

A guide for implementing the neighbourhood-level strategy development process.

IMPLEMENTING NCLB



NCLB matters because neighbourhoods matter

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No Community Left Behind (NCLB) Strategy

Overview

No Community Left Behind (NCLB) is a strategy development process for strategic action vis-à-vis community development, community partners engagement, exploring opportunities and adopting new ways to building stronger, healthier and safer communities.

This document presents a community-based, multi-agency approach to putting a neighbourhood level, strategy development process in place for both social development and neighbourhood restoration.

In the most disadvantaged neighbourhoods, usually, crime and fear of crime have been observed to be the predominant concerns. The NCLB addresses social determinants of health through a collaborative approach to integration of services. If crime is a matter of concern for residents in a given neighbourhood, the NCLB approach helps to work towards crime prevention as well.

The goal of the NCLB approach is to engage residents in neighbourhood assessment and local level planning, implementation and evaluation process.

The NCLB strategy brings together communities, community associations, community houses, local Health and Resource Centers, City, other service providers and concerned business owners around the shared goal of addressing neighbourhood level problems, ranging from installing play structures for children and beautification to preventing crime and gang activity through curative measures, depending on the needs and priorities of each individual neighbourhoods.

In the neighbourhoods where crime prevention is not the primary concern, a normal process of setting up a local Steering Committee, followed by engaging the community in the rest of the planning and implementation phases, takes place.

If the community is at risk and fear of crime is a major hurdle in the way of effective community engagement, the NCLB strategy takes a two-pronged approach to crime control and prevention:

- a) Law enforcement agencies build trust relationships with residents and cooperate with other partners in removing criminals from the community.
- b) Program activities bring prevention, intervention and neighbourhood revitalization services to the area to restore a sense of safety.

By eliminating the fear factor, the two-pronged approach paves the way for maximum community participation in setting up broader community development priorities and plans.

The NCLB strategy is based on the key principles of collaboration, coordination, community participation and resources leveraging. NCLB sites (leading organizations implementing the NCLB approach in one or more neighbourhoods) maximize the impact of existing programs and resources by coordinating and integrating existing local, city, provincial, federal and private sector initiatives, criminal justice efforts and social services.

The NCLB strategy places heavy emphasis on resident engagement and community participation. The approach actually empowers 'individuals' to be involved in community development – i.e. they do not have to be part of an organization or group. Residents of the neighbourhoods are actively involved in local level planning and problem solving in their community. The vision of No Community Left Behind is to keep people well; to enable them to live, work, and raise their families in a safe and prosperous environment.

This vision is achieved through:

- Developing a comprehensive community-based strategy and neighbourhood plans to address social determinants of health, while working to address major risk factors that lead to fear, isolation and crime;

- Mobilizing community members and police services to assist one another in identifying and removing criminal elements from the neighbourhoods where crime is a prime issue;
- Assisting concerned service agencies to identify and respond to social/community/health service needs; and
- Engaging and supporting community members to participate more fully in neighbourhood planning and decision-making processes.

Determinants of health are addressed at the neighbourhood level. The positive outcomes of this initiative highlight the impact of holistic community-based projects that include multiple partnerships and a balance between broad-based and neighbourhood-specific planning.

Fundamental principles

The NCLB strategy is based on four fundamental principles: collaboration, coordination, community participation and resources leveraging. These principles set NCLB apart from traditional approaches of the past and are a key to the success of the strategy at the neighbourhood level.

Adaptability is a fundamental principle to the NCLB strategy which can be used in urban or rural settings and can be applied to address various socio-economic demographic challenges and issues faced by communities. The principle of adaptability encourages absolute contextualization of the strategy and recognizes that there is no one model for community development. The strategy helps to shape the 'model' of development for each community.

Collaboration

A host of government departments, social service agencies, community organizations, private sector businesses and residents play an important role in community development. The NCLB approach is to bring all stakeholders investing in the same neighbourhood/s in various ways around a single table. This facilitates sharing information, jointly reviewing local level plans and taking strategic actions, alone or in partnership, for maximizing the return on their investment.

All service providers have a responsibility to the community and a stake in its future. Often, these stakeholders do not have opportunities to coordinate and share information, let alone do strategic planning and pool their resources to jointly address the roots of community problems. The NCLB approach requires communities to establish a collaborative process to capitalize on the full potential that the formal and intentional interaction of stakeholders can provide.

Collaboration leads to permanent channels of communications among stakeholders, partnerships among organizations with similar goals, a strategic approach to addressing local level problems, a broader support for the NCLB strategy and additional resources and support.

Coordination

A number of government agencies and community organizations provide extraordinary services to the community. Most community members may not even know many service providers in their area and the goals, objectives and services offered by these organizations. Moreover, the service providers may not know exactly where overlapping or duplication of services is taking place at the grassroots level.

The NCLB strategic approach brings together the officials who represent these organizations and assist in coordinating their activities. Both coordination across disciplines - such as law enforcement, social services and economic development - and coordination across levels of government and municipal services are critical to the NCLB strategy.

Coordination enables effective allocation and concentration of resources in designated neighbourhoods, a better match of services with identified community needs, elimination of overlap and duplication, and maximum benefit from existing services and programs.

Community participation

Residents' engagement is key. NCLB provides residents with an opportunity and power for input into community development planning and action processes. Communities that are engaged in their own local level assessment and planning to solve their own problems function more effectively than communities which depend on services provided by "outsiders." The NCLB's approach involves residents in assessment and decision-making processes and encourages broad citizen involvement, which is more effective than the programs designed to simply provide services to people or dependent clients. Therefore, community participation through social mobilization activities is one of the core components of the NCLB strategy.

Resources leveraging

Funding to meet the entire scope of needs, which may be required to transform and revitalize a neighbourhood experiencing a multitude of problems - ranging from high crime, and social and economic decay - is limited. The NCLB strategy is an opportunity for a community to leverage the available resources to support strategic planning and organizational structures, which would enable it to tap into additional resources from local and provincial governments, foundations, corporations and other funding organizations. The fact that the community problems come to the fore from the community's collective voice is powerful. It is not some outside agency that comes to assess, prioritize and plan for the concerned communities. Although a front line staff from a local agency may facilitate the community in the implementation of the various phases of the NCLB process, it is, in fact, the community which identifies and prioritizes problems and concerns, and suggests local solutions to the rest of the stakeholders for possible support.

Other local development initiatives in the concerned neighbourhoods get seamlessly integrated under the NCLB's broader umbrella. The NCLB sites are well placed to capitalize on all available funding sources in both the public and private sectors. In fact, NCLB sites are expected to leverage all available resources in order to fully fund their strategies for local development. By the end of the NCLB initial process, the community has a plan with various components and activities that need to be undertaken.

Key components of the NCLB strategy



NCLB is a comprehensive response to putting a strategy development process in place at the grassroots level. Communities are diverse and dynamic. No two communities are alike, nor will any community stay the same forever. There is no universal solution to community development that could be used as a blueprint for all communities. It is thus necessary to put a strategy development process in place that looks into key areas and help the community members identify, prioritize and address their problems on a regular basis.

The No Community Left Behind (NCLB) approach provides an enhanced focus on neighbourhood means im-

proving the community's voice, giving local residents more say over what happens where they live. The four key factors that impact their lives and community's health are their social environment, physical condition and the infrastructure, their economic status and the services that they receive from various agencies, different levels of government and other service providers. Based on this, the four key interconnected components of the NCLB approach and assessment, planning and progress monitoring are: Social, Physical, Economic and Service.

Social:

The well-known concept of "social capital" is key to understanding how the social environment can affect a community's health. Weak social and political networks make it difficult for communities to organize and

work for the collective good. A community with strong social networks is better able to advocate for itself, its residents better able to control their individual and collective futures.

Since social mobilization and community engagement is key to effecting changes to any of the four identified areas, it is recognized as the encompassing component of the NCLB approach.

Physical:

The physical features, infrastructure, facilities, and housing conditions of a community influence the health of residents in many ways. The link between health and the “built environment”—streets, housing, businesses, schools, parks, and patterns of regional growth and change—has become a new focus for public health and planning officials. Hence it is one of the core components of the NCLB strategy.

Service:

The inequitable distribution of health, education, law enforcement, sanitation and recreation opportunities and services in some neighbourhoods can negatively affect the health of a community. The community assessment phase of the NCLB process focuses on identifying risk and protective factors regarding service provision in the designated communities. Different types of risk factors the NCLB planning process takes into account are: Lack of access to necessary healthcare services, culturally inappropriate and poor quality services, prevalence of violence, isolation, reluctance to seek needed services, and unavailability of some basic services.

Economic:

The economic environment, economic status of residents, employment opportunities and working conditions in a community have a critical impact on health. Independent of the impact of each individual's income on his or her health, the economic environment of a neighbourhood has its own physical and psychological impact. Community Economic development is the key to neighbourhood revitalization. That's why the NCLB approach considers community economic development (CED) as one of the core areas of the overall strategy. See the neighbourhood restoration component in the following section which addresses the economic health of the community in greater detail.

When the NCLB approach is implemented in any neighbourhood, the situation is thoroughly assessed from a social, physical environment, service provision and economic status perspective. Different communities are at different levels, facing exclusive issues with diverse influencing factors. When the community enters into the strategic planning process, it identifies core areas for its Community Action Plan.

The following is an example from the Banff, Russell Heights, Confederation Court and Heatherington communities in South East Ottawa. Due to similar ownership and almost similar issues and concerns, the core areas identified for interventions were the following: Social and physical environment in these communities were mostly affected by crime, violence and drug issues. In conjunction with this was the need for service alignment according to the most prioritized needs and concerns. Therefore, law enforcement, community policing prevention and empowerment, and neighbourhood restoration were selected as the core components for action in these communities. Social Mobilization remained the encompassing component.

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

Experience shows that in most vulnerable communities, neighbourhood deterioration, low income and fear of crime, or existence of criminal elements, are usually the major concerns. These issues prevent the community from mobilization and organization in the first place. In such situations, the community crime and neighbourhood deterioration problems cannot be fully addressed with piecemeal solutions. Therefore, the NCLB strategy for such neighbourhoods is a multi-level strategic plan that would include four basic components besides the encompassing component of social mobilization:

- Law enforcement;
- Community policing;
- Prevention, intervention and neighbourhood restoration;

- Neighbourhood restoration.

Law enforcement and community policing represent the “curative” or correctional aspect of the strategy. The focus of community policing is to improve the relationship and accountability between law enforcement and residents. It builds bridges and establishes trust between the community and Ottawa Police Service. Prevention, intervention, treatment and neighbourhood restoration represent the “preventive” components.

Law Enforcement:

Law enforcement goals are the identification, arrest, prosecution, conviction and incarceration of violent criminals and drug traffickers operating in the partner communities. Some of the law enforcement initiatives in the NCLB sites focus on special enforcement operations such as assigning special neighbourhood officers, offenders-focused approach, intensified drug and gang watch and elimination of gang activities in these areas. City by-law plays an effective role in problems such as nuisances, noise, graffiti removal etc.

Community Policing:

The goal of community policing is to establish mutual trust between Ottawa Police and community members. It aims to raise the level of community involvement in crime prevention and intervention activities to solve gangs and drug-related problems (to name a few), in neighbourhoods and enhance the level of community security. Activities focus on increasing community and police informal interaction, police visibility in the neighbourhood and developing cooperative relationships between the police and residents in the target areas.

Foot patrols, cooperative problem solving discussions, victim referrals to support services, police formal presentations, interaction with youth and nuisance abatement activities increase positive interaction between the police and the community. Community-orientated policing bridges the curative and preventive strategies. OPS officers obtain helpful information from area residents for curative efforts while they help the community members with community revitalization and prevention resources.

Prevention, Intervention, and Neighbourhood restoration:

The prevention, intervention, and neighbourhood component of the NCLB strategy would address the needs of the community and help prevent crime and violence by addressing the risk and protective factors associated with drug abuse, violence, and crime. The coordinated efforts of law enforcement, social service agencies, private sector businesses and residents help improve provision of services. Prevention, intervention and neighbourhood restoration include youth services, after school programs and Youth Council activities. Youth Councils can be established and linked to other councils in adjacent communities for coordinated activities and supported from youth service agencies and the city.

A meeting place, such as a community house in the Ottawa Community housing (OCH) communities or a community centre is the best place to organize and deliver an array of youth and adult-oriented services in a multi-service centre setting. Every NCLB site needs to have access to at least one such meeting/activities and activities space.

The neighbourhood restoration component of the NCLB strategy is part of the Economic development strategy. It is designed to revitalize distressed neighbourhoods and improve the quality of life through economic development and a revitalization of the community’s health and wellness. Neighbourhood restoration programs help to improve living conditions, enhance home security, allow for low-cost physical improvements, develop long-term efforts to renovate and maintain housing, and provide educational, economic, social, recreational and other opportunities. The neighbourhood restoration component also looks into the possibilities of community economic development (CED) opportunities for the residents.

Key elements of the NCLB strategy

The Steering Committee

The Steering Committee is the primary work force in the NCLB strategy. Each NCLB site needs to have a local Steering Committee, closely overseeing and guiding progress in one or more neighbourhoods.

The Steering Committee, consisting of representatives from all social service agencies providing services to the residents in the concerned NCLB site, is responsible for establishing NCLB goals and objectives, supporting community action plans, designing and developing new programs, providing guidance on implementation and assessing the progress.

Each local NCLB Committee is linked to the City community development services and provides it with information on the neighbourhood level plans.

The Strategic Plan

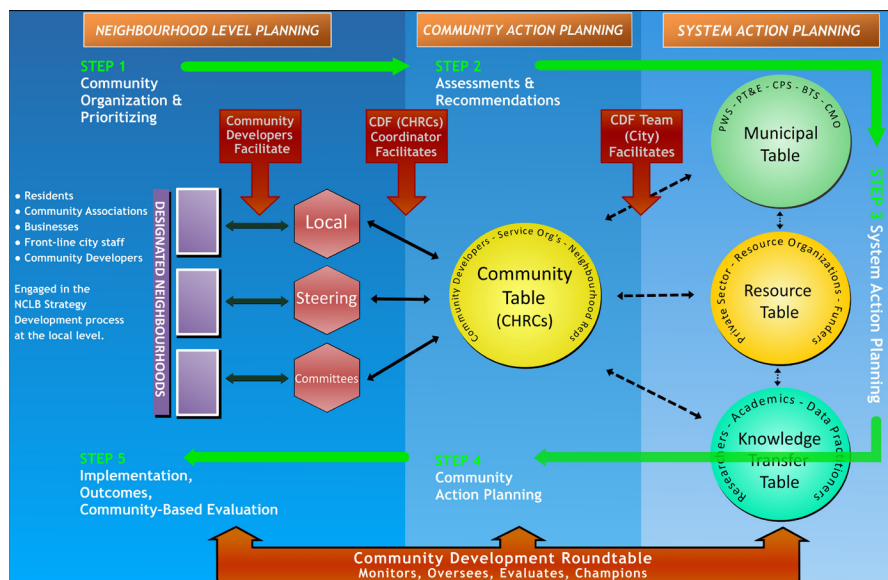
Each neighbourhood in the NCLB Site is directed by its local neighbourhood development plan, approved and supported by the Steering Committee through a community problems and needs assessment process; developing sound resolutions and responses; and securing necessary resources and participation.

In preparation for developing the strategic plan, the community engages a wide range of people from their neighbourhoods and organizations to plan this strategic approach, starting with neighbourhood assessment, developing neighbourhood profile, preparing an inventory of resources, and moving on to identifying the gaps, analyzing the problems and proposing solutions. A local community health or resource centre (CHRC) acts as the main facilitating and coordinating agency in this process for the NCLB site.

NCLB in the context of the Community Development Framework (CDF)

NCLB is now used as an approach to social mobilization in the City of Ottawa's Community Development Framework (CDF). NCLB's strategy is used at the community level for community engagement in the strategy development process, giving selected neighbourhoods an opportunity to systematically articulate their needs and find solutions through a collaboration of all concerned service agencies.

The Community Development Framework (CDF) is intended to move the city to an approach that supports a focused, coordinated and strategic effort to align services and resources addressing community needs in neighbourhoods. The Framework brings together funders, community organizations, residents, researchers and city services to share information and leverage opportunities to support targeted neighbourhood-based initiatives in a strategic and coordinated fashion.



Specifically, the CDF is designed to:

- Build a common vision and commitment to targeting service interventions and resources to high need neighbourhoods;
- Create a common understanding of neighbourhood boundaries;
- Use social indicators of health as objective measures upon which to select the neighbourhoods of greatest

need;

- Bring together community leaders, funders, researchers, community organizations and municipal services to mobilize and leverage resources and coordinate services;
- Create a mandate to work with partners to clear roadblocks and leverage resources;
- Align resource priorities and service personnel towards the targeted neighbourhoods with greatest needs;
- Create a community-based evaluation framework in order to monitor progress;
- Provide neighbourhoods with research-based practices, tools and approaches to facilitate community problem solving.

System Level:

In order to accomplish this, the structure will include the following multiple components as a system support, working together to meet the above-stated goals:

- A Community Table (shared experience);
- A Community Development Roundtable (shared leadership);
- A Knowledge Transfer Table (shared knowledge);
- A Resource Table (collaborative processes);
- A Municipal Services Table (coordinated services).

As we can see in the following figure, Community Health and Resource Centres in Ottawa would play a key role in establishing local Steering Committees and engaging residents in their neighbourhoods in the strategic planning process. Accordingly, any lead agency (CHRC) coordinates and supports the initial contact with community members and partnering agencies by providing meeting space, mailing resources, planning assistance, and other necessary support. Later on, the same CHRC assumes the responsibility for implementing the strategy development process and coordinating among the stakeholders.

Community level:

Other partners include the councillor's office which has a key role to play in the designated neighbourhoods along with management of the many agencies and organizations. Commitment and dedication from the community at the grassroots level and decision makers in lead agencies and municipal service departments are critical to the success of the collaborative approach.

The Community Developer/NCLB Coordinator in each CHRC manages the Steering Committee, organizes day-to-day program activities, and oversees progress on the community action plans.

Community members' consistent engagement is a critical component. The community is involved from the beginning in identifying concerns and priorities and formulating local solutions. NCLB builds communities capacity to solve their own problems. Citizen involvement, whether through community meetings, local projects, marches, rallies, involvement on the Steering Committee, or other activities, is a key to the success of local level planning and implementation.

Business partners can help sites build and leverage resources to create positive change for the community. To create a comprehensive strategy, business leaders are involved in activities such as sponsoring community festivals and events. If the emphasis is on crime in a given neighbourhood, The OPS play an essential role for the curative activities.

Faith-based organizations are often the heart of communities. Churches and other faith-based groups have resources and the unique ability to facilitate change and increase community involvement in strategy development process at the neighbourhood level.

Youth-serving organizations are important members in this comprehensive community effort. As prevention

and intervention are important components of the strategic process, it would be important not to duplicate efforts. Sites would work in close collaboration with other youth-focused organizations to ensure that youth in the designated areas receive the needed resources and services.

The way to go

The development process of a neighbourhood level plan requires significant commitment by the community to engage in strategic planning, collaborate with key stakeholders and coordinate programs and services. The basic characteristics of the strategic planning process would be:

- A focused process that concentrates on selected issues;
- Assessment of community assets;
- Assessment of community problems and needs;
- An action-orientation with a strong emphasis on practical results;
- An emphasis on innovative approaches to problem solving.

The basic planning stages involved in developing the NCLB strategy would be:

- Organization and convening of a NCLB Steering Committee;
- Selection or confirmation of the designated neighbourhoods;
- Conduct of a community assessment in the designated neighbourhood;
- Selection of priorities and strategies to address neighbourhood challenges;
- Identification of goals, objectives, and major tasks;
- Development of an implementation plan;
- Implementation;
- Monitoring and evaluation;
- Readjustment.

NCLB Strategy Development Process

This implementation Guide explains different phases of the NCLB strategy development process and gives basic framework for implementing the No Community Left Behind strategy. This guide is not intended to provide set criteria to be met by every NCLB site. Rather, it offers a process to be followed and contextualized according to the unique character, strengths, and needs of each neighbourhood, using appropriate tools to reach the milestones according to the specific circumstances in each neighbourhood.

Overview

No Community Left Behind is a strategy development process for neighbourhood level planning. It is a community-based, multi-agency approach to collaboration and integration of services for neighbourhood restoration and revitalization.

The No Community Left Behind strategy stresses collaboration, coordination, resources leveraging and community participation as key principles. This approach gives communities a comprehensive structure, critical planning tools and access to organizations and agencies focused on community development and neighbourhood revitalization. This initiative is unique in that communities use the No Community Left Behind strategy to develop and undertake efforts tailored to the issues, needs and concerns of their individual neighbourhood.

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

Vision

This vision is achieved through:

- Developing a comprehensive community-based strategy and neighbourhood plan for addressing social determinants of health;
- Assisting concerned service agencies to identify and respond to social, physical, service and economic needs;
- Engaging and supporting community members to participate more fully in neighbourhood planning and decision-making processes; and
- Addressing major risk factors that lead to fear, isolation and crime where these stand out as priority issues.

Most importantly, the process realizes the importance of community participation. Community members are centrally involved to assist in solving problems in their neighbourhoods. In addition, the private sector is a pivotal partner in the No Community Left Behind strategy.

Overview of the No Community Left Behind Process

Goals and Objectives

The purpose of the No Community Left Behind approach is to put a strategy development process in place to improve quality of life in designated neighbourhoods.

The primary objectives at each No Community Left Behind process site are to:

- Develop a comprehensive community-based strategy for consistent community engagement;
- Coordinate existing and new government and private-sector initiatives for local development;
- Mobilize community members and service providers to collaborate in identifying and prioritizing the key issues of concern in their neighbourhoods, and assist service agencies in responding to social/

community/health service needs, and participate more fully in neighbourhood planning and decision making processes.

Key Components

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

1. Social, 2. Physical, 3. Service, and 4. Economic.

Since social mobilization and community engagement is the key to effecting changes to any of the four identified areas, it is recognized as the encompassing component of the NCLB approach.

Social:

The well-known concept of “social capital” is key to understanding how the social environment can affect a community’s health. Weak social and political networks make it difficult for communities to organize and work for the collective good. A community with strong social networks is better able to advocate for itself with residents better able to control their individual and collective futures.

Following are the key factors of the social environment for thorough assessment in the phase 1 of the NCLB implementation. A close look at the following protective and risk factor make it easy for the NCLB coordinators to frame their social mobilization approach.

Cultural characteristics:

In most of the multi-cultural communities in Ottawa it is easy to note the dominant values, attitudes, and standards of behavior connected to race, ethnicity, gender, religion, or nationality, as well as from other types of social and cultural groupings.

Protective factors: Cohesion, a sense of community, and access to key cultural institutions. Focus on these factors facilitates the social mobilization process.

Risk factors: Racism, language barriers, acceptance of unhealthy behaviors, and absence of expectations that promote healthy behavior and community safety are the factors which indicate the challenges to social mobilization in any community.

Social support and networks:

There are two types of social capital: bonding capital, which deepens social relationships within an immediate community, and bridging capital, which strengthens the links between one group and the people and institutions in the larger neighbourhood.

Social support networks include friends, family, colleagues, and neighbourhood acquaintances. These networks exist within the community and beyond it, such as churches and clubs. Yet in some communities with mostly new immigrants, these networks are lacking and become a hurdle to effective social mobilization.

Protective factors: Social capital that can provide access to social supports and economic opportunities, as well as to certain health services and resources. Pro-social adult role models and peer networks for young people.

Risk factors: Lack of social supports and positive role models. Residents do not have access to networks outside the neighbourhood that can link them to employment and other key opportunities (sometimes referred to as an absence of “bridging” social capital).

Community leadership and organization:

Level of capacity for mobilization, civic engagement, and political power.

Protective factors: Community leaders and organizations provide needed supports and services. Political power allows needed resources to be leveraged into the neighbourhood.

Risk factors: Lack of leadership, organization, and political power impedes the flow of resources needed for neighbourhood problem-solving and hampers community leadership development.

Physical:

The physical features, infrastructure, facilities, and housing conditions of a community influence the health of residents in many ways. The link between health and the “built environment”—streets, housing, businesses, schools, parks, and patterns of regional growth and change—has become a new focus for public health and planning officials. Hence it is one of the core components of the NCLB strategy.

The key factors for neighbourhood assessment from the physical environment perspective are: Built Environment and Infrastructure: Housing, parks, recreation facilities, utilities, housing under or near power lines.

Protective factors:

- Access to affordable, high-quality housing,
- local parks, community and recreation centres, libraries, etc.
- practical opportunities to walk, run, and bicycle,
- Community design that supports physical activity as well as community safety from the perspective of Crime Prevention through Environmental Design (CPTED).

Risk factors:

- Poor maintenance,
- inadequate garbage collection,
- improper garbage management,
- problems with inadequate sanitation and pest infestation,
- absence of recreational and leisure space for kids, and
- urban design that inhibits physical activity.

Geographic Access to services/facilities: Access to roads or transit connecting to resources within the neighbourhood as well as the broader area.

Protective factors:

- OC Transpo facilitates access to services, employment, and cultural and recreational resources in the city.

Risk factors:

- Isolation from job centres,
- particularly areas without OC Transpo access,
- Distance from recreational facilities or safe parks.

Environmental Quality:

Protective factors:

- Policies and practices related to air, water and land that maintain a clean, healthy environment in the neighbourhood and in the surrounding areas.

Risk factors:

- Excessive or mismanaged garbage,
- presence of and exposure to toxics, and
- pollution in the neighbourhood.

Service:

The inequitable distribution of health, education, law enforcement, sanitation and recreation opportunities and services in some neighbourhoods can negatively affect the health of a community. The community assessment phase of the NCLB process focuses on identifying risk and protective factors regarding service provision in the designated communities. Lack of access to necessary healthcare services, culturally inappropriate and of poor quality services, prevalence of violence, isolation, and a reluctance to seek needed services,

and unavailability of some basic services are all different types of risk factors the NCLB planning process takes into account.

Public Safety: Police and other emergency services.

Protective factors:

- Desired and necessary amount of police presence,
- Mutual trust between the community and OPS,
- Little crime, fear of crime and
- Lots of community ownership activity and social interaction.

Risk factors:

- Prevalence of criminal activities breeds fear, isolation, and a reluctance to benefit even from the available and needed services, as residents avoid leaving their homes and spending time outside or to visit community houses in the vicinity.

Housing and Health Services: Accessibility, affordability, and quality of care for individuals and families. Responsive Social Housing service for the low income communities.

Protective factors:

- Housing authorities responsive and provide timely and inclusive services,
- Necessary, accessible care delivered in a culturally sensitive manner in satisfactory health facilities with well-trained and culturally appropriate practitioners.

Risk factors:

- Lack of access to necessary healthcare services,
- Poor response to maintenance calls,
- Culturally inappropriate or poor quality services.

Community and Public Support Services: Neighbourhood-level public services, including schools, parks and recreation, transit, sanitation, and community and childcare centres. Community institutions include faith-based institutions, social clubs, and Tenants' Associations.

Protective factors:

- Quality support services act as important neighbourhood institutions providing needed services as well as venues for neighbourhood meetings and leadership development.

Risk factors:

- No meeting place,
- Needed services are not available while those located in the neighbourhood are undependable and of poor quality.

Economic:

The economic environment and economic status of residents - employment opportunities and working conditions of a community - have a critical impact on health. Independent of the impact of each individual's income on his or her health, the economic environment of a neighbourhood has its own physical and psychological impact.

Community economic development is the key to neighbourhood revitalization. That's why the NCLB approach considers working on this aspect of the community life as one of the core areas of the overall strategy. For additional details, see the neighbourhood restoration component in the following section that addresses the economic health of the community.

Employment, income, wealth, and assets: Looking at the community from the health determinants perspective tells us that the quality and quantity of employment opportunities available to residents and the amount of collective wealth and assets in the community can influence residents' health.

Protective factors:

- Community economic development opportunities;
- Access to micro-credit;
- Living-wage jobs with health benefits;
- Safe workplaces;
- Savings, retirement, and homeownership provide economic stability.

Risk factors:

- Large numbers of community residents with low-wage jobs with no benefits and unsafe working conditions.
- Racial and economic segregation and concentrated poverty lead to higher stress, youth engagement in negative activities, and less focus on child development.

In some communities where fear of crime is the uppermost concern, the above four factors can be creatively addressed in classifying the approach to community development in two broad categories: crime prevention and social development. This covers the service, as well as the social, physical and economic aspects of the NCLB strategy.

Correction and prevention become the two vital components in such circumstances. Law enforcement and community policing represent the correctional aspect of the strategy. Intervention, and empowerment and neighbourhood restoration represent the preventive phase. Community policing is involved in both corrective and preventive activities and serves as a bridge between the two components.

Law Enforcement (Service)

This aspect of the NCLB approach focuses on both collaborative problem-solving processes and enforcement tactics to reduce and suppress crime at the neighbourhood level. The law enforcement component is designed to remove crime and violence. Efforts are directed mainly at identifying, apprehending and prosecuting the most serious and visible criminal activities and the perpetrators in the neighbourhood.

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

Community Policing (Service and social)

Community policing supports intensive law enforcement operations and serves as a bridge to the correctional component. Community policing embraces two key concepts — community engagement and problem solving. Under this model of policing, officers establish an ongoing dialog with community members to solve crime problems through a systematic process to address the underlying causes of crime.

This continued interaction (as opposed to situational/issues meetings) fosters a sense of responsibility within the community to contribute to solutions, focus on increasing police visibility and develop cooperative relationships between the police and community members.

Some community-policing activities could include informal meetings with the community members, foot patrols, victim referrals to support services, presentation of crime stoppers, and interaction with youth in the neighbourhood and community support in gathering evidence about criminal activities.

Community mobilization is also crucial to community policing for crime prevention purposes. Programs that encourage community participation and help prevent crime include neighbourhood watches, citizen marches and rallies, initiatives led by various faith communities and graffiti removal.

Prevention and Empowerment (Social)

Studies show that risk factors such as economic deprivation, lack of meaningful support to families at risk, and early academic failure increase the likelihood that a child will develop health and behavior problems in adolescence. Similarly, protective factors such as positive individual characteristics, bonding, healthy beliefs

and clear standards set by parents and society reduce the impact of risk factors on children.

The prevention, intervention and empowerment component, therefore, concentrate on an array of human services in the designated neighbourhood to create an environment in which crime and violence cannot thrive. Links among law enforcement, Ottawa Community Housing, social service organizations, other agencies, the private sector and the community are strengthened to improve the overall quality of services to community members.

Neighbourhood Restoration (Economic)

This component focuses on improving and revitalizing the economic and social conditions of distressed neighbourhoods through neighbourhood restoration strategies. This component addresses and seeks to expand the economic vitality of the community so that crime and disorder will not thrive. As with the other components, neighbourhood restoration is achieved through the coordinated use of provincial, local and private-sector resources. Strategies focus on economic development, employment opportunities for community members and improvements to the housing stock and physical environment of the neighbourhood. Restoration activities include renovating and refurbishing housing, improving public spaces such as parks and recreational facilities, and creating opportunities for job readiness and employment training, including entrepreneurship and job creation.

Developing the neighbourhood-level Strategic Plans

The process for developing a No Community Left Behind process strategy requires a significant commitment from the community to engage in strategic planning process, collaborate with key service providers and coordinate programs and services. Strategic planning involves a specific process that assists the community with identifying a future vision, managing change and creating the best possible future for community members. The end result of the strategic planning process is a detailed Community Action Plan for implementation and change. The basic characteristics of the strategic planning process are:

- A focused process of community assessment for concentrating on selected, priority issues;
- An inventory of resources and explicit consideration of resource availability;
- An action orientation, with a strong emphasis on practical results;
- An emphasis on innovative and collaborative approaches to problem solving.

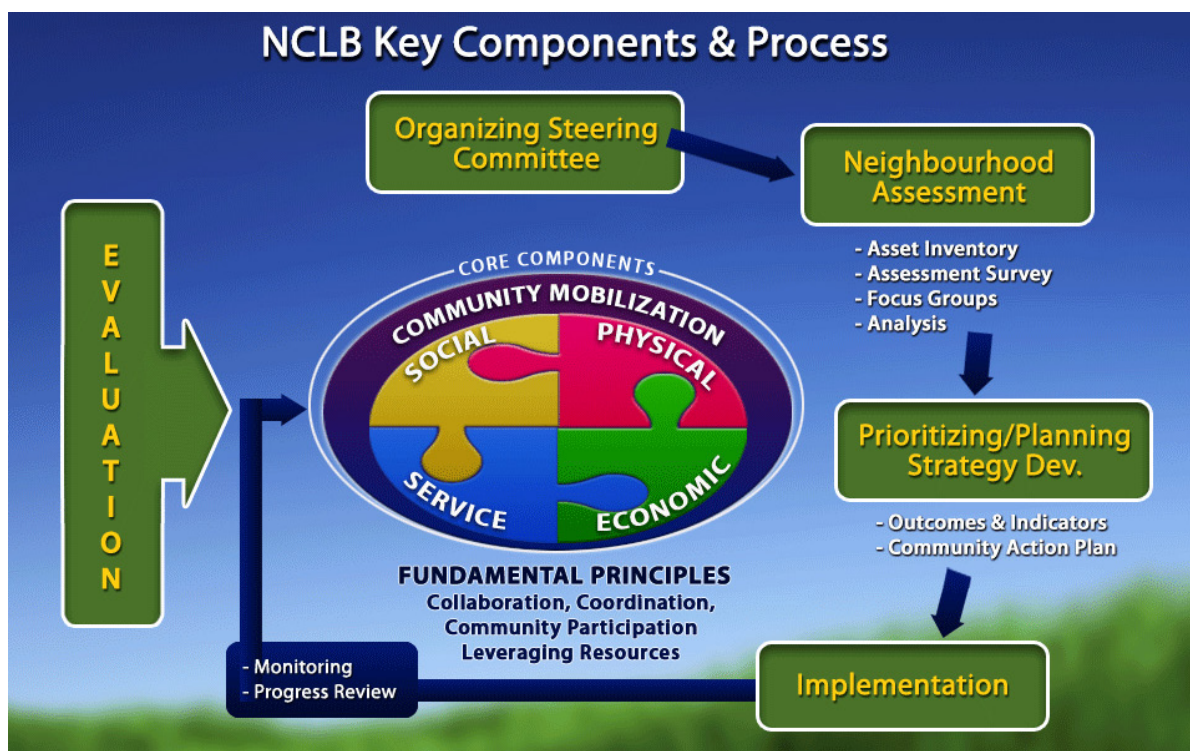
There are eight basic planning stages involved in putting the No Community Left Behind process in place in any neighbourhood. Although the strategic plans vary from neighbourhood to neighbourhood, the planning stages are common across all NCLB sites:

- Phase 1: Organizing and convening a local, site-specific Steering Committee;
- Phase 2: Selecting or confirming the designated neighbourhood;
- Phase 3: Conducting a participatory community needs assessment of the designated neighbourhood;
- Phase 4: Developing neighbourhood level plans;
- Phase 5: Implementation process;
- Phase 6: Evaluation.

Working through these phases and planning steps is not a neat, consecutive process with some pre-defined length of time. Work on more than one phase and steps usually occur simultaneously. For example, selection of the Steering Committee may be in process while a community survey is administered in the designated neighbourhood to assess the situation in black and white for clarity and planning. The implementation plan explained here is viewed in terms of each community's context, character and environment.

PHASE - I

Organizing the Steering Committee



Overview

The Steering Committee is required to maximize the chance of No Community Left Behind strategy's success. A step-by-step process for organizing the Steering Committee starts with an overall vision for a well-functioning and successful Steering Committee. The extent to which the given steps could be followed depends on the environment. Circumstances vary from one CHRC's area (NCLB site) to another, and the stakeholders need to take the most suitable path according to the situation they face.

Vision

The NCLB is a collaborative effort among organizations, agencies and community members that care about the designated neighbourhood. This collaboration is reflected in the Steering Committee, which provides a structure for building a commitment to the No Community Left Behind process, identifying areas of greatest community need, coordinating programs and services for local community members and ensuring everyone's involvement in working toward the same goals.

The most basic objective is to avoid duplication of resources in undertaking isolated projects which, despite good intentions, are not sustainable because they are not integrated with other initiatives for maximum impact and return on long-term investment.

The membership of the Steering Committee is large and diverse. Individuals from the following key stakeholder groups should ideally be part of the committee.

1. Local CHRC (coordinating the NCLB program in different neighbourhoods the area);

2. Ottawa Community Housing or other corporate housing owners;
3. Community Houses (On-site social service agencies.)
4. Local City councillor/s;
5. Ottawa Police Service;
6. Boys and Girls Club;
7. Youth Service Bureau;
8. Children's Aid Society;
9. Grassroots representative: community members of the designated neighbourhood;
10. City services representatives;
11. Additional committee members may include representatives of the legal aid office, social/community/health service agencies, recreation and employment agencies, schools, nonprofit and community organizations and businesses;
12. Potential donors to the community development projects (such as the United Way).

The list is not exhaustive indeed because membership will mostly depend on agencies and organizations catering to the identified community needs and prioritized issues.

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

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

Initially, the Steering Committee meets frequently to establish the organizational structure, develop a vision for the neighbourhood and oversee development of the No Community Left Behind strategy. As the process moves to strategy implementation, the Steering Committee may meet less frequently only to focus on key areas of responsibility such as developing policies, coordinating subcommittee activities, approving changes to the strategic plan, monitoring progress on goals and objectives and providing leadership and advocacy for the No Community Left Behind strategy.

Implementation Process

Step 1: Meeting stakeholders to ensure commitment

While meetings between the concerned stakeholders predictably occur in the beginning stages, it is necessary to widen the participation level and confirm support up front from key local officials such as the Councillor, OPS senior management, and appropriate city staff. The results of these discussions establish the direction, character and framework for the entire initiative. The following important issues, however, need to be emphasized:

- The NCLB approach requires coordinated efforts to revitalize the designated neighbourhoods;
- The NCLB approach requires coordination among different levels of law enforcement efforts. An atmosphere of commitment, cooperation and trust must exist if the initiative is going to operate successfully. It must be presented as a long-term activity.
- Successful coordination and management of the No Community Left Behind strategy require con-

tinuing staff resources. There could be several ways for resource management and effective coordination.

Step 2: Creating a Core Group to provide leadership

To avoid slowing down the process in the initial phase, the focus needs to be on establishing a core group of frontline staff and community representatives to:

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

Selection of staff and other members need to be based on their skills and ability to complete a specific task rather than their organizational roles/affiliations. Each participant agrees to help develop and implement the No Community Left Behind strategy and is considered a member in the business of the Steering Committee.

The core group organizes public meetings and attends meetings of existing community organizations in the designated neighbourhood to fully explain the NCLB approach and obtain grassroots support. This is best accomplished by including key neighbourhood community members at the start of the planning process. Without their support, the No Community Left Behind process will not have the opportunity to succeed.

Step 3: Ensuring Stakeholders' Commitment

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

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

Step 4: Determining the Roles and Responsibilities

The core group drafts the roles and responsibilities of the Steering Committee. This information is important during the initial process of looking for suitable members and when asking the selected individuals to commit to serving on the Steering Committee.

Once the Steering Committee is formed, members revisit and finalize roles and responsibilities. It is clear from the outset that Steering Committee members are responsible for more than strategic planning, policy, and management — they ensure that the organization they represent makes a long term commitment to making the approach a success.

These commitments may take the form of a partner organization re-programming staff for service provision in the designated neighbourhood or a community organization providing resident volunteers for some activities. Whatever the commitments, they are made public so that each Steering Committee member and the organization he/she represents are aware of them and follow through can be monitored.

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

- Developing a future vision of the designated neighbourhood;

- Conducting an in-depth community needs assessment;
- Establishing subcommittee for strategy development;
- Overseeing development of the strategic plans and giving final approval;
- Approving selection of the NCLB Coordinator and other staff (if needed);
- Identifying resource commitments from each member.

Once the neighbourhood level community action plans are developed and implementation is under way, the roles and responsibilities of the Steering Committee focus on policy, management and advocacy. More specifically, the roles and responsibilities include:

- Oversight and management of goals and objectives;
- Guidance on and resolution of implementation issues;
- Coordination of subcommittee activities;
- Development and integration of activities in all four core areas; social, physical, service and economic;
- Approval of changes to the strategic plan;
- Development/Approval of grant applications and adjustments;
- Monitoring of progress on evaluation and effectiveness of the No Community Left Behind strategy;
- Provision of leadership.

Step 5: Developing the Decision-making Processes

Steering Committee members also develop the decision-making processes that enable the committee to govern the NCLB process effectively. The decision-making processes could be defined through agendas, and policies and procedures, or suggesting bylaws.

The Steering Committee develops terms of reference with written policies and procedures to address questions such as: How often will the Steering Committee meet? How will meeting agendas be established? Will decisions be made through consensus or majority rule? How and when will vote taking occur?

Step 6: Creating an Organizational Structure for Implementation

It is the responsibility of the implementing CHRC to establish a blueprint for the No Community Left Behind process organization and how people will be grouped to accomplish its mission and work. The structure includes the Steering Committee as the governing body for the NCLB process. The Steering committee is responsible for proposing subcommittees, identifying potential membership, and providing direction/support to ad hoc and permanent sub-committees. Staff-related issues are the responsibility of the respective CHRC.

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

Neighbourhood Selection

Overview

Critical components of this selection process are the assessment of neighbourhood assets and needs, overall

community involvement and identification and commitment of community resources essential to the implementation of the No Community Left Behind strategy.

Vision

After the Steering Committee has been determined, the designated neighbourhood(s) are selected to implement the No Community Left Behind strategy. Although some communities may already have a predefined area to target for the NCLB initiative, a selection process is important to ensure the area meets the established criteria and can be supported through implementation of the NCLB strategy. The City and University of Ottawa's neighbourhood study will play a key role in the selection of neighbourhoods for initial intervention.

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

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

- a) Status of the potential neighbourhood compared to others on the basis of University of Ottawa's neighbourhood study;
- b) Elements in the neighbourhood that can be addressed;
- c) Challenges that might affect the success of the NCLB strategy, and
- d) The depth of community leadership needed to move the strategy forward.

This process involves looking at all possible elements. An area defined as neighbourhood from other projects' point of view may not be appropriately meeting the needs of the No Community Left Behind strategy. It might be necessary to look at the surroundings neighbourhoods and their mutual influence.

An Initial Planning Committee uncovers all resources that can be leveraged or stakeholders who have a particular expertise that are not widely known. The Planning Committee may be broadened to include additional resource professionals along with community members. However, a manageable size is advisable. The number of individuals is dependent on the amount of work and experience of the committee members.

The committee does not discuss budgets or funding at this point in the process. It concentrates on the tasks of assessing the need and evaluating the feasibility of the neighbourhood/s in question. On completion, the committee has information to make informed and appropriate choices in the selection of a neighbourhood. Although the selection of a specific neighbourhood is probably not as dramatic, it helps determine how the overall strategy is implemented and whether it is successful.

Implementation Process

Step 1: Comparing Collected Data with Criteria for Neighbourhood Selection

The focus of the NCLB process is to assist neighbourhoods that are experiencing economic and social challenges, which are often coupled with crime problems. The ability to clearly identify social, economic, service, and challenges related to physical environment also contribute in the development of the overall strategies used to address these challenges. Therefore, the information collected and analyzed also plays an important role in the development of neighbourhood-specific strategies for implementation.

There are many signs that indicate a neighbourhood is experiencing stress. Most of the signs are visible on inspection of the neighbourhoods being considered for designation. Along with the University of Ottawa's study, the following criteria could be suggested for consideration. If a neighbourhood being considered meets more than half of the set criteria with at least 50 percent crime related criteria, it will meet the overall requirements for designation.

Additional criteria could be incorporated after consultation and deliberation among the Steering Com-

mittee members. To compare a site with these criteria, the Planning Committee gathers and analyzes information from public sources. Several general sources — local library, local university, Statistics Canada, city departments, House directors, and the community itself — can be helpful in gathering information to select the designated neighbourhood for the No Community Left Behind process.

Present potential sites such as Banff Avenue and Russell Heights in Ottawa South are well known for the aforementioned problems. In general, however, there is a need to set criteria on the basis of which to recognize an area fit for the NCLB initiative. Even if the sites are well known, collecting the following type of data can help establish a benchmark against which progress of the process is evaluated over a period of time. Assistance in collection and analysis of data can be assigned to community volunteers or students. The following types of data are collected:

City's master plan

The City's 20/20 Human Services Plan Priority on People, gives an idea about what city leaders have drafted. The plan helps identify the objectives to be accomplished over a period of time for the potential site area. It is important to know what these plans are and how community members and other stakeholders will be affected in the context of the Community Development Framework (CDF). Under the CDF, progress is evaluated according to the set evaluation framework and goals of the CDF.

Community's perspective

Data does not tell the full story. Information may be skewed depending on who is collecting the data and on their intended use. One source of information that cannot be skewed in a broad consultation is the voice of the community. Engaging community members, business owners and community leaders in discussions about the condition of the community is an excellent source of data. This could be done in a variety of ways including arranging meetings through community development organization and faith-based organizations, and discussing the problems for obtaining an accurate picture of the situation in the field.

Social service data

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

Economic development data

Various organizations, including universities and financial institutions may have economic development data about planned development projects, micro loan funds, technical assistance resources, and entrepreneurial training programs designed to encourage increased business development. These programs and resources are key indicators of economic potential for an area.

Police calls and crime data

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

School data

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

Step 2: Analyzing the Data

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

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

The answers to these questions constitute the analysis of the data. More extensive forms of data analysis exist, but the goal is to determine only whether a potential designated neighbourhood meets at least half of the set criteria. Furthermore, it gives a picture of the present status against which progress and impact of the process needs to be evaluated.

Step 3: Looking for Indicators of Neighbourhood Potential

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

The following are examples of “neighbourhood potential”:

- Community organizations. Community based organizations are the lifeblood of the NCLB process initiatives. Effective NCLB strategies require the involvement of and collaboration with community organizations. Even the best conceived programs will not function effectively in the long term without the benefit of resident and community organization involvement.
- Community’s capacity. Community members are the lifelines of neighbourhoods. Traditional economic development efforts have often limited the role and significance of community members; however, successful NCLB strategies require significant resident involvement. The fact that community members have already begun to organize themselves through Tenant Associations, or other organized bodies is an indication that they have a basic understanding of their role as stakeholders in the revitalization of their community. Many community members have experience or expertise in one of the four components of the NCLB process (Social, Physical, Service and Economic)
- Economic potential. If commercial opportunities (shops, stores, or businesses) do exist in the vicinity, the designated neighbourhood has a distinct potential for economic revitalization.
- Identifiable area. The more the designated neighbourhood is sufficiently distinguishable from nearby neighbourhoods, the easier it is to constitute a defined focus for concentrated action. This element is important because the area designated is evaluated for measurable changes such as reduced crime and unemployment.

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

Step 4: Making the Decision

After collecting the relevant information, the Planning Committee meets to make a final decision on the neighbourhood(s) to be selected. Although it is understood that sometimes a neighbourhood or neighbourhoods might be pre-selected as potential NCLB sites, this process is completed to measure progress against indicators which led the Committee to declare a site fit for the No Community Left Behind process.

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

Critical assumptions

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

The time needed to complete the process may also be a challenge. Taking the time to seek out free resources which can help collect the information needed for data analysis cuts down tremendously on the time needed. If the process takes too much time, people may get discouraged and lose their motivation to participate. The process is intended only to ensure that the right site is selected and enough information is available to use as benchmarks to measure progress and evaluate the process.

PHASE - II

Neighbourhood Assessment

Overview

Once a neighbourhood has been designated for the No Community Left Behind process, the information gathered can be used for a more extensive assessment of the area. A neighbourhood assessment is at the heart of the planning process to develop a local NCLB strategy.

The steps involved in conducting an assessment not only enable you to examine the resources that exist within the community (e.g., buildings and programs), but also provide an ideal forum to broaden the engagement of community members by soliciting their ideas, concerns and priorities relative to their vision for the community.

Most importantly, the present information becomes a benchmark to measure future progress through regular assessments and reviews.

Vision

After selecting the neighbourhood for the NCLB process, the Steering Committee oversees the implementation of a comprehensive community assessment. A community assessment focuses on identifying both assets and needs. Examples of community assets range from strong resident-led organizations to quality housing and the overall physical and social environment.

Other assets include strong social service programs, an active small business community and service providers providing a variety of services. An asset can be any resource that is making or has the potential to make a positive impact on the community. A neighbourhood assessment that involves the community members and other area stakeholders who may not have worked together before provides a strong bridge-building tool.

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

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

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

In addition, a community assessment focuses on all the resources that exist in a neighbourhood — some of which are often taken for granted. For example, most neighbourhoods have community members of all ages. Many of the senior community members may have lived in the neighbourhood for many years and are well known throughout the community; they know the neighbourhood history and can contribute valuable ideas and insight. They are an important asset that cannot be overlooked, particularly as the process moves toward developing goals for different core components of the NCLB process.

A comprehensive community assessment is also critical in evaluating the NCLB process. It provides baseline information — a description of the community and its social and economic, physical, service and economic challenges before the No Community Left Behind process. Although it is not always possible to prove that

changes are a direct result of the No Community Left Behind process, accurate documentation of neighbourhood conditions at the beginning is essential to measure the change later.

One of the challenges in forming a new NCLB site is the time required to conduct a thorough community assessment. The following suggested steps are required to conduct a proper neighbourhood assessment.

Implementation Process

Step 1: Assembling the Assessment Team

An assessment team is formed after gathering the University of Ottawa neighbourhood study data and determining whether any assessments have been previously conducted and to what extent.

An effective strategy in conducting this step is to study the available information and prepare to build on it by involving community members, both young and old, in the data collection process.

This mix of team members ensures diversity in the information collected. It is also the first time many community members have been engaged in a process that seeks their ideas and concerns in helping to build a safe, strong and viable community. This level of participation serves as a foundation for the NCLB process as the overall plan is developed in collaboration with the community.

A distinction between the assessment team and the Steering Committee is made for a reason. The purpose of the assessment team is to collect and analyze neighbourhood data. This information is submitted to the Steering Committee to develop the local strategy with the full assistance of the CHRC. After completing the assessment exercise, the assessment team is no longer needed.

A helpful strategy is to convene community meetings to formally introduce the NCLB concept and provide an overview of the importance of conducting the community assessment. During these sessions, surveys can be disseminated and inventory of resources can be prepared. For non-English-speaking individuals, the survey is disseminated in two or more languages to secure maximum participation. The inventory of resources can be developed in the two forms given below for clearer understanding.

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

Step 2: Sources and Type of Information

Data is gathered from both primary and secondary sources. Primary data typically involves information collected from one-on-one interviews, focus groups, surveys and forums. Secondary data includes information that has already been published in some form, such as reports, studies and census information. Most of the information used to select the site comes from secondary data. It is therefore necessary to balance that with as much local, first hand information as possible.

Step 3: Taking a Neighbourhood Inventory

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

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

The checklist contains several overlapping categories and provides a basis for answering these ques-

tions. These characteristics need to be examined from a positive perspective.

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

People

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

Housing

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

Institutions and organizations

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

Businesses

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

Public facilities

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

In looking at the above characteristics, the gathered information answers the following questions:

1. What do we know about each population group?
2. How many exist in the neighbourhood?
3. What do the institutions, businesses, organizations and public facilities offer the community?
4. What is missing?
5. What are the gaps?
6. What activities, programs can be introduced to bridge the identified gaps?

Most of the information needed to address the above questions can be obtained through secondary data and direct discussion with the community and partnering agencies. After taking inventory of the various characteristics and resources, it is time to assess the facilities and “soft” resources that are often found in a community that can be used to facilitate implementation of the NCLB strategies.

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

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

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

The community survey needs to be short and simple. What appears to be a useful resource may not be perceived as such by community members. We may also find that other resources exist but that they are not captured through the scans already conducted. The following are the general categories of resources as well as questions to be asked from community members. These categories could be refined and updated as the process moves forward. The data gathering people have the discretion to determine what is appropriate for their neighbourhood assessment.

Public-sector resources and facilities

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

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

- How do most community members get around?
- What modes of public transportation are available to community members?
- Are routes and daily schedules convenient for community members?
- Are the services considered safe?
- Is the selected neighbourhood easily accessible to other parts of the city?

- Can drug traffickers get into and out of the neighbourhood easily?
- Do the drug dealers live in the community?
- Does a freeway effectively cut off most forms of access into the neighbourhood?
- Are there plans for expansion or improvements to the current transportation system?
- Are there traffic safety problems?

Public safety, fire and social services

One of the key elements of the NCLB process is the involvement of public safety officials. Most communities have a police station or a Community Police Centre (CPC). In addition, other city social service offices can be located in communities to increase accessibility.

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

Employment skills and resources

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

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

Community-serving institutions

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

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

Health and recreation resources

Healthy communities begin with healthy community members. Where hospitals and other health-related services were once considered separate from the community, these institutions now realize they

are critical anchors to communities. In addition, a correlation often exists between the level of recreational resources in a community and the level of youth-related criminal activity. Communities without health or recreational partners can exhibit signs of stress. The following information gives insight into the neighbourhood's situation:

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

Crime

Although the other types of data or information collected thus far needs to be viewed as assets or resources that can positively affect a community, documenting the types of crime occurring in the area is also important. This information is useful, as the CHRC prepares to develop a crime and asset map for further analysis and strategy development in close consultation with the Steering Committee. OPS maintain the bulk of the information relative to criminal activity. In fact, police calls for service generally provide a quick picture of order or disorder in the neighbourhood although fear of reporting can result in painting a false picture. The following are some of the things to keep in mind:

- What appears to be the greatest type of crime being committed in the area?
- Do the calls to police reflect a high frequency of violence or high rates of victimization of particular groups?
- Are the police frequently called to resolve disputes?
- If citizens do not call for police assistance, why?
- Are citizens fearful or distrustful of police?
- Has there been a rise in any particular type of crime?
- Has there been any change in the age, race or gender of the individuals committing crimes?
- Are community members of the neighbourhood afraid to walk the streets at night?
- Who is out at night, and in what types of activities are they engaged?
- To what extent are children and teenagers part of the drug and crime problem?
- Are gangs present in the target area?
- Are gangs involved in drugs and violent crimes?

Step 4: Developing an Asset Inventory Map

The collected information can be incorporated into an asset inventory on a map, which enables a community to locate the geographic boundaries of a neighbourhood and plot the resources and threats. Results include identifying current and potential trouble spots, opportunities for business development, potential meeting places, and important buildings such as schools, hospitals, social service agencies, and public housing developments. In addition, there is also information about the individuals who reside in the community. Collectively, this information helps answer the following questions from the perspective of a community member:

- What do we know about ourselves as community members?
- What do we know about the buildings in our community?
- What do we know about the level of resources being directed into our community?
- What do we know about the trouble spots in our community?
- What do we know about the stakeholders/partners in our community?
- What do we know is missing but needed in our community?
- What do we know are our key strengths as a community?

- What do we know are our key threats/weaknesses as a community?
- What do we know about the organizations that serve our community?

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

Step 5: Identifying Resources

When the extent of gaps in resources is identified, the assessment team finds out what existing resources can be brought into the community and what new ones are developed. To accomplish this, the Steering Committee and implementing CHRC:

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

The first step in identifying existing resources is to develop an inventory of all resource providers and identify the type and extent of available resources. The list of providers begins with the agencies and organizations represented on the Steering Committee. Agencies are listed that already serve the community, including both law enforcement and social services.

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

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

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

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

Step 6: Resources Inventory

At this stage, a chart capturing all the resources that have been identified is developed. (See Appendix 1 and 2 at the end). Although all the identified public and private organizations may not have representatives on the Steering Committee, many organizations are willing to pledge certain resources to support a community strategy. This combination of organizations and pledged a certain level of resources can

be leveraged to generate additional resources.

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

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

Critical assumptions

The concept of data collection and analysis may be intimidating, but it is a learning experience. What is needed is evaluation of the assessment team's capacity, determination of the point person for the team, and establishment of a realistic start and end date.

All the concerned stakeholders need to have a sense of how long the process would take. If it takes too long, they may lose interest. In attempting to complete this process, the team may not uncover all the resources. However, new resources may be found and included as the implementation moves forward.

The process continues to document new resources and disseminates the information to the appropriate committee. Community members can be used to distribute and collect the surveys. Progress of the assessment is shared with the community members to let them know the steps that have been completed and those that are in the process to help keep them engaged in this important process.

PHASE - III

Developing Neighbourhood Level Plans

Overview

The local strategy mirrors the overall general strategy of the process that can be replicated in any neighbourhood. Following are the steps required to begin and carry out the planning process, the elements required for developing a local strategy in each of the designated neighbourhoods, and some techniques for assembling a plan to serve as a management tool for implementation.

Vision

Neighbourhoods selected for inclusion in the NCLB process generally have some common features. Poor social and economic conditions and fear of crime are three of the factors that make these communities challenging to restore.

Given the commitment to overcome these challenges, it becomes important to develop a plan of action that can be followed by everyone involved in the No Community Left Behind process. This plan serves as a blueprint for determining which actions are taken and by whom and how certain goals and objectives are achieved.

Once completed, the neighbourhood level plan provides a clear and concise vision of the community. It identifies the gaps and prioritized issues. It also shows activities and actions for bridging the gaps and addressing the problems. Some of these activities already may be in place and only need integration in the bigger picture; others may have to be developed. There are activities that have previously been contemplated or partially implemented, but players were missing who were needed to sustain them and make them a success. This process to integrate all these missing or ignored links is one of the unique features of the No Community Left Behind process. The neighbourhood-level plan brings stakeholders together to address issues affecting the community. For many, this is the first time they have worked with one another. The plan helps provide guidance to ensure that everyone is following his or her role.

Two types of plans are needed for the neighbourhood level strategy. The first is the strategic plan, which outlines the vision, mission, critical priorities, goals and objectives. The second planning document, Community Action Plan, is an operational or tactical plan - a continuation of the strategic plan that defines, in greater detail, the tasks and resources required and the timeline needed to achieve the goals and objectives.

Implementation Process

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

Step 1: Assembling the Planning Team

Before beginning implementation, the CHRC knows who is participating in the planning process and who can help guide the process so that the final product — the neighbourhood plan — is embraced by all community stakeholders.

Communities vary in the degree and level of participation of individuals during the early stages of the No Community Left Behind process. One community may quickly form a Local Steering Committee that is prepared to lead the planning process. In other communities, a core group of individuals may take responsibility for putting the planning process into action and keeping other community members informed of the progress.

The next question is: Who should be part of the planning team? Bringing together individuals from the community to serve as members of the Planning Committee is a strategic decision that helps move the planning process forward. Individuals who agree to serve on the Planning Committee may ultimately serve

on the Local Steering Committee. For this phase, emphasis is placed on identifying individuals who have the time, expertise, influence and commitment to work through the planning process to create a realistic neighbourhood-level strategy. Emphasis that this is temporary and created specifically for the purpose of planning eases anxiety around the composition of the sub-committee and its responsibility in leading the planning process.

Step 2: Identifying Resources for Planning

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

Before starting, everyone included in the planning process clearly understands what is involved. Often, community members who have never been a part of this type of process feel reluctant to become fully engaged. For that reason additional information or “preplanning” activities are provided.

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

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

Step 3: Preparing to Plan

Based on the information collected during the community assessment, the Planning Committee has sufficient information to identify the neighbourhood’s priorities. These priorities are based on factors contributing to neighbourhood stress and resources that should but do not exist in the community and are desperately needed. In addition, community members provide information on what they perceive are requirements to revitalize the neighbourhood.

Collectively, the Planning Committee has several datasets to work with in developing the priorities. The challenge for the committee is to rank and allocate these priorities based on the four prongs of the overall No Community Left Behind strategy: social, physical, service and economic.

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

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

Differences in perspective and context are evident in all important aspects of the planning process. Members of the community and other stakeholders may view the intentions and design of an initiative differently. While the Steering Committee might design an initiative to assist communities, neighbourhood community members may or may not view the goals and objectives as meeting their needs.

A primary objective in preparing a solid strategy and plan is the development of open communication, cooperation and trust among partners. This can only be achieved through a planning process that is inclusive and respectful of the community. A planning process that considers the neighbourhood perspective leads to creative approaches to achieve desired results.

Step 4: Moving From Community Needs to Critical Priorities

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

In the previous needs assessment process, both assets and gaps were identified. Part of the process in identifying gaps was to encourage community members and other stakeholders to help shape a vision of what the community could be if everyone contributed something to the "community-building pot."

Critical priorities are issues that could affect the ability of the community to achieve this vision. After identifying these priorities, the CHRC and partners assess the ability of the community to address them. Given the multitude of stakeholders who are involved in this process, certain questions are asked of the organization's representatives and the communities separately and collectively to determine what priorities are addressed by the designated neighbourhood. These local priorities are consistent with the goals and objectives of the overall No Community Left Behind strategy.

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

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

After completing this exercise for each of the selected priorities, the CHRC finds that many of the issues can be condensed as it works to ensure they correspond to one or more of the four NCLB components. When the list is completed, the respective CHRC is ready to begin developing goals and objectives to respond to each issue in close collaboration with the rest of the partners.

For planners involved in this process, note that the following four components of the NCLB process would remain constant for all the No Community Left Behind sites: Social, Physical, Service and Economic.

Step 5: Linking Critical Priorities to Goals and Objectives

The goal statements reflect major desired changes in conditions as a result of the NCLB process.

Many agree that a goal is a broad target to be achieved through the implementation of tasks that connect to some measurable objectives.

Objectives are viewed as the tools needed to provide some specificity to the goal. Objectives can be either

qualitative or quantitative. Although the initial goals are often easy to formulate, it is usually the measurement of these goals that presents a challenge.

Goal statements can be made by reversing problem statements so that they express the desired result. For example, if the problem were open-air drug trafficking in a neighbourhood, the goal statement reads: "Eliminate open-air drug trafficking."

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

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

The goals for social development and service provision work in conjunction with all the other goals. Service provision, such as community policing, can be a bridge between goals. As the police and other partners develop positive relationships with community members, they gain insights about some of the problems that plague the community.

As mentioned previously, law enforcement comes under service factors, but it can complement the other goals. For example, if an objective were to construct a small business "incubator," the implementation task is to reduce and prevent crime by targeting that location and providing a secure area for the facility. But this also supports other economic development goals.

The data collected through the needs assessment and neighbourhood selection processes is an important source to help determine the critical priorities under each of the intertwined four components. These priorities drive the creation of the goals and objectives.

CHRC's have the main coordinating role in the development of neighbourhood level strategies/plans in their program areas. How will the CHRC achieve these goals in partnership with other agencies? The CHRC needs to facilitate in identification of selected objectives and make a commitment to achieving them. Objectives connect the specific NCLB activities that will result in the achievement of the goal. The objectives are measurable so the CHRC can gauge whether it is taking the process towards the goal. In formulating the objectives that correspond to each goal, the question to ask is: "What do we need to do to achieve our goal?" For example:

Goal	Objective
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Bring community out of isolation and effectively engage the residents.	Implement weekly community meetings around an activity that ensures participation for one year.
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What is the measurable outcome associated with each objective? In other words, what would the CHRC be assessing to see whether it is working toward the goal? For the goal mentioned above, did the CHRC organize 12 meetings or only 2?

Although the community and the CHRC may be tempted to develop several goals for each of the four components, we must be careful to avoid doing so. In addition to addressing several — not all — of the critical priorities identified, the local strategy is made as realistic as possible. It is more advantageous to refine the list of critical priorities for the NCLB process to ensure that those selected can be dispersed across the four components. Each component need not have more than four goals. Each goal may have several objectives; however, the CHRC and partners at the Steering Committee limit the objectives to four. Below is a review

of the planning process:

1. Identifying critical priorities based on the community assessment. The top 10 issues are the priorities for the local strategy.
2. Separating these priorities into one or more of the four NCLB components;
3. Attempting to formulate goal statements for each of the priorities by asking, "What do we want?"
4. For each goal, developing measurable objectives.

The respective CHRC measures the progress of the collaborative work of all partners. Completing the goals, objectives and tasks correctly with every stakeholder's participation simplifies the process of developing the implementation plan. The following sections cover the implementation and management plan for the designated neighbourhoods.

Step 6: Developing the Implementation Plan

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

The implementation plan for the No Community Left Behind process involves several organizations undertaking a sequence of activities. Some of these activities are performed concurrently; others sequentially. Similarly, addressing factors related to social capital precedes community economic development. No one wants to live or invest in a crime-ridden, drug-infested neighbourhood. The NCLB process uses a holistic approach; therefore, service provision efforts (law enforcement, for example) are reinforced with social (prevention, intervention and capacity development) and physical development (CPTED studies) to make it difficult for the neighbourhood to slide back to its pre-restoration condition.

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

The tasks developed in the implementation plan correspond to the informal commitments made by all partner agencies. Everything in an effective No Community Left Behind strategy is connected — neighbourhood selection, needs assessment, identification of goals and objectives, implