

FILES

Jose Cerda
OEOB, Room 222
Domestic Policy Council
January 1993 - May 1995

BOX 9

Weed and Seed

Youth Violence

Zero Tolerance for Guns in Schools

ENCLOSURES FILED OVERSIZE ATTACHMENTS **5320**
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GOVERNMENT PUBLICATIONS

Department of Education

Florida's Challenge: A Guide to Educating Substance Exposed Children

Risk and Reality

Department of Justice

Drug Use Forecasting 1993
State Drug Resources 1992
State Drug Resources 1994
State Strategic Planning Under Formula
Grant Program

Department of Health and Human Services

Making the Case for Prevention (2 copies)

Office of Management and Budget

Federal Drug Control Program FY 1994 (2 copies)

Office of National Drug Control Policy

Briefing Books

Confirmation Briefing for Dr. Lee P. Brown (May 1993)
Hearing before the Senate Appropriations Committee (June 1993)
Presidential Transition (December 1992)
Presidential Transition (April 1993)

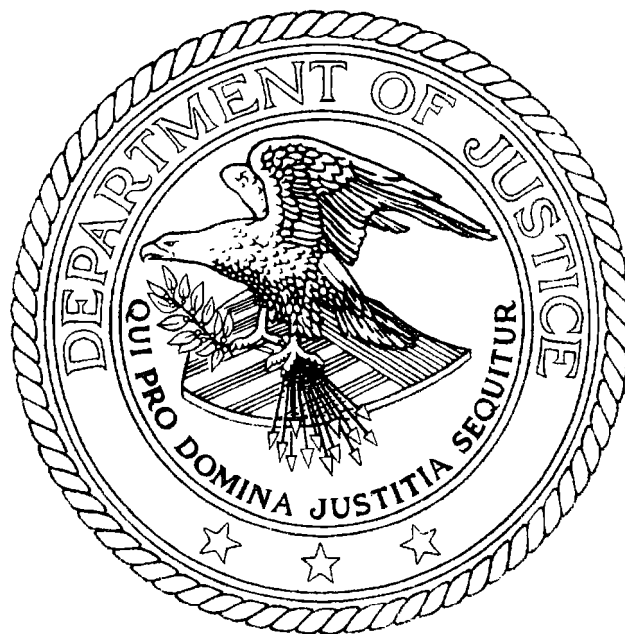
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Operation Weed and Seed



*Report to Congress
March 1993*

Reclaiming America's Neighborhoods

March 3, 1993

Mr. Jose Cerda
Domestic Policy Staff
The White House
Washington, D.C.

I think this transition briefing white paper on Operation Weed and Seed may be useful to you in making early policy decisions. We are responsible for the enclosed, but value anonymity.

Although I am not affiliated with the Executive Office of Weed & Seed at the Department of Justice, my co-author and I have been involved in program development, implementation, and evaluation of the Weed & Seed strategy since 1991.

While this paper is quite candid about past program deficiencies, Weed and Seed holds great promise if allowed to continue and is compatible with many elements of the Clinton/Gore program (especially community development banks, community policing, police corps, and the crime initiative). We submit it as a roadmap for the future because you will receive incomplete and less than objective materials from the Executive Office of Weed & Seed.

Good luck.

Enclosure

Need & Seed Pilot/Demonstration Sites Awarded a/

State	1991	1992			1993				Grand Total
		EOUSA	BJA	Total	EOUSA	BJA	EO&S	Total	
Omaha, Nebraska	\$25,000	\$250,000	\$500,000	\$750,000	...	...	\$250,000	\$250,000	\$1,025,000
Kansas City, Missouri	200,000	207,500	...	207,500	...	...	600,000 b/	600,000	1,007,500
Monton, New Jersey	284,000	743,142	...	743,142	\$331,282	\$149,539	1,220,000 b/	1,700,821	2,727,963
Atlanta, Georgia	...	425,500	187,500	613,000	...	200,000 b/	487,000 b/	687,000	1,300,000
Charleston, South Carolina	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Wellesley, Massachusetts	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Chicago, Illinois	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Denver, Colorado	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Ft Worth, Texas	...	425,498	186,719	612,217	...	...	487,000	487,000	1,099,217
Madison, Wisconsin	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Philadelphia, Pennsylvania	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Pittsburgh, Pennsylvania	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Richmond, Virginia	...	424,995	187,496	612,491	...	...	487,000 b/	487,000	1,099,491
San Antonio, Texas	...	425,490	187,494	612,984	...	...	487,000	487,000	1,099,984
Santa Ana, California	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
San Diego, California	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Washington, D.C.	...	425,500	187,500	613,000	...	...	487,000	487,000	1,100,000
Wilmington, Delaware	...	425,500	187,500	613,000	...	...	487,000 b/	487,000	1,100,000
Seattle, Washington	...	425,500	187,500	613,000	...	...	487,000 b/	487,000	1,100,000
Los Angeles, California	...	...	...	...	660,593 b/	339,407 c/	1,000,000 b/	2,000,000	2,000,000
North Charleston, South Carolina	...	...	...	...	...	...	1,000,000 b/	1,000,000	1,000,000
Total	509,000	8,008,125	3,499,209	11,507,334	991,875	688,946	11,862,000	13,542,821	25,559,155

Does not include Training and Technical Assistance activity.
Allocation
\$210,819 has been awarded.

Transition Briefing White Paper:

OPERATION WEED AND SEED

"Now the centerpiece of their proposal is a program called 'Weed and Seed'. Now I agree, actually, with the goals of that program. I wish, for the sake of those struggling to be liberated from drugs, that it were properly funded and more extensive, but I can't help pointing out that notwithstanding Weed and Seed, we've gotten a lot more fertilizer than crop production from this administration."

Remarks of Governor Bill Clinton before the Rainbow Coalition National Convention, June 15, 1992.

INTRODUCTION

As the transition gears up, you will, no doubt, be inundated with official briefing materials from each Federal department. We have taken the liberty of providing you this unofficial, yet internal and pointed analysis of an ongoing Federal initiative. We do so because we believe that the formal briefing document will provide an incomplete profile of key elements of the program that are important in determining its continuation, revision, or elimination. Moreover, because the initiative involves virtually every Federal agency with a domestic public policy portfolio, it may be difficult to synthesize the disparate information you receive from each one relative to Weed and Seed.

The incoming Administration should thoroughly review Weed and Seed, not only because it has shown promising results in its initial stages, but because it can serve as a vehicle for many of the domestic public policy reforms President-elect Clinton proposed during the campaign.

A thorough review of the Weed and Seed effort to date is presented in the following pages. In brief, we recommend the following:

- ★ Do not terminate Weed and Seed. Many desperate citizens, hoping for action and change, have coalesced around this initiative. If the plug is pulled, it could increase their cynicism about government and preempt the true potential of a marriage between law enforcement and social services, residents and their community.
- ★ The White House must be fully engaged in the effort, make direct appeals for action from agency leadership, and hold them accountable for program implementation.
- ★ The concept of an Executive Office for Weed and Seed, dedicated to program development and implementation, is good. The office should be housed in either the White House or the Justice Department. If it remains a Justice-based shop, significant personnel changes will be essential to achieve adequate diversity and specialization.

The Weed and Seed strategy is comprised of four basic elements:

- 1) The coordination and integration of efforts by Federal, state and local law enforcement agencies to remove violent offenders and drug traffickers in targeted high-crime neighborhoods;
- 2) Establishment of Community Policing initiatives in each targeted site;
- 3) Concentration of a broad array of human services -- drug and crime prevention programs, drug treatment, educational opportunities, family services, and recreational activities -- in the targeted sites by law enforcement and social service agencies, the private sector, community organizations, and individuals to create an environment where crime cannot thrive; and
- 4) Use of Federal, state, local and private sector resources to revitalize distressed neighborhoods through economic incentives which stimulate housing and economic development. Opportunity initiatives could include enterprise zones, school voucher programs, public housing tenant management and ownership programs, and removing impediments to community development posed by governmental regulations.

AN INNOVATIVE INITIATIVE: THE GOALS AND PROMISE OF WEED AND SEED

For all of its funding and implementation shortcomings, which are detailed in the course of this paper, the Weed and Seed approach is conceptually solid, yet heretofore untried. In this country's recent history, the government has not integrated law enforcement and human services. Policymakers have tried a pure law enforcement regime with little social spending, but far too many citizens remained disenfranchised. Subsequent reforms relied heavily on transfer payments but incorporated little emphasis on individual responsibility and initiative. In this latter period, law enforcement was de-emphasized because many attributed violence and property crime to inadequate opportunity and the financial shortcomings of the perpetrators.

To secure the primary freedom of all Americans -- safety in one's home and community -- Weed and Seed is a comprehensive initiative designed to demonstrate what can be done to fight crime and rehabilitate troubled neighborhoods.

It is designed to provide a safe environment in which law-abiding citizens can live, work and raise a family by coordinating the efforts of law enforcement, human services agencies and the private and non-profit sectors. Weed and Seed establishes a partnership with the community to achieve mutual objectives -- punish criminals, make the streets safe, and improve access to employment opportunities and health maintenance centers. Such incentives will motivate residents to be drug free and focused on legitimate enterprise.

Development and implementation of Weed and Seed, originally proposed in December of 1990 as the "Economic Opportunity Initiative", builds on a few guiding principles:

- A new general Federal spending program is inadequate. Unfortunately, spending trillions of dollars on social services over the past decades has shown that increased spending alone cannot solve the protracted problems of many communities. In fact, the plight of many inner city residents has worsened over the past thirty years, although levels of direct Federal assistance have skyrocketed.
- Conversely, while law enforcement is crucial to the initiative, it alone is similarly inadequate in cleansing and reclaiming despoiled neighborhoods.
- Equally important to the coordination of human resources and law enforcement efforts is involvement of site residents, private sector representatives, and non-profit organizations. Initial arrests will lead to long-term tranquility and opportunity only if the residents are committed to continued improvement. Resources and expertise from the private sector and non-profit organizations will be essential in any effort to enhance the community in which they operate.
- Too many urban residents, confronted by unrelenting violence and poverty, stand by idly as neighbors and acquaintances are victimized or addicted. Weed and Seed aims to instill pride in the community, a sense of outrage toward criminals, and treatment programs for those who are addicted.

CURRENT STATUS

Twenty cities throughout the country have been guaranteed more than \$1 million each and more than 50 other cities have adopted the strategy without a Federal funding pledge.

- ★ Citizens are expectant that this cooperative initiative can improve their plight.
- ★ Members of the Community Policing teams in each site are solidifying relationships with residents and are witnessing an increase in community assistance in crime fighting.
- ★ "Safe Havens" are providing a variety of after school programming and services for elementary and secondary students.
- ★ Enhanced Federal/state/local law enforcement cooperation is working. Since the inception of Weed and Seed, over \$400,000 in assets has been seized, more than 5,700 defendants have been charged (more than 2,500 felony drug defendants), and more than 600 years in prison years have been imposed.

- ★ \$500 million has been appropriated and is awaiting authorization in Weed and Seed enhancements.

THE HISTORY OF WEED AND SEED

Even though Weed and Seed is only a year and a half old, it has been through at least four developmental phases.

Demonstration Phase

In the Spring of 1989, near the end of Attorney General Thornburgh's term, the Department of Justice (DOJ) announced it would spearhead a Federal demonstration project in Kansas City, Missouri and Trenton, New Jersey, designed to reduce crime and revitalize a neighborhood in each city blighted by violence and poverty. Although both cities were promised a minimum of \$1 million for the initial stages of the program, all parties involved understood that Weed and Seed represented a new strategy, not merely another new Federal grant or revenue sharing program. Omaha, Nebraska, was added to the list during the Fall of 1991.

