Groups
Job Corps (DOL)
Spiritual Dimension in Victims Services
Victims of Drug Related Crime
Training and Technical Assistance to Address Child Sexual Exploitation
Peer Counseling

Educational Programs (Curriculums)

Individual Responsibility Programs
Respect for Oneself and for the Rights of Others Programs
Drug Abuse Resistance Education (K-8)
McGruff Elementary School Drug Prevention Program Curriculum (K-6)
Here's Looking At You 2000 (K-12)
Project Smart (6-10)
Refusal Skills (6-8)
Teens, Crime, and the Community (9-12)
Literacy Programs

Housing/Community Redevelopment/Economic Development

Affordable Housing/Low Income Housing Programs (HUD)
Landlord-Tenant Training
Nuisance Abatement
Beat Health
Tenant Associations
Housing Ministries (building and remodeling affordable homes for low-income families)
Community Economic Development Program (HHS)
8-a Program (SBA)
Small Business Investment Corporation (SBA)
Economic Development Administration (Commerce)
Chamber of Commerce
Operation Clean Sweep (HUD)