Each site established law enforcement and community revitalization steering committees. Local leadership determined which neighborhood would be designated as the Weed and Seed site and the steering committees formulated the "weeding" and "seeding" strategies. Community Policing was the only programmatic requirement imposed by the grantor.

Justice was given the lead role in the demonstration for at least two reasons. First, the Weed and Seed strategy links law enforcement to community revitalization; without adequate policing, prosecutorial, and correctional resources, the latter is impossible. If gangs and drug dealers run roughshod over a neighborhood, firms and their employees will not locate there. If stray bullets and bad role models are pervasive, residents may prohibit their children from playing in a park or fail to utilize government or non-profit programs. So, Weed and Seed is premised upon the fact that it is impossible to build community, engage in meaningful economic development, or get optimal benefit from social spending without eliminating or at least neutralizing the criminal element and making residents and the larger community feel safe in a particular zone. With this in mind, the Justice Department was the most logical coordinator in the Executive Branch, although participation from other key agencies was expected. Moreover, unlike other Federal departments, DOJ had a crucial tie to each potential Weed and Seed city -- the local United States Attorney. Because the initiative depended upon a mix of Federal and state/local leadership, the United States Attorney provided the necessary bridge between the local law enforcement and community revitalization steering committees and the Attorney General.

From a public administration viewpoint, the demonstration stage may have been the high water mark of the project. These demonstration sites would allow for empirical testing of the pilot project in three markedly different environments. Evaluators could determine:

- whether crime dropped within the zone and, if so, whether it merely displaced the criminals and increased victimization rates elsewhere in the city/region;
- whether revolving-door detention and imprisonment practices would compromise efforts or be reformed sufficiently to keep "swept" offenders off the streets;
- whether state and local governments reprogrammed monies for this initiative or treated the Federal grant as new money;
- whether Federal agencies reordered their programs and categorical grants in conjunction with Weed and Seed;
- whether Federal, state and local social service agencies could work together to reconfigure methods of service delivery;
- whether firms, non-profits, community groups, and private citizens were willing to contribute to a focused development approach;
- whether neighborhood residents became involved in the effort and changed their attitudes about services and the community;
- whether other negative externalities outweighed positive developments; and
- whether reallocation of finite law enforcement resources to the targeted area as part of the Community Policing initiative affected citizens in communities outside the zone (e.g., in terms of reduced protection, police responsiveness to "lesser" crimes reported, etc.).

Political Phase

Unfortunately, the potential lessons from the demonstration phase were never realized. Instead of implementing and observing the Weed and Seed strategy in the three cities, political expediency triumphed over good public policy. In conjunction with the White House, the Department, in an attempt to jump-start the domestic agenda and widen the distribution of Weed and Seed dollars, decided to expand the program to eight more cities, although none of the three pilots had been fully implemented, few outcomes were yet measurable, and no evaluation methodology had been formulated.

Sixteen cities were designated as finalists and asked to submit applications. Ironically none of the three demonstration sites had even completed formulation of their "weeding" and "seeding" strategies. Without benefit of the demonstration sites' planning and implementation experiences, the Department gave all sixteen cities Weed and Seed status and money.

Rapid expansion of the program burdened the fledgling effort while at the same time altering perceptions and expectations regarding the program. Viewed by some of the new cities primarily as a grant program rather than a multi-disciplinary strategy for community revitalization, this perception has had a detrimental effect in a variety of ways. In addition, DOJ monies that could have been concentrated in the three demonstration sites now had to be spread among nineteen cities. Other Federal agencies could have assisted each site in a narrower initiative but were now forced to pick and choose between cities.

But the most devastating aspect of the political phase was inadequate DOJ staffing. The Office of Justice Programs (OJP) was already way over its head in the demonstration phase, unable to manage an initiative of this kind. OJP employees dedicated to the project had no practical law enforcement experience, no street-level human service program delivery background, and a very limited understanding of public-private partnerships. At best, its staff could evaluate law enforcement and drug and crime prevention grant proposals and distribute monies. Program development and implementation is not OJP's forte.

During the political phase of the program, DOJ leadership was not fully engaged in key project development decisions. For example, no oversight occurred during the selection of the Weed and Seed zone in the sixteen cities. On a scale of 1 (Camelot) to 10 (Beirut), some cities picked a "6", others a "10" -- a horrible outcome because the six is not a truly needy neighborhood, but the ten is likely so devoid of community infrastructure as to make results impossible, at least in the short-term. Justice also failed to market Weed and Seed nationally: in particular to major corporations, trade associations, or community-based organizations essential to its success.

Much of the laissez-faire approach taken was attributable in part to a belief in local control. However, while bottom-up development may be laudable, DOJ failed to recognize those program decisions where Federal oversight and management would be crucial to achieving overall Weed and Seed objectives (e.g., Some cities selected very large sites. Is it really possible to thoroughly impact a 150 square block zone?). In addition, program leadership did not intervene when its authority and persuasion would have been greater than that of a United States Attorney. DOJ leadership, for instance, did not appeal for support from the Business Council or Businesses for Social Responsibility, influential private sector groups that are focusing on urban problems. It could have, at the micro level, convened a group of bank presidents in Kansas City and asked for their commitment to start a tutoring/mentoring/summer jobs program for students in the Weed and Seed zone.

This is not to say DOJ's efforts were without merit. Any short-term accomplishments of Weed and Seed -- achieved while the White House acted with benign neglect and other agencies were intransigent -- are largely attributable to Justice undertakings.

As the Clinton Administration formulates and implements its urban poverty program, it should consider the lessons of Weed and Seed. Success in revitalizing cities crucially depends on having all Federal agencies with a mission of fighting urban blight -- joblessness, poverty, crime, drug trafficking and addiction, poor housing, etc. -- do so through a unified framework. Weed and Seed efforts did not achieve this under the Bush Administration, largely because the White House and many Federal agencies were not engaged in the program until the Los Angeles riots in the Spring of 1992; and once engaged, self-serving turf battles across the Executive Branch over program components and recognition stymied progress. To the extent it was attained, White House attention and backing never reached appropriate levels to push the program ahead effectively.

Riot Phase

In the Spring of 1992 less than \$20 million for the program had been pledged and no initial findings were available from the demonstration sites. However, the L.A. riots generated great interest in Weed and Seed primarily because it was a convenient political mechanism through which the President could articulate his urban strategy. In response to the riots, President Bush committed \$18 million to Los Angeles, the twentieth Weed and Seed city, to begin the project in two of its neighborhoods. In addition, the Administration asked Congress for an additional \$500 million to expand the Weed and Seed initiative.

Inclusion Phase

Although Congress eventually allocated only \$13 million in additional Weed and Seed monies for FY 93, other cities across the country were intrigued with the strategy. Cynics contend that these communities expressed an interest in the program only to be first in the queue if more money became available in future fiscal years.

Nonetheless, more than fifty communities have asked for designation as Weed and Seed cities and some are producing greater initial results in both "weeding" and "seeding" than a number of the twenty Federally funded cities. Communities applying for official recognition must submit proposals that:

- Identify existing Federal, state and local resources for the targeted community that will be dedicated to the Weed and Seed effort;
- Demonstrate a working partnership among law enforcement agencies, including local prosecutors, and between law enforcement and community service providers;

- Identify private sector resources, including corporate contributions and individual commitments, to be included in the Weed and Seed effort; and
- Demonstrate a balanced, comprehensive plan, which addresses getting violent offenders off the streets, supports drug and crime prevention, and includes other efforts at neighborhood revitalization through strategies to create jobs and opportunities.

RATIONALE FOR RETAINING THE PROGRAM and RECOMMENDATIONS FOR THE TRANSITION AND BEYOND

1. **The Philosophy underlying Weed and Seed is Compatible to that of the President-elect.** The President-elect's statement before the National Rainbow Coalition Convention in June (see page 1) suggests his affirmation of Weed and Seed's conceptual underpinnings, if not the actual implementation and resources of the program. Beyond the human service initiatives sponsored by government at all levels and the private sector, the President-elect is apparently in agreement with Weed and Seed's three most fundamental precepts, as noted after the L.A. riots:

Bush and Clinton maintained that revitalizing cultural values in depressed neighborhoods is at least as important as crafting new government programs. Both said any new government initiatives should stress "empowering" residents through grass-roots economic development rather than dispensing aid from Washington. Both termed tougher law enforcement the prerequisite of any economic revival.¹

2. **Take Advantage of an Established Structure.** As the "Current Status" section suggests, substantial planning, coordination, and implementation of the "weeding" and "seeding" strategies have taken place in most of the funded and unfunded Weed and Seed cities. Many of the President-elect's urban strategies could be coupled with the ongoing Weed and Seed effort and set in motion rapidly early in the term as a revamped demonstration project.

Some of the President-elect's campaign initiatives which neatly fit the Weed and Seed include²:

Crime

Clinton: ...

- Promises to put 100,000 new police officers on the streets through his national service plan (see *Education*) and a program that would allow military

personnel to earn up to five years credit toward their government pension by serving as police officers after leaving the armed forces.

- Would provide Federal funds to encourage municipalities to move toward Community Policing.
- Says government should provide treatment on demand for addicts....
- ...backs efforts to allow public housing residents to organize to try to eliminate drugs and weapons from their buildings. He urges more efforts like Chicago's Operation Clean Sweep, where police raids clean out public housing complexes and then control the entrances.³

Education

Clinton: ...

- Would create a Youth Opportunity Corps to provide alternative learning centers for high school dropouts.
- Would scrap existing student loan program and replace it with a national service trust fund that would allow all students to borrow money for college and then repay it either as a small percentage of income over time or by serving for two years as police officers, child care workers, teachers or some other public servant.
- Would create a safe schools initiative by increasing Federal funds for metal detectors and security personnel, encouraging states to give school officials greater authority to conduct locker and car searches, and expanding funding for counseling programs for kids in trouble.⁴

Job training

Clinton: ...

- Would require all large Federal contractors to "create a mentorship, after-school employment, or summer employment program for disadvantaged youth."

Urban development

Clinton:

- Would provide Federal seed money for a nationwide network of 100 community development banks that would make loans to inner-city small businesses. Also backs grants for states to provide "micro-enterprise loans" to very small businesses started by low-income entrepreneurs.
- Would transfer 10% of HUD and government-controlled housing to community nonprofit organizations and churches to house the homeless.
- Backs increased tenant management and ownership of public housing.
- ... proposes as many as 125 urban and rural enterprise zones coupled with other tax incentives, regulatory relief and new community development block grants to revive distressed neighborhoods. He also would require businesses to give employment priority to local residents. That requirement could reduce jobless rates in poor neighborhoods and discourage the kinds of tensions that developed between local residents and employees of outside companies who competed for jobs in South Los Angeles after the riots.⁵
- To encourage greater investment in poor neighborhoods that are commonly "redlined," Clinton would set up a network of community development banks to make loans to small businesses and budding entrepreneurs like owners of day-care centers or apartment buildings. He would also toughen the toothless Community Reinvestment Act, which encourages banks to extend credit to small businesses and make mortgages to low- and moderate-income homeowners. Banks currently do very little to gain a satisfactory rating and few lenders are penalized. If the Federal government required banks to end discriminatory practices that target minorities, community development advocates estimate that an additional 50,000 Californians would become homeowners every year. How many would get jobs if their neighbors could get small business loans?⁶
- Using government partnerships with nonprofit and other local organizations to accelerate construction of low-income housing, finance infrastructure investments and deliver social services.⁷

Social policy

Clinton:

- Argues that social policy, from welfare to education, must be built on a foundation of mutual obligation, in which government provides greater opportunity but then demands increased personal responsibility from all elements of society. "No President can promise miracles for people. You can put opportunity out there, but if people won't see it, it won't happen. The government has responsibilities, but the American people have to assume some responsibility, too," he says.

3. **Executive Office for Weed and Seed (EOWS) Staffing Needs.** When it became apparent that the Office of Justice Programs was incapable of managing the development and implementation of Weed and Seed, the Attorney General formed the Executive Office for Weed and Seed. Given the multi-disciplinary nature of the initiative, the Executive Office needs a more diversified professional staff. Since its establishment, assigned staff has lacked academic and practical experience in the following: poverty intervention methods, historical urban community development programs, private and non-profit firm operations and community development strategies, program evaluation, and "street-level" social service implementation or delivery experience. Though committed and hard-working, the current professional staff of three lawyers and one civil servant have no background in these critical areas.

It is important to note that the majority of professional and support staff in EOWS are either on loan from other agencies through January or are political appointees. EOWS intends to manage the expected turnover by filling vacancies with personnel from OJP. This may be devastating to the effort. As noted above in the "Political Phase" section, OJP has already demonstrated incompetence and inability to manage the initiative in its earliest, and in many respects, easiest days. It is highly likely these OJP staffers will be ill-equipped to deal with the wide range of experiential and academic requirements listed in the previous paragraph.

As additional sites are considered, OJP will be incapable of considering the panoply of political, policy, and implementation ramifications of the selection of a particular site. In evaluating potential sites, staff should at a minimum and with the involvement of representatives from Main Justice:

- Determine support among local political leaders (especially mayors);
- Assess jail capacity;
- Analyze the severity of the jurisdiction's minimum and maximum punishments for drugs and violent offenses; and

- Assess on-going non-profit and private sector community-based initiatives.

4. **Weed and Seed's Interagency Commitment Must be Revitalized.** Although the Departments of Labor, Housing and Urban Development, Health and Human Services, Education, Transportation, and Agriculture, and the Office of National Drug Control Policy have been interagency partners in the initiative, most of these agencies have been largely inactive and none have reworked their priorities to accommodate the objectives and implementation of Weed and Seed. Part of this inattention can be linked to the mid-level and organizationally powerless bureaucrats responsible for the Weed and Seed program in most of these agencies.

A White House level working group comprised of the Under Secretaries of each agency should be impaneled for biweekly meetings to advise the Executive Office for Weed and Seed (or its equivalent) of policies and assignments. If these agency representatives and their subordinates understand the President-elect's commitment to the program, agency personnel will be more responsive in fitting their resources to Weed and Seed goals. An explicit commitment from the President would minimize in-fighting and turf battles among agencies.

Prior to the election, a Presidential Directive had been drafted by the Executive Office for Weed and Seed which outlined some of these goals. Plans for its issue have been scuttled since the incumbent's defeat. Such a Presidential Directive or Executive Order would have generated improved responsiveness and coordination among Federal agencies -- a goal the President-elect must demand in any poverty-fighting initiative. In addition, a joint letter from Cabinet Secretaries should be issued and circulated throughout headquarters and field offices endorsing the effort.

5. **Although an Improved Executive Office is Essential to Improving Weed and Seed, the Office Should Only be Housed in Either the White House or the Justice Department.** At the White House, the Office of National Service, under a new name, could easily be revamped to serve this function. Existing links with state/local government and business entities could be restructured and redefined to meet the new administration's domestic policy goals. The current database of community involvement initiatives provides a wealth of information on efforts across the nation, which can provide models for study and replication.

As noted above in #4, a White House-based Executive Office could take orders from a Domestic Policy Council-styled interagency working group. A White House level operation would minimize in-fighting and guarantee that leaders from each department would be ultimately involved and linked to the program's success or failure.

Although a White House-based operation might be optimal, DOJ could, alternatively, retain oversight and management of the project. Weighing the relative advantages of

DOJ leadership against that of other domestic policy Federal agencies, there are at least four reasons to retain Justice as the primary department:

- Seeding initiatives vary from city to city. There is no one Federal social services agency with a primary role. For example, if HUD coordinated the entire effort it would not have any particular expertise in drug treatment programs, food and nutrition programs, etc.
- The law enforcement component, even if it is de-emphasized by the new administration in the Weed and Seed context, is the only universal activity. DOJ has expertise in this area and can coordinate the multiple law enforcement entities and prosecutors.
- Local coordination and Federal influence can only be guaranteed if a Presidential appointee with standing in each community plays the primary local leadership role. Only the United States Attorneys meet this requirement in the sites.

Each United States Attorney has an on-going relationship with Federal law enforcement, private sector leaders, the local prosecutor, and the mayor. This allows him/her to: (1) communicate the President's goals, (2) appeal to government, community groups and the private sector to make the initiative a priority, and (3) be the President's only potentially independent source of information on the grantee city's accomplishments and failures.

If the Justice Department does not control the initiative and the United States Attorneys are not an integral component of the program, the President's ability to exert any control over the project will be limited. In fact, without the ability to intervene locally, Weed and Seed begins to look like just another grant program.

- Arguably, the President and the Attorney General have much less than absolute control over the United States Attorneys. However, it should be noted that much more control can be exerted with the United States Attorneys than with a regional director of HUD, HHS, Education, etc. Moreover, beyond his/her working relationship with the law enforcement community, the United States Attorney is liable to have greater influence within the community. In addition, each United States Attorney has some continued dealings with the regional offices of each Federal agency because of the caseload each agency creates that the government must defend.

6. **Need to Begin Program Evaluation.** Program evaluation of Weed and Seed sites is required by the terms of each grant and is essential in determining program effectiveness. While progress has been made in funding, identifying and selecting

resources for this component, it remains in the developmental stages. Evaluation factors, particularly of "seeding" efforts, have yet to be determined. Because current funding resources are limited (\$600,000 to \$850,000), the ability to perform in-depth evaluations of every funded site is not possible. Evaluation scope and criteria, site selection, deployment of resources, time frames, evaluation methods, baseline data, etc. have not yet been finalized. Uncertainty regarding the future of the program under a new administration has made OJP hesitant to make key decisions which are necessary now to implement evaluation.

Transition decisions regarding the program should be made as early as possible and communicated to program management personnel in order to put this component back on track. The earliest evaluation proceedings could begin in January of 1993, with actual statistical tracking beginning in March of 1993. However, these delays in evaluation start-up provide an excellent opportunity for the new administration to better control this component of the program in line with any program revision and enhancement.

Weed and Seed can complement a large-scale experiment for reducing welfare dependency, street crime and school dropout rates, and other far-reaching urban woes.

National problems call for more centralized, classical scientific experiments that would compare the experiences of those in the programs with similarly situated poor persons who are not using the programs. Ideally, Federal policy makers would fund a limited number of radical, large-scale experiments, each of which would follow simple rules and share a common goal. To ensure that the programs could be applied on a national scale, each initiative would be tested for several years in more than one urban site.⁸

7. **Capitalize on Solid Weed and Seed Foundation/Post-Election Momentum.** Weed and Seed's initial accomplishments are documented in two reports: Seeding America's Neighborhoods: Partnerships Under the Weed and Seed Program (September 1992) and Freedom From the Fear of Crime: Crime Suppression Under the Weed and Seed Program (October 1992). These program summaries report impressive developments in Weed and Seed's plan to arrest and prosecute troublesome offenders through Community Policing and initiatives of residents, energizing businesses, community organizations and citizens to contribute to the localized revitalization effort, and reprogramming state, local, and Federal dollars to the targeted zone.

Most funded and unfunded sites have two to three "seeding" activities up and running. In addition, the law enforcement component is also showing impressive results.

A recent information-sharing and brainstorming conference for funded Weed and Seed implementation teams has renewed the expectations of local program leadership. Federal program managers have been provided with a list of unaddressed concerns and recommended improvements which identify coordination and implementation problems. This information may be useful to the new administration in making domestic policy program decisions for carrying out campaign promises the general public is expecting to see made good.

8. **Weeding Efforts are Paying Dividends.** The cooperative law enforcement efforts of local, state, and Federal law enforcement and the introduction of Community Policing are making Weed and Seed neighborhoods safer.

Trenton Charles Oliver was arrested with two confederates by members of the Weed and Seed Task Force for selling in excess of 80 bags of heroin to an undercover officer. All three are well known heroin dealers. Oliver has 24 prior arrests for crimes including heroin distribution, larceny, interstate theft, and weapons possession. He has been in and out of jail for the last seventeen years and was on parole at the time of his arrest.

Pittsburgh David Fields was arrested for selling a bundle of heroin to an informant. To complete the transaction, Fields used his thirteen year old nephew to deliver the drug to the informant on the playground of a public housing project.

Denver At a recent meeting of the Cole/Whittier Neighborhood Partnership Team, a woman whose brother had been murdered in February provided information about the identity of a key witness in the case. It is expected that this new lead will result in an arrest in what is believed to be a drug-related homicide.

Chelsea Angel Andrades was indicted on two-counts of violating Federal firearms laws. He unlawfully possessed and sold a sawed off shotgun to an undercover ATF agent.

Although Andrades does not have a prior felony conviction, he has more than 20 arrests, mostly for drug dealing and assaults. Presently, he has fifteen cases pending in state court.

Santa Ana The popularity of "weeding" strategies is apparent from the many testimonials of residents of the Weed and Seed zone. At a recent community meeting, Mrs. Reso Brown of Santa Ana said, "I thank God for Weed and Seed because my neighborhood is safe again and I can finally sleep at night."

Others echo Ms. Brown's enthusiasm. "I feel safer because there aren't as many people on the street [selling drugs]," said Mali Ortiz, 29. Last summer, she said, the streets near her home were lined with drug buyers. "So far so good," said another resident, who declined to give her name. The 57 year-old grandmother said she no longer has to worry about seeing people injecting drugs outside her house."⁹

In the first quarter of the program, crime statistics (burglary, robbery, theft) showed sharp declines and drug arrests were up. Of equal importance, other sections of Santa Ana did not experience a commensurate increase in commission of those crimes during the same period.

9. **Seeding Efforts are Paying Dividends.** Cooperation between Federal and local government, communities, and some private sector/non-profit organizations has led to creative strategies for rebuilding communities.

San Antonio The United States Attorney's Office provided the city title to a strip shopping center located in the targeted zone which will be utilized by a community action group, People Against Corruption, for office and activity space. H.B. Zachary Company, a locally headquartered construction firm, will remove in-ground gasoline tanks located on the premises.

Additional symbolic value is attached to this enterprise because the center was owned by a notorious drug dealer, Sonny Mitchell, who had used it as an "open air drug market." The community views the transition as the retaking of a landmark from the lawless for use by the law-abiding.

Kansas City One project involves taking persons charged with first-time minor state drug charges, who would normally get probation, and putting them into a training program where they get marketable skills in construction and property rehabilitation. They do this by rehabing houses in the targeted areas. Forfeited properties will be renovated, though some may be purchased by the non-profit Community Development Corporation running the program.

Denver Each of the targeted neighborhoods have "storefronts" which function, in part, as police "mini" stations. Neighborhood police officers, prosecutors, and victim assistance personnel will be based there. Storefronts are also staffed on a rotating basis by personnel from various government agencies and local service providers, as well as the Neighborhood Organizer and members of the Neighborhood Partnership

Team. Residents can obtain information about, and gain access to, the full range of available social services and programs.

San Diego The Private Industry Council/San Diego Regional Employment and Training Consortium is sponsoring programs to enhance job training and placement of residents of the target area.

Springfield The "Homestead" rehabilitation program, initiated by the Springfield Housing Authority, provides prospective tenants in the John Hay project with an opportunity to earn rent credit for rehabing vacant, damaged units. To date, 22 units have been renovated by residents with the assistance of volunteers from the Gateway Drug Rehabilitation Center. The program will be expanded throughout other housing authority developments.

Additionally, Illinois Department of Corrections inmate work crews assist residents in clearing overgrown shrubbery, mowing lawns, picking up debris, and planting and caring for flowers throughout the project. As of August, 479 inmates and 128 correction staffers have participated in a combined total of 3,170 work hours. This includes work devoted to renovation of a baseball diamond located in the development.

Several valuable Federal agency and Federally contracted initiatives have been instituted. The Small Business Administration has expanded its economic development strategy to include a targeted "micro-loan" demonstration project designed to provide loans ranging from a few hundred dollars up to \$25,000 to qualified entrepreneurs to establish or strengthen their businesses. Other initiatives, such as OJP's Community Drug Abuse Prevention Initiatives program, the Wings of Hope Anti-Drug program administered by the Southern Christian Leadership Conference, and the Drug Abuse Resistance Education (DARE) program have all expanded program efforts to provide services to Weed and Seed sites.

The Departments of Justice, Education and HUD are jointly supporting the development of "Safe Haven" programs (multi-service education centers) in Weed and Seed zones. Cities in Schools, Inc., a non-profit organization, has been selected to provide training, technical assistance and financial support under a \$2.8 million grant to Safe Haven development and implementation in Weed and Seed sites.

HUD has established a new employment and training program, called Step-Up, for public and Indian housing residents and other low income people which utilizes flexibility in Federal prevailing wage and apprenticeship regulations. It provides first-time access to maintenance and construction job opportunities, particularly jobs on Davis-Bacon covered construction work.

10. **Utilize Domestically-based Military Resources.** In areas such as San Antonio, where there is a large military presence, the Weed and Seed operation has successfully made use of human and equipment resources to build a baseball field and pursue community beautification. A Presidential Directive encouraging military involvement, particularly in activities which are on-going in nature (such as in-kind contributions or volunteer assistance in running the Safe Haven component of "seed" activities), would be helpful to funded and unfunded sites.
11. **Tie the National Service Initiative to Weed and Seed.** The "seeding" component is a natural fit with the President-elect's proposed national service initiative. Where arguments could be made regarding use and feasibility of recent college age graduates in law enforcement roles as part of their pay-back duty, the value of utilizing their chosen professional "state of the art" training for tasks in community and economic revitalization, social service delivery, program evaluation, and education should not be underestimated.
12. **Response to Weed and Seed's Critics.** Weed and Seed's reputation has been sullied by shortcomings in program implementation and public misperception, most notably in Los Angeles and Seattle where community groups have mischaracterized the program as a policing strategy targeted at racial minorities and an effort leading to greater Federal control (under the aegis of the Justice Department) in ravaged urban neighborhoods. This poses a significant dilemma in program restructuring because to omit the law enforcement component would critically undermine the prospect of change. Its unique viability lies in the concept of marrying incentives and opportunity initiatives through social service programming with the deterrent effects of law enforcement.

Notwithstanding the President-elect's support of tough crime deterrence measures and Community Policing, if the program is to be "reborn" under the Clinton/Gore Administration, care will need to be given to promoting the programmatic balance of the initiative through better public relations strategies, liaison with state and local leaders, and outreach efforts to the communities involved.

Weed and Seed has been assailed on at least four grounds:

(1) Inadequate Funding -- Too little funding to have an impact

The Administration's Weed and Seed effort is not a cure-all for society's ills. In fact, this initiative has been shaped as much by an understanding of what government cannot do as it has by what it can do.

First and foremost, Weed and Seed is not another Federal grant program. The foundation of the program rests on the assumption that government spending does not

achieve urban tranquility and opportunity for inner city residents. Our recent history proves that we will not be able to spend our way out of urban problems.

Conversely, many would argue that straight transfer payments -- like AFDC, Food Stamps, and general assistance -- have reduced initiative, heightened dependence, and contributed to the pathology of the ghetto.

Weed and Seed is different. It is a strategy designed to create an oasis: A place where the community will have zero tolerance for violence and drug trafficking/use; a place where all levels of law enforcement will maintain a pact with residents to eliminate crime through cooperative policing and innovations, like Community Policing; a place which will attract businesses, with the help of enterprise zones, because of the stability of the neighborhood; and due to its symbolic importance to the larger community, other non-profits and businesses will join in contributing financial and non-financial resources through in-kind services, adopting schools, private mentoring, and summer job opportunities.

We are in a pilot project stage, and local coordinating committees are considering different "seeding" alternatives. Although all involve state, local and Federal resources, only a thorough evaluation of each site can provide clues as to effective programs and the need for termination of the program or, conversely, additional resources and new sites.

Government dollars alone cannot provide strong neighborhoods:

- More money won't keep graffiti off buildings;
- Tax dollars won't generate more community referrals from citizens reporting crimes of neighborhood thugs; and
- Neighborhood foot patrols aren't initiated by Federal bureaucrats with money left over at the end of a fiscal year.

(2) ***Spillover Problem*** -- *Weed and Seed will merely displace the drug problem to surrounding areas*

If Weed and Seed fails to change the rate of crime in the city, but substantially reduces drug trafficking and violent crime within the zone, a neighborhood will be reclaimed. It can be an oasis for law abiding center city residents who want a safe and peaceful community. If this creates stability and serves as a signal to employers and institutions, the community-building process will continue into other neighborhoods. If crime rates increase marginally in other neighborhoods, we will still have achieved something few urban centers can boast -- a central city neighborhood that is drug free, free of flying bullets, and full of enterprise.

We do not agree that the spillover will emancipate the Weed and Seed neighborhood at the expense of other city residents. The guiding principle of the "weeding" formula is incapacitation of violent offenders and drug traffickers. By getting these perpetrators off the streets, we will reduce the supply of offenders. If the Philadelphia Violent Traffickers Project is a guide, we can have an impact through rigorous enforcement alone. Moreover, if we can create refuges in some of the initial Weed and Seed sites, nothing stops us from targeting another troubled neighborhood with a similar strategy in the future.

(3) ***Businesses Will Abandon Other Poor Neighborhoods for Newly-Created Enterprise Zones***

In a sense, this is the same problem presented by the crime spillover issue (a gain within the zone equals an identical loss somewhere else in the city). With jobs, unlike crime, we can't even be certain that the benefit will enure to zone residents.

If the merchant was profitable in his initial location, someone else will meet that demand. He is simply taking advantage of an incentive, but one that is obviously necessary to get his services into the zone (or he'd be there already). Conversely, if the merchant was failing financially, he would not have continued to serve the initial neighborhood. Therefore, the zone does create a societal gain.

(4) ***Police State -- Weed and Seed is a step toward a complete police state***

The first step in bringing peace to high crime neighborhoods is to remove the offenders. By applying the full gamut of law enforcement resources and laws, this may be done quickly and effectively in Weed and Seed communities. The key to preventing any public misperception of the "weeding" component in the strategy, however, is community involvement which predates implementation.

Community Policing will be the foundation for all law enforcement efforts in the selected communities. Steering committees establish community councils to assist in developing their law enforcement priorities in the selected communities.

In all sites where Weed and Seed has been fully implemented, residents express relief for stepped up law enforcement. These law abiding citizens are tired of being victims and prisoners in their homes. Only political opportunists, who demagogue against coordinated law enforcement, seem opposed.

13. **Community Policing**. Under Community Policing, law enforcement works closely with the residents of the community to develop solutions to the problems of violence and drug-related crime. Community Policing serves as the "bridge" between the "weeding" and "seeding" components of the strategy. It involves such techniques as officer foot patrols, citizen neighborhood watches, targeted mobile units, and

community relations activities. In October 1992, the Departments of Justice and HUD announced a joint program, the Interagency Agreement for Community Policing, which provided over \$1.85 million in funding for development of a training curriculum and technical assistance plan for implementing Community Policing and other elements of Operation Weed and Seed in public housing developments. In addition, funds will support regional training sessions for public housing officials, residents, law enforcement and other community representatives. The program is slated to be in operation by early 1993.

Early Community Policing efforts have shown excellent results in reducing the tension between law enforcement and residents while fostering new lines of cooperation.

14. **Transfer of Forfeited Real Property.** United States Attorneys and Federal, state, and local law enforcement agencies are authorized to identify seized or forfeited properties in targeted neighborhoods for potential transfer in support of the Weed and Seed initiative. Proposed uses of any property so transferred must be in accordance with the initiative and all applicable laws. Any proposed transfer must have the potential for significant benefits to a particular community and these benefits must outweigh any financial loss or adverse effects to the Department of Justice Assets Forfeiture Fund. Specific guidelines for transfers have been developed.
15. **Private Sector Involvement.** Private sector involvement in the program occurred late in the game. Although the Executive Office of Weed and Seed recently released **Private Sector Involvement: Resource Information**, much remains to be done -- particularly in focused outreach efforts by top administration officials to businesses, trade associations and foundations across the country, which has not occurred to date due largely to the limited level of coordination with the White House and an unwillingness to invest time in armtwisting.

However, through **Private Sector Involvement: Resource Information**, examples of model private and non-profit programs throughout the country have been gathered from a variety of sources and disseminated to funded site steering committees to facilitate conceptual development and networking. Working relationships with the National Association of Private Industry Councils (NAPIC) and many of its member PICs, the National Association of Partnerships in Education (the largest private sector-based national volunteer organization devoted to providing leadership in forming effective educational partnerships), the Boys and Girls Clubs of America, and the National Center for Neighborhood Enterprise have been formed.

Private sector investment, through provision of financial and human (technical assistance) resources, is critical to the program's support in the community. An example of private sector funding assistance in Safe Haven service delivery or at homeless feeding centers, child and adult care centers, and family day care homes

located in targeted area operations is sponsorship of meals and snacks through the Child and Adult Care Food Program or the Summer Food Service Program.

Business understands that it cannot escape being hurt financially by unaddressed urban problems. However, a key to its involvement is, in the words of Harvard economist David Ellwood, "...business's frustration about the magnitude of those problems and doubts about how to tackle them." Regulators are often blamed for creating an environment which doesn't let business help. Innovative strategies to reverse this perception can achieve positive results.

Besides promoting economic incentives to bring business to the table, symbolic gestures by the White House to recognize business leaders would be helpful. Robert Reich has suggested that a Presidential Medal for Economic Citizenship be awarded annually to companies investing most in new plant and equipment and hire the largest number of new employees in proportion to earnings. Selection criteria could be expanded to include a firm's level of participation in urban revitalization activities like Weed and Seed.

Our best hope lies in fostering the rebirth of those traditional institutions which form the foundations of the neighborhoods themselves -- the family, churches, and community groups. In addition, the commitment from residents and indigenous institutions can be buttressed by the resources and energy of organizations serving the entire community or region -- private sector and non-profit groups with a stake in the long-term stability and productivity of the Weed and Seed neighborhood.

Examples include: (1) Designing a broader range of community activities for at-risk populations to keep them away from drugs and involved in productive activities; e.g., implementing after-school and evening recreation programs for elementary and secondary school children. (2) Involving private sector firms, government offices and other citizen associations in "Adopt-A-School" and tutoring efforts. This effort would in part be a structured attempt to model the "Big Brothers and Sisters" Program. Not only would a student gain an educational benefit, but a role model not always available or visible in some inner city neighborhoods. (3) Incorporating volunteer, privately organized public service programs into the Weed and Seed framework. If students and community groups are already providing tutoring, literacy, coaching, nutritional, health, and mentoring services, get these groups to expand their outreach efforts into the Weed and Seed site. (4) Harnessing the energy and time of retired citizens for day care and education needs. (5) Mentoring by individuals in private firms, government offices, and non-profit organizations could include internships and work experience of crucial importance. (6) Working to affiliate with groups already doing positive work which could complement the Weed and Seed efforts -- e.g., "Habitat for Humanity".

1. "After the Riots: The Search For Answers; Bush, Clinton Plan Different Cures For Urban Ills," Los Angeles Times, May 9, 1992, p. A2.
2. Except where otherwise noted, information cited in this section is taken from, "Decision '92: Special Voter's Guide to the Presidential Election; The Issues: What Do the Candidates Stand For? Here's a Look At Their Positions, From A TO Z," Los Angeles Times, October 18, 1992, p. U2.
3. "Street Violence a Back-Burner Issue," Chicago Tribune, October 14, 1992, p. 16.
4. "Street Violence a Back-Burner Issue," Chicago Tribune, October 14, 1992, p. 16.
5. "Bush vs. Clinton: Should Cities Be Such a Federal Case?" Los Angeles Times, September 21, 1992, p. B6.
6. "Bush vs. Clinton: Should Cities Be Such a Federal Case?" Los Angeles Times, September 21, 1992, p. B6.
7. "After the Riots: The Search For Answers; Bush, Clinton Plan Different Cures For Urban Ills," Los Angeles Times, May 9, 1992, p. A2.
8. "The Next War on Poverty," U.S. News and World Report, October 5, 1992, p.36.
9. "Santa Ana 'Weed, Seed' Plan Called Best in Country," Los Angeles Times, October 10, 1992, p. B6.

"OPERATION WEED AND SEED"

Newsletter

Issue No. 4

Reclaiming America's Neighborhoods

March 1993

U.S. Dept. of Justice
U.S. Dept. of Agriculture
U.S. Dept. of Education
U.S. Dept. of Health and Human Services
U.S. Dept. of Housing and Urban Development
U.S. Dept. of Labor
U.S. Dept. of Transportation
U.S. Dept. of Treasury
Small Business Administration
Office of National Drug Control Policy

Operation Weed and Seed is a community-based, comprehensive, multi-agency approach to combatting violent crime, drug use and gang activity in high-crime neighborhoods. The goal is to "weed out" crime from targeted neighborhoods and then to "seed" the targeted sites with a wide range of crime and drug prevention programs and human service agency resources to prevent crime from reoccurring. Operation Weed and Seed is a strategy, not merely another grant program.

Attorney General Janet Reno

Former Dade County, Florida, prosecutor, Janet Reno, was sworn in as the new Attorney General on March 12, 1993. Ms. Reno was not only a member of the Miami Weed and Seed steering committee, but also was instrumental in the selection of the target neighborhoods there. The following are preliminary excerpts from Janet Reno's confirmation hearing for Attorney General, at which she was asked to comment on the Weed and Seed Program:

March 9, 1993

Senator Strom Thurmond: "Last year, we funded the Weed and Seed program through the Department of Justice to combat violent crime, drug use, and gang activity in high crime neighborhoods. The objective is to weed out crime in the targeted areas and then seed the areas with crime and drug prevention programs. In my State, Charleston was chosen as a demonstration site and this program has received very favorable reviews. My concern is that the program

may become a seed and seed program, neglecting the important work of weeding out the most violent offenders from targeted areas. Are you aware of this program and do you intend to support its continuation?"

Janet Reno: "I am very aware of the program. The United States Attorney in attempting to initiate a Weed and Seed program for our area asked me to be deeply involved in it this past year. In that line, I would like to talk to you a little bit about the program Senator Graham alluded to in his opening remarks. Last April, we worked together, all of us, and it certainly was not just my doing. We got the local police department to designate a community friendly, vigorous, highly respected police officer, the Human Service Agency provided a social worker, the Department of Health a public health nurse, and the local Housing Authority provided a housing advisor; and they initiated a team program in one large public housing development that had had some significant problems. The police officer was the lead. He would go up to court and tell the judge when punishment was necessary but they worked together as a team, Senator, and it was just a classic example where there wasn't too much of one thing and too much of the other. There was the balance that I think we have to have. But, he also was able to accompany that public health nurse to a door that she would have never have knocked on before this program went into effect so that they could reach out. This housing development was really devastated by Hurricane Andrew but in the week before Hurricane Andrew we met, and, at that point, the program had been so successful in reducing crime that the Police Department wanted to replicate it in other areas. The people who had been involved in that program, the residents, the young people, I just like to tell them that they have done one wonderful job and that effort there would be a model for me as I try to make sure that the concept of Weed and Seed was implemented in a fair and balanced way throughout America."

March 10, 1993

Senator Herbert Kohl: "I would just like to touch on Weed and Seed, which as you know is a program to weed out crime in communities and plant seeds of community development. It is a very important program. It's just begun; it's starting out successfully in my own state of Wisconsin. In Madison, the mayor has told me personally that it's a vital part of his operation already today after only a year in progress. I know that Milwaukee would like a Weed and Seed Program. Are you sympathetic--you have an interest in Weed and Seed--would you be sympathetic in seeing its continuance in places like Madison and Milwaukee?"

Janet Reno: "I guess places like Madison and Milwaukee but one of the things that has impressed me from our conversation is what you did to make sure there was close implementation between agencies in Washington and agencies and other groups on the streets in

Wisconsin so that there was close coordination and that the monies were used as wisely as possible. I was very gratified when the United States Attorney called me last summer and said I really want you to be involved in the Weed and Seed program because we know what you have done in terms of community programs, both in public housing and in other areas in the community and I chaired a committee composed of police and other interested groups to select areas that would be susceptible to a Weed and Seed program. I think that much can be done, however, to coordinate the efforts and make sure that it is a balanced approach--that police officers are perceived as part of a team in terms of focusing on the community. And that, as importantly, it is not just a one-shot or a short-term approach but that it is developed as part of a plan, a comprehensive plan, to deal with the community over a period of time."

Evaluation

On Thursday, March 11, 1993, a briefing was held on the national evaluation of Operation Weed and Seed for Justice Department personnel. Representatives from the three organizations conducting the evaluation, the Institute for Social Analysis (ISA), the Police Foundation, and the American Prosecutors Research Institute (APRI), were present at the briefing. The representatives from each organization explained their role in the design and implementation of the evaluation.

ISA and the Police Foundation are planning to pool their resources and divide up the general site visits at 19 Weed and Seed demonstration sites (all funded sites except the special site in Los Angeles). Each site visit will include contact with a variety of key members involved in the Weed and Seed activities at the various sites, including the U.S. Attorneys and their staffs as well as community leaders, demonstration area residents, and others involved in the Weed and Seed efforts. Members of these organizations also intend to tour the demonstration areas during their visits.

APRI will focus on the prosecution activities in the Weed and Seed demonstration areas. APRI also intends to conduct visits to each demonstration site. APRI's portion of the evaluation will include contacts with both the U.S. Attorney's Offices and the local District Attorney's offices responsible for prosecuting Weed and Seed cases. In addition, APRI will implement a tracking system to follow cases generated from arrests made in the demonstration areas. The goal is to follow cases from arrest to adjudication in as many instances as possible during the course of the evaluation.

In the near future the contractors will be contacting the United States Attorneys Office's lead coordinator for each site.

*Look what DOT's
did. Other of seed
sites about 100
say for 2000*

The subject of evaluation was discussed at the Interagency Working Group meeting of March 17, 1993, in order to invite participation of other Federal agencies.

Weed and Seed Legislative Update

As many people already know, no further grant funding has been made available by Congress to expand "Operation Weed and Seed." The most recent funding received was to fulfill the \$1.1 million grants to the original demonstration Weed and Seed sites. Nevertheless, during the 102nd Congress there was \$500 million appropriated for urban renewal, but not yet authorized to be spent on Weed and Seed. EOWS is hopeful that sometime during the 103rd Congress, authorization legislation will be passed for this \$500 million and the program may be broadened to include many more distressed communities throughout the country.

Conferences

Telephone Conference Calls

On March 1, 1993, Chris Shields, Special Assistant for Weed and Seed, U.S. Department of Health and Human Services (HHS), Philadelphia Regional Office, invited the Director of EOWS to participate in their monthly conference call with Weed and Seed Directors from Region III (Philadelphia, Pittsburgh, Wilmington, Richmond, and the District of Columbia).

The Regional Office of Health and Human Services utilizes the monthly conference call for problem resolution and resource sharing. Since the HHS Region III staff has five Weed and Seed cities located under their program jurisdiction, the telephone conference calls are utilized to cut travel costs and still provide technical assistance and support to the five Weed and Seed programs.

We encourage others to utilize the telephone conference call approach to exchange ideas and resources.

Southern Christian Leadership Conference

On March 10 - 13, 1993, the Southern Christian Leadership Conference (SCLC) Wings of Hope Second Annual Planning Conference was held in Cleveland, Ohio. The workshop was composed of a series of presentations on various aspects of community organization and program implementation. Each of the SCLC Chapters also gave a brief presentation on their efforts to implement the Wings of Hope Coalition Model in one or several neighborhoods in their city.

Pamela Swain, Bureau of Justice Assistance, met with Reverend Richard Dalton to review the status of site selection. He

indicated that SCLC has chapters in the following sites that were capable of initiating a Wings of Hope program in the Weed and Seed demonstration neighborhood:

Washington, DC
Atlanta, GA
Chicago, IL
Kansas City, MO
Fort Worth, TX (Dallas Chapter will Assist)
Richmond, VA
Euclid, OH
Los Angeles, CA (pending further discussions with the SCLC Chapter)

SCLC also has chapters in the following cities that the national office believes currently have the capacity to implement an effective Wings of Hope Program:

Cincinnati, OH
Dayton, OH
Orlando, FL
Dallas, TX
Montgomery, AL

National Crime Prevention Council

The Crime Prevention Coalition and the U.S. Department of Justice (Office of Justice Programs, Bureau of Justice Assistance) are holding their 1993 National Forum on Preventing Crime and Violence to be held in Washington, D.C., April 28 through May 1, 1993. Weed and Seed sites have been invited and asked to participate in the forum.

The forum is designed for local, State, and national leaders to work together as organizational teams. This is a unique opportunity to learn about, discuss, and assess some of the best and most current programs and policy, and to adapt what you find of benefit to your organization and others who can be mobilized for prevention.

Safe Havens

The Safe Haven concept is generating growing interest in many communities across the country. It provides a coordinated approach to delivering much-needed services to residents of neighborhoods where such services are often unavailable or difficult to find.

In January 1993, Cities in Schools (CIS) began soliciting the 20 demonstration Weed and Seed cities for contractor assignment to the Safe Haven Project. The first Safe Haven agreement was concluded with Richmond, Virginia. On February 1, 1993, Richmond

received its grant award, and the Safe Haven site opened on February 6, 1993. The second Safe Haven contract with Chelsea, Massachusetts, was concluded on March 2, 1993. Agreements are now under development with the remaining 18 Weed and Seed pilot demonstration cities.

The training and technical assistance for Safe Haven implementation is currently being developed by CIS. A Safe Haven training manual will be completed by early May 1993. An assessment of the training needs of target communities will begin in the next few weeks. A Safe Haven Leadership Conference, to be held May 20-21, 1993, is now being planned by CIS, and Regional Safe Haven Workshops are in development for the summer of 1993.

Fourth Quarterly Report to Congress

The Fourth Quarterly Report to Congress on Operation Weed and Seed is completed. A copy will be mailed to each U.S. Attorney and other officials shortly. For those districts which have a Weed and Seed program established or in the review process, we ask that you distribute copies locally. Others may contact EOWS for a copy.

Weed and Seed Implementation Manuals

This is a reminder to all U.S. Attorneys to submit the names and addresses of up to ten (10) individuals in each community which may be developing the Weed and Seed strategy. Several offices have already done so, but we still have plenty of the manuals available. It is very important that we maintain a list of all manual holders so that any and all future updates may be sent directly to the individuals.

Training and Technical Assistance

The Wrice Process acts to organize and mobilize law-abiding citizens in high crime neighborhoods in cooperation with the police, and to non-violently confront drug dealers and related criminals through peaceful marches and vigils.

EOWS is close to completing an Interagency Agreement with the Department of Housing and Urban Development (HUD) to make this Wrice Process available to Weed and Seed sites.

By the way, during February 10-15, 1993, Herman Wrice, founder of the Mantua Against Drugs Program, met with Tallahassee's local law enforcement and community officials and residents to provide training and technical assistance on how to take back their community from local drug dealers. On February 12 and 13, 1993, Mr. Wrice assisted community leaders and residents with marches through the Springfield neighborhood to take back its community.

The marches were successful and the leaders in the community have continued with the marches and are making future plans to fight drugs in their neighborhood.

Site News

Philadelphia, PA and Wilmington, DE

On January 26 and 27, 1993, the Philadelphia Regional Office of Health and Human Services (DHHS), with support from the Substance Abuse and Mental Health Administration, Center for Substance Abuse Prevention (CSAP), hosted two substance abuse prevention training workshops for the Philadelphia and Wilmington Weed and Seed communities, CSAP funded Community Partnership staff and Head Start Program staff. The seminars were hosted by the Head Start staff of the Philadelphia School District and the Wilmington Head Start Program.

The training workshop, "Parents and Children Getting a Head Start Against Drugs," was developed after years of research by a team of Black scholars. The curriculum is geared toward parents and preschool children and their community. The curriculum identifies factors that place some families at higher risk of substance abuse and characteristics that make drug abuse less likely. The content focuses on information, self-esteem, communication, stress, drugs in the community, health issues, values and peer pressure, family management, and developing support networks.

Although the curriculum was designed for the HHS funded Head Start Program, modifications were incorporated to benefit community organizations and the Weed and Seed Program representatives. Dr. Jean Oyemade, of Howard University and Sylvia Carter, National Head Start Association, conducted the seminars. Eighty individuals received training completion certification and will be able to replicate the training in their communities.

Omaha, NE

The Joe Edmondson Youth Development Association/YMCA, 4400 1/2 Fontenelle Blvd, has been approved as a selected site for a Safe Haven Project.

In April 1993, the Community Oriented Policing Team, consisting of eight Omaha Police officers led by Sergeant Buske and Federal agents of the Bureau of Alcohol, Tobacco, and Firearms, will attend an intensive 3-day course of instruction from Michigan State University on Community Oriented Policing and other management and administrative courses.

Note: If you would like to submit information to share with others in future newsletters, please forward to:

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U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Washington, D.C. 20530

March 31, 1993

MEMORANDUM TO

FROM: Bill Mercer
Mark Sakaley

SUBJECT: Weed & Seed Options Memorandum

Weed & Seed's conceptual underpinnings are compatible with the President's philosophy, and it can serve as a vehicle for many of the domestic public policy reforms proposed during the campaign (See Appendix A).

A. PRESIDENTIAL PRONOUNCEMENTS

"Now the centerpiece of their proposal is a program called 'Weed & Seed'. Now I agree, actually, with the goals of that program. I wish, for the sake of those struggling to be liberated from drugs, that it were properly funded and more extensive, but I can't help pointing out that notwithstanding Weed & Seed, we've gotten a lot more fertilizer than crop production from this administration."

(Remarks of Governor Bill Clinton before the Rainbow Coalition National Convention, June 15, 1992.)

... Clinton maintained that revitalizing cultural values in depressed neighborhoods is at least as important as crafting new government programs. Both [candidates] said any new government initiatives should stress "empowering" residents through grass-roots economic development rather than dispensing aid from Washington. Both [candidates] termed tougher law enforcement the prerequisite of any economic revival.

("After the Riots: The Search For Answers; Bush, Clinton Plan Different Cures For Urban Ills," Los Angeles Times, May 9, 1992, p. A2.)

B. STRUCTURE AND OBJECTIVES OF WEED & SEED

I. *Basic Elements of the Program*

- Coordination of cooperative policing (by federal, state and local law enforcement) to remove violent offenders and drug traffickers in targeted high-crime districts;

- Implementation of community policing in each site;
- Concentration of human services providers in the sites to offer drug treatment, educational opportunities, family services, and recreational activities;
- Revitalization of distressed neighborhoods through economic incentives (e.g., enterprise zones and public housing tenant management and ownership programs);
- A locus where the community will have zero tolerance for violence and drug trafficking/use; and
- Involvement of residents and indigenous institutions (business associations, churches, and community groups) supplemented by the resources and commitment of private sector and non-profit groups with a stake in the long-term viability and productivity of the neighborhood.

II. Philosophy of the Program

Weed & Seed has been shaped by an understanding of what government cannot do as much as it has by what is within the public sector's sphere of influence.

- It is impossible to build community, engage in meaningful economic development, or get optimal benefit from social spending without eliminating or at least neutralizing the criminal element and making residents and the larger community feel safe in a particular zone.
- An increase in federal spending alone will not achieve urban tranquility and opportunity for inner city residents. In fact, the plight of many inner city residents has worsened over the past thirty years, although levels of direct federal assistance have skyrocketed.
- Conversely, while law enforcement is crucial to the initiative, it alone is inadequate to reclaim neighborhoods.

III. Resources for the Program

Twenty cities throughout the country have been granted more than \$1 million each and a number of cities have adopted the strategy without a federal funding pledge. \$500 million has been appropriated and is awaiting Congressional authorization.

IV. Accomplishments of the Program

- Some sites are offering a broad range of community activities for at-risk populations to keep them away from drugs and engaged in productive activities (e.g., implement after-school and evening recreation programs for elementary and secondary school children).
- Community Policing teams are solidifying relationships with residents and have witnessed an increase in community assistance in crime fighting.
- The popularity of "weeding" strategies is apparent from the many testimonials of residents in Weed & Seed zones. For example, at a recent community meeting in Santa Ana, California, 3 residents noted:

"I thank God for Weed & Seed because my neighborhood is safe again and I can finally sleep at night."

"I feel safer because there aren't as many people on the street [selling drugs],"

"So far so good," said another resident, who said she no longer has to worry about seeing people injecting drugs outside her house."¹

In the first quarter of the program in Santa Ana, crime statistics showed sharp declines and drug arrests were up. Of equal importance, other sections of the city did not experience a commensurate increase commission of crimes during the same period.

C. RECOMMENDATIONS TO RETAIN, BUT RETOOL

I. Option to Rename Weed & Seed

The Clinton Administration could place its imprimatur on the program and cleanse it of any public perception that "weed" outweighs "seed". Nonetheless, by altering the name the administration may confuse residents, signal that government lacks a coherent and consistent vision on community redevelopment, and risk positive public opinion linked to its nominal identity.

II. Program Infrastructure is in Place

Take advantage of an established structure through a revamped demonstration project.

- Senators and Representatives from both parties support the initiative and can be expected to oppose its elimination;
- Steering committees are in place in each city. If the community revitalization and policing efforts are not satisfactory, top DOJ leadership and high ranking officials from the other federal agencies should meet with each local steering committee to discuss all relevant issues and assess the viability of every site.
- Citizens, hoping for action and change, have coalesced around this initiative. If the plug is pulled, it could increase their cynicism about government and preempt the true potential of a marriage between law enforcement and the delivery of social services, citizens and their communities.

III. Program Could Be Scaled Back, Not Eliminated

In the "political phase" of Weed & Seed's development, the past administration was more interested in getting money to cities than establishing a coherent structure with specific goals and objectives to measure successes and failures. Some cities treated the new finances as pork-barrel for their existing programmatic needs. Others crafted innovative plans to achieve long-term neighborhood revitalization goals.

The law does not require continued financing of sites that have failed to make good faith efforts. If you choose to reduce the number of funded sites, all federal agencies would be able to increase proportionally the amount of resources dedicated to each city and the evaluation of the initiative. Moreover, in this refined pilot

¹"Santa Ana 'Weed, Seed' Plan Called Best in Country," Los Angeles Times, October 10, 1992, p. B6.

project model, program leaders may apply lessons from the demonstration sites to subsequent Weed & Seed neighborhoods.

IV. *Mechanism to Integrate Services*

Weed & Seed is one of few attempts to integrate government services. Success in revitalizing cities crucially depends on having all federal agencies with a mission of fighting urban blight -- joblessness, poverty, crime, drug trafficking and addiction, poor housing, etc. -- to do so through a unified framework.

V. *White House Leadership and Interagency Coordination*

The White House should be fully engaged in the effort, make direct appeals for action to agency leadership, and hold them accountable for program implementation. Without this oversight, other executive branch agencies may be unresponsive to various requests from the lead agency.

Although the Departments of Labor, Housing and Urban Development, Health and Human Services, Education, Transportation, and Agriculture, and the Office of National Drug Control Policy are interagency partners in the initiative, none of these agencies have reworked their priorities to accommodate the objectives and implementation needs of Weed & Seed. This inattention is attributable to agencies unwillingness to treat the program as the administration's primary domestic priority to combat poverty and crime.

A working group comprised of high ranking officials of each agency should meet regularly to advise the Executive Office for Weed & Seed of policies and assignments. If these executive branch agencies representatives and their subordinates are cognizant of the President's commitment to the program, agency personnel will be more responsive in aligning their resources with Weed & Seed initiatives.

Some of the President's initial appointees are much more equipped to contribute to this effort than those in the last administration. In addition to your community building efforts in Miami, this administration offers:

- David Ellwood (Assistant Secretary for Policy at HHS), a poverty scholar and professor, Kennedy School of Government at Harvard;
- Kennedy School Professor Mary Jo Bane (Assistant Secretary for Children & Families at HHS), an implementation and policy expert and former Commissioner of New York's Human Resources Administration;
- Harvard Law Professor Christopher Edley (OMB Associate Director for Economics & Government, which includes DOJ), who advised the President on Community Development issues during the transition;
- former Mayor Cisneros.

VI. *Executive Office*

The concept of an Executive Office for Weed & Seed, dedicated to program development, coordination, and implementation, is good. Significant personnel changes will be essential to achieve adequate specialization.

None of the EOWS professionals assigned to the project have practical law enforcement experience, street-level human service program delivery background, or a thorough understanding of public-private partnerships. Given the multi-disciplinary nature of the initiative, the Executive Office needs a more

diversified professional staff with academic or practical experience in the following areas: poverty intervention methods, past urban community development programs, private and non-profit community development strategies, program evaluation, and "street-level" implementation or delivery experience of social services.

We counsel against making this office an adjunct of OJP; initially, Weed & Seed was an OJP project and was badly botched by both its political and career employees. At best, OJP staff can evaluate law enforcement and drug and crime prevention grant proposals and distribute monies. Program development and implementation is not OJP's forte.

VII. *DOJ Should Have A Leadership Role*

Unlike other federal departments, DOJ has an important link to each potential Weed & Seed city -- the United States Attorney. Because the initiative depends upon a mix of federal and state/local leadership, the U.S. Attorney serves as the bridge between the local steering committees and the Attorney General.

Each U.S. Attorney has an on-going relationship with federal law enforcement, private sector leaders, the local prosecutor, and the mayor. This allows him/her to: (1) communicate the President's goals and (2) appeal to government, community groups and the private sector to make the initiative a priority.

If the Justice Department does not control the initiative and the United States Attorneys are not an integral component of the program, the President's ability to exert any control over the project may be limited. In fact, without the ability to intervene locally, Weed & Seed begins to look like just another grant program.

VIII. *National Service Linkage*

The "seeding" component is a natural fit with the President-elect's proposed national service initiative. Recent college age graduates could, as part of their community service commitment, assist in community and economic revitalization, social service delivery, program evaluation, and education. Police Corps graduates could serve terms as community policing agents in Weed & Seed zones.

IX. *Development of a National Marketing Plan*

Justice failed to market Weed & Seed to major corporations, trade associations, or community-based organizations with a national constituency. DOJ leadership, for instance, should request support from the Business Council or Businesses for Social Responsibility, influential private sector groups that are focusing on urban problems.

X. *Involvement of the Larger Community*

- Involve private sector firms, government offices and other citizen associations in "Adopt-A-School" and tutoring efforts. Not only would a student gain an educational benefit, but a role model not always available or visible in some inner city neighborhoods.
- Incorporate volunteer, privately organized public service programs into the Weed & Seed framework. Where individuals and community groups are already providing tutoring, literacy, coaching, counseling, nutritional, health, and mentoring services, encourage these groups to expand their outreach efforts into Weed & Seed sites (e.g., "Habitat for Humanity").
- Harness the energy and time of retired citizens for day care and education needs.

- Arrange mentorships with individuals in private firms, government offices, and non-profit organizations which might lead to internships and work experience of crucial importance.

XI. Forfeiture

Weed & Seed coordinators are authorized to identify seized or forfeited properties in targeted neighborhoods for use in the initiative. Consideration should be given to developing legislation allowing for the use of forfeiture funds for community revitalization.

XII. Stated Goals and Measurement Baselines to Evaluate Efficacy

The efficacy of Weed & Seed cannot yet be legitimately confirmed, due to inadequate empirical testing. Its evaluation component must be implemented immediately and should measure the following:

- whether crime dropped within the zone and, if so, whether it merely displaced the criminals and increased victimization rates elsewhere in the city/region;
- whether revolving-door detention and imprisonment practices compromise efforts or are reformed sufficiently through alternative incapacitation or otherwise to keep offenders off the streets;
- whether state and local governments reprogrammed monies to enhance this initiative, treated the new money as a federal grant to alleviate municipal debt, or shifted finances from community revitalization/policing into other budget accounts;
- whether federal agencies reordered their programs and categorical grants in conjunction with Weed & Seed;
- whether federal, state and local social service agencies could work together to reconfigure methods of service delivery;
- whether firms, non-profits, community groups, and private citizens were willing to contribute to a focused development approach;
- whether neighborhood residents became involved in the effort and changed their attitudes about services and the community;
- whether other negative externalities outweighed positive developments; and
- whether reallocation of finite law enforcement resources to the targeted area as part of the Community Policing initiative affected citizens in communities outside the zone (e.g., in terms of reduced protection, police responsiveness to "lesser" crimes reported, etc.).

APPENDIX A

Some of the President's campaign initiatives which neatly fit with Weed & Seed include²:

Crime

- Promises to put 100,000 new police officers on the streets through his national service plan (see *Education*) and a program that would allow military personnel to earn up to five years credit toward their government pension by serving as police officers after leaving the armed forces.
- Would provide federal funds to encourage municipalities to move toward Community Policing.
- Says government should provide treatment on demand for addicts....
- ...backs efforts to allow public housing residents to organize to try to eliminate drugs and weapons from their buildings. He urges more efforts like Chicago's Operation Clean Sweep, where police raids clean out public housing complexes and then control the entrances.³

Education

- Would create a Youth Opportunity Corps to provide alternative learning centers for high school dropouts.
- Would scrap existing student loan program and replace it with a national service trust fund that would allow all students to borrow money for college and then repay it either as a small percentage of income over time or by serving for two years as police officers, child care workers, teachers or some other public servant.

Job training

- Would require all large federal contractors to "create a mentorship, after-school employment, or summer employment program for disadvantaged youth."

Urban development

- Would provide federal seed money for a nationwide network of 100 community development banks that would make loans to inner-city small businesses. Also backs grants for states to provide "micro-enterprise loans" to very small businesses started by low-income entrepreneurs.
- Would transfer 10% of HUD and government-controlled housing to community nonprofit organizations and churches to house the homeless.

²Except where otherwise noted, information cited in this section is taken from, "Decision '92: Special Voter's Guide to the Presidential Election; The Issues: What Do the Candidates Stand For? Here's a Look At Their Positions, From A TO Z," Los Angeles Times, October 18, 1992, p. U2.

³"Street Violence a Back-Burner Issue," Chicago Tribune, October 14, 1992, p. 16.

- Backs increased tenant management and ownership of public housing.
- ... proposes as many as 125 urban and rural enterprise zones coupled with other tax incentives, regulatory relief and new community development block grants to revive distressed neighborhoods. He also would require businesses to give employment priority to local residents. That requirement could reduce jobless rates in poor neighborhoods and discourage the kinds of tensions that developed between local residents and employees of outside companies who competed for jobs in South Los Angeles after the riots.⁴
- To encourage greater investment in poor neighborhoods that are commonly "redlined," Clinton would set up a network of community development banks to make loans to small businesses and budding entrepreneurs like owners of day-care centers or apartment buildings. He would also toughen the toothless Community Reinvestment Act, which encourages banks to extend credit to small businesses and make mortgages to low- and moderate-income homeowners. Banks currently do very little to gain a satisfactory rating and few lenders are penalized.
- Using government partnerships with nonprofit and other local organizations to accelerate construction of low-income housing, finance infrastructure investments and deliver social services.⁵

Social policy

- Argues that social policy, from welfare to education, must be built on a foundation of mutual obligation, in which government provides greater opportunity but then demands increased personal responsibility from all elements of society.

⁴"Bush vs. Clinton: Should Cities Be Such a Federal Case?" Los Angeles Times, September 21, 1992, p. B6.

⁵"After the Riots: The Search For Answers; Bush, Clinton Plan Different Cures For Urban Ills," Los Angeles Times, May 9, 1992, p. A2.

"OPERATION WEED AND SEED"

Newsletter

Issue No. 5

Reclaiming America's Neighborhoods

April/May 1993

U.S. Dept. of Justice
U.S. Dept. of Agriculture
U.S. Dept. of Education
U.S. Dept. of Health and Human Services
U.S. Dept. of Housing and Urban Development
U.S. Dept. of Labor
U.S. Dept. of Transportation
U.S. Dept. of Treasury
Small Business Administration
Office of National Drug Control Policy

Operation Weed and Seed is a community-based, comprehensive, multi-agency approach to combatting violent crime, drug use and gang activity in high-crime neighborhoods. The goal is to "weed out" crime from targeted neighborhoods and then to "seed" the targeted sites with a wide range of crime and drug prevention programs and human service agency resources to prevent crime from reoccurring. Operation Weed and Seed is a strategy, not merely another grant program.

Attorney General Reno

The following is an excerpt from Attorney General Reno's testimony before the Senate Appropriations Committee on April 22, 1993, regarding the Weed and Seed Fund:

The Weed and Seed Program is one of those good ideas that began as an interagency pilot program in a few cities and is now firmly established. Initial funding was provided by the Office of Justice Programs. Weed and Seed has the comprehensive objective of weeding out crime from designated neighborhoods, moving in with a wide range of crime and drug prevention programs, and then seeding these neighborhoods with a comprehensive range of human service programs that stimulate revitalization. One reason why this program enjoys wide support is that Weed and Seed demonstrates a number of Federal agencies can work together effectively. The 1994 request for \$13.5 million for the Weed and Seed Program Fund will permit it to continue to support programs in 20 or more locations. Together with the amounts available through the Office of Justice Programs, the overall Weed and Seed request totals \$23.5 million.

A Note From the Former Director

At the request of President Clinton as expressed through Attorney General Reno, I have resigned my position as United States Attorney. Because my position as Director of EOWS was a "detail," and, therefore, an extension of my U.S. Attorney position, that also terminates my directorship of the Weed and Seed initiative. I have greatly enjoyed working with all of you during the past 9 months -- federal agency representatives, local and state government officials, community representatives, supporters from the private sector, and everyone else who has contributed so significantly to the development of effective community reclamation strategies.

I truly believe we have hit on the right approach to neighborhood revitalization. It will take time to see major successes, but I know you are already seeing the first encouraging signs. I have observed these positive developments first-hand in many of your communities, as well as in my hometown of Indianapolis, where I plan to remain active as a volunteer in the Weed and Seed effort. I wish you all the very best of luck and success in your continued efforts; you are the real heroes of Weed and Seed. -- Deborah J. Daniels

Official Recognition

EOWS continues to receive proposals from various cities/communities wishing to become officially recognized Weed and Seed sites. EOWS is developing a new standard protocol for reviewing such requests, reflecting the guidance of Attorney General Reno and her staff. The following is a list of cities/communities that have submitted official recognition proposals and are at various stages of the review process:

California

Fresno

Florida

Duval County/Jacksonville

Gainesville

Hialeah

Hillsborough County/Tampa

Lee County/Fort Myers

Manatee County/Bradenton

Marion County/Ocala

Miami/Dade County

Orlando/Orange County

Polk County

Volusia County

Georgia

Savannah

Illinois

Austin

Maryland

Baltimore

New York

Brooklyn

Mott Haven (Bronx)

Ohio

Lima

Texas

Dallas

Legislative Update

Continuation of the Weed and Seed Program Fund is part of the President's Budget for FY 1994, and Attorney General Reno has testified in favor of it. A parallel program is under development that we are following closely--the Economic Empowerment Act of 1993. This bill has important implications for the Weed and Seed program. A copy of the bill has been sent to all Weed and Seed site U.S. Attorneys for their information.

This bill bears a resemblance to legislation previously considered for the Weed and Seed program in a number of ways:

- ▶it contains the authorizing language for the \$500 million appropriated for the Community Investment Program in P.L. 102-368;
- ▶it provides for grants for community policing to be administered by the Attorney General;
- ▶it provides for enterprise zones;
- ▶it calls for sites to develop comprehensive strategies;
- ▶it provides for interagency coordination through an interagency council, called the Enterprise Board (which has the authority to develop waivers of federal law and regulations); and
- ▶it provides for a funding preference for designated sites.

If this legislation were to become law, Weed and Seed sites would be well positioned to apply for designation under it. The Executive Office for Weed and Seed is working with other components of the Department of Justice and with other Federal Departments to track and participate in further developments relating to this bill.

New U.S. Attorneys in Weed and Seed Sites

There have been a few changes among the ranks of the U.S. Attorneys throughout the country. Listed below are the new U.S. Attorneys in the districts with Weed and Seed sites, for both demonstration and officially recognized sites.

Demonstration Sites

San Diego/Southern District of California - James W. Brannigan, Jr.
Denver/Colorado - James R. Allison
Wilmington/Delaware - Albert S. Dabrowski
District of Columbia/Washington D.C. - J. Ramsey Johnson
Chicago/Northern District of Illinois - Michael J. Shepard
Kansas City/Western District of Missouri - Michael A. Jones
Charleston/South Carolina - Margaret B. Seymour

San Antonio/Western District of Texas - James H. DeAtley
Richmond/Eastern District of Virginia - Kenneth M. Melson
Seattle/Western District of Washington - Susan L. Barnes

Officially Recognized Sites

Mobile/Southern District of Alabama - Edward Vulevich, Jr.
Springfield/Central District of Illinois - Byron G. Cudmore
Indianapolis/Southern District of Indiana - John J. Thar
Wichita/Kansas - Jackie N. Williams
Shreveport/Western District of Louisiana - William J. Flannagan
Milwaukee/Eastern District of Wisconsin - Nathan A. Fishbach

Community Policing In Public Housing

The Consortium on Community Policing in Public Housing has established dates and locations for the six regional training workshops and a comprehensive strategy to deliver training/technical assistance to interested jurisdictions.

Training and technical assistance will be delivered to participating jurisdictions in three stages. Stage I will be a 1-day workshop for policy level representatives from the city, police department, and public housing and community representatives of the public housing facility to provide an orientation to community policing. Stage II will be a 2-1/2 day workshop for policy and operational representatives to learn of the procedures and practices in implementing community policing. Stage III will be follow-up technical assistance/training to address specific problems in implementing community policing. Up to 60 jurisdictions will be selected to participate in this training/technical assistance effort.

Stage II training will be conducted in Chicago, IL; Greensboro, NC; Washington, D.C.; San Diego, CA; Ft. Worth, TX; and Atlanta, GA, between the months of September 1993 through February 1994. The Consortium will be disseminating initial information to eligible participants - jurisdictions which have received Drug Elimination Grants in Fiscal Year 1992 from the U.S. Department of Housing and Urban Development.

Safe Haven Update

Thirteen cities have now signed contracts with Cities in Schools, Inc., (CIS) and have received, or will shortly receive, funding to create Safe Havens as part of Operation Weed and Seed. CIS was chosen to implement the Safe Haven program and provide training and technical assistance to 20 participating cities.

Fred G. Nevels, Cities In Schools Safe Haven Project Coordinator, noted that there is a clear trend toward multiple Safe Haven sites within a single Weed and Seed demonstration area. Thus far, the 13 cities with signed contracts are planning a total of 38 Safe Haven sites.

On April 23, the Gilpin Safe Haven in Richmond, Virginia, had a grand opening at the Katherine Johnson Building. The Gilpin Safe Haven will serve residents of the Gilpin Court Public Housing Project. A wide variety of services are available, including drug prevention programs, a tutorial program, an entrepreneurial program, a college mentorship program, classes on parenting and nutrition, adult literacy and family reading programs, and several health information facilities. Recreational activities include a choir, a children's theater program, and "Teen Party."

Blackwell Safe Haven, another site in Richmond, sponsored "Christmas in April," as 24 houses were rehabilitated through community support.

The Richmond efforts join the list of operational Safe Havens that includes sites in Trenton, NJ; Philadelphia, PA; and San Antonio, TX.

Site News

ATLANTA, GA

On April 2-4, 1993, approximately one hundred Bonner Scholars from Morehouse College, Spelman College, Mars Hill College, Wofford College, College of the Ozarks, and Berry College convened in Atlanta for a weekend of community service and reflection. The Bonner Scholars program provides financial assistance in exchange for participants' commitment to engage in a certain number of hours of community service work in a 12-month period.

At the housing projects, including the Weed and Seed demonstration sites Englewood Manor and Thomasville Heights, the students conducted table game tournaments, cleaned storage rooms, inventoried furnishings and equipment, and led rap sessions with the children of the developments.

CHELSEA, MA

Criminal Charges

On May 18, 1993, a Chelsea man was sentenced in Federal court to 51 months in prison for trafficking and possessing firearms in a school zone in violation of federal firearms laws.

The man had pled guilty to a four-count Federal indictment charging him with unlawful possession of a sawed-off shotgun, the unlawful transfer and sale of that weapon, unlawfully dealing firearms without a license, and the unlawful possession of firearms in a school zone.

Under the U.S Justice Department's "Weed and Seed" program, United States Attorney Pappalardo stated that the prosecution and conviction reflects the commitment of the Federal, State, and local

law enforcement authorities to work cooperatively to remove illegal firearms and habitual criminals from the streets of the Commonwealth's most vulnerable and afflicted communities.

Asset Forfeiture

The Chelsea State Police raided a barroom and arrested its owners and managers on drug charges. The bar was seized -- the first use of 1992 State law that allows the taking of businesses and properties used to distribute and store illegal drugs.

Safe Haven

On May 5, 1993, a Safe Haven program was implemented and opened in the Shurtleff school. A Safe Haven Coordinator was hired under the direction of the City's Assistant Receiver for Human Services and in cooperation with the City's Recreation Coordinator and the Weed and Seed Program Manager. The new Coordinator will manage the daily activities at the Safe Haven site.

CHICAGO, IL

Step-Up Program

The Step-Up program continues to be a great success. The 67 participants from the Ida B. Wells development in the Weed and Seed area are receiving pre-apprenticeship training with crafts unions at the Chicago Housing Authority (CHA). The Authority hopes to expand the Step-Up program in 1993-1994 and add additional components for young mothers wishing to participate, including day care.

Self-Employment Program

The Self-Employment Program, managed by CHA's Economic Development Department, continues to train residents, including 15 from Ida B. Wells, on design and implementation of their own businesses. The search for identification of incubator space continues to facilitate business start-up once residents' training is completed.

Boys and Girls Club

The Ida B. Wells Boys and Girls Club opened in March as part of Operation Weed and Seed to provide alternative community service activities for the children living in the housing project.

Weed and Seed Coordinators

Welcome aboard Clara Collins and Ruth Leake, Chicago's new Weed and Seed coordinators, respectively.

Ms. Collins worked in social services for more than fifteen years developing and coordinating programs. She coordinated one of the first homeless outreach programs in the Chicago area.

Ms. Leake extends 29 years of management and social service experience encompassing purchasing/contract management, community organizing, volunteer recruitment/training, housing advocacy, and individual and group counseling.

DENVER, CO

Front Rangers Cycling Club

A group of local bicycling enthusiasts approached the Denver Police Department, DEA, and the United States Attorney's Office with an idea about forming a cycling club which could provide recreational opportunities for inner-city youth.

In response, the Denver Weed and Seed initiative is providing support to the Front Rangers Cycling Club (FRCC). The goals of the Club are to: 1) introduce at-risk youth to the sport of cycling and promote bicycle safety; 2) create positive role models and enhance the image of law enforcement; and 3) actively promote and practice drug-free lifestyles. The youth members of the club have been recruited from Denver's Weed and Seed neighborhoods by Denver Police Department officers.

The Club has already received financial support from several local businesses, and the Ford Motor Company has become the key corporate sponsor with a recent \$5,000 contribution. Additional support has been provided by the Colorado Air National Guard, whose members have assisted in transporting the Club's bicycles to and from various events.

The FRCC will also organize and support a competitive racing team to participate in local and national United States Cycling Federation (USCF) events. One of the long-term objectives of the club is to develop the cycling skills of the youth members to the point where they will join this core racing group and compete in USCF sponsored races.

DISTRICT OF COLUMBIA

Junior G-Men Program

The FBI's Washington field office initiated a program called Junior G-Men. The program blends bureau history, problem-solving skills, and exercises to build self-esteem. The FBI program awards gold badges to youths after completion of the program.

The program started at Savoy Elementary in Anacostia in the winter of 1991. It expanded first to Bancroft Elementary in Mount Pleasant, then to Charles Young Elementary School in Kingman Park,

last September. Some students from the Weed and Seed site who attend Charles Young have had an opportunity to join the program.

About 250 students have completed the program, including those who will earn their badges in June. To get the Junior G-Men title and badge, students study for 32 weeks with FBI agents and support staff members. They write memos to agents with tips on solving crimes. They take physical fitness tests and devote half the classroom time to conflict resolution and lessons on values and self-esteem.

Drug Trafficking

On April 15, 1993, the U.S. Attorney's Office in the District of Columbia announced a significant crackdown on drugs, guns, and violence in the Langston-Carver area of Northeast Washington. More than twenty arrest warrants and ten search warrants were issued for execution as a result of a long-term, federally-funded Weed and Seed investigation conducted by Federal and local law enforcement agencies.

During the last 10 months, there have been more than 500 arrests of defendants who reside in the Weed and Seed area, including more than 100 felony drug arrests, more than 120 arrests for crimes of violence, and more than 130 arrests for firearms violations. Approximately 100 defendants already have been convicted.

Operation Harvest

Operation Harvest, perceived as the largest bust in city history, netted 30 drug dealers and members of four rival gangs that preyed upon people living in or frequenting the Langston and Carver Terrace Weed and Seed housing complexes.

Boys and Girls Club

On April 22, 1993, the Greater Washington Boys and Girls Clubs opened a branch in the Langston Public Housing Complex. The Club serves the Weed and Seed aim to take back the community from drug dealers who have flourished in the public housing complex for years. The Club will offer tutoring, job and computer training, anti-drug and sex education programs, and a place for children to go rather than the streets.

FORT WORTH, TX

Drug Trafficking

The U.S. Attorney's Office, Northern District of Texas, issued a press release on May 17, 1993 announcing the conviction of 12 members of the Douglas crack distribution organization on conspiracy to distribute and to possess with intent to distribute

cocaine charges. Those convicted operated primarily in the Fort Worth Weed and Seed target area. In addition to conspiracy, three of the defendants were convicted of numerous other offenses which will add to the length of their sentences.

The convictions were the result of a six-week long jury trial, which was the culmination of a lengthy investigation by Federal, State, and local law enforcement agencies. The conspiracy convictions carry a minimum of ten years in prison, and a maximum of life. The additional convictions vary in sentence length.

In addition, Patsy Thomas of the Fort Worth Weed and Seed Office, reports that crime is down 37% in the Weed and Seed area. Fort Worth police attribute the drop to the efforts of Weed and Seed.

All American City Designation

On May 22, 1993, Fort Worth was selected as an All American City by the National Civic League. Fort Worth, one of only ten cities nationwide to receive the designation, was selected because of its community policing philosophy and the citizen involvement in working with law enforcement in the community to create safe neighborhoods -- important elements of the Weed and Seed strategy.

KANSAS CITY, MO

The Community Development Corporation has also developed an exciting Community Sentencing program. This program works with substance abuse offenders who are indigenous to the community and have been placed on probation. They are introduced to the construction trades through six months of competency based training that focuses on eight areas of the building trade. The housing stock for the project includes confiscated drug houses, blighted and vacant structures and houses available through a Land Trust that are located within the Weed and Seed area. Participants renovate these structures as part of the experimental training component.

The purpose of the project is to assist in salvaging the human resources within the inner city while removing blight, and teaching viable and transferable skills that can lead to other employment. Supportive services are provided to the participant and his/her family throughout the training period.

PHILADELPHIA, PA

Thousands of items of sportswear seized by the IRS and FBI were given to United Neighbors Against Drugs (UNAD), a non-profit organization located in the heart of Philadelphia's Weed and Seed areas. The clothing was forfeited by order of the District Court in the Eastern District of Pennsylvania.

These items will be used in a fund raising effort called "Teen Screen Operation." Neighborhood youth will silk-screen and sell the forfeited sportswear. Proceeds from the sales of these items will be plowed back into UNAD's fight against drug trafficking in its community.

In October 1992, UNAD was the recipient of property located at 2740 North Front Street, Philadelphia, forfeited under the drug control laws in connection with the prosecution and conviction of the Rosario "Red Tape" drug gang, a group which terrorized the area of Philadelphia in which UNAD now operates.

After months of rehabilitation efforts by UNAD, this property will soon open and house a Safe Haven and educational and job training programs for community members of all ages.

RICHMOND, VA

In the first 6 months of 1992, four people were killed around the Gilpin Court housing project Weed and Seed demonstration area in East Richmond. In the 9 months since then, the number has been zero.

Before Weed and Seed, Gilpin Court had no foot patrols. Now, an average of eight officers walk the project every 24 hours. The Community Police Officers have joined the area PTA, given their beeper numbers to residents, and "adopted" several families at Christmas.

In Blackwell, a South Richmond housing project that is the other local Weed and Seed area, the "Lunch Buddy" program sends officers to school lunches.

Availability of Publications

Additional copies of the Fourth Quarterly Report to Congress on Operation Weed and Seed are available from EOWS. Districts which have a Weed and Seed program established or in the review process and all others are invited to contact EOWS for copies at (202) 616-1152.

This is a reminder to all U.S. Attorneys to submit the names and addresses of up to ten (10) individuals in each community considering developing the Weed and Seed strategy. Several offices have already done so, but we still have plenty of the manuals available. It is very important that we maintain a list of all manual holders so that any/all future updates may be sent directly to the individuals.

Note: If you would like to submit information to share with others in future newsletters, please forward to:

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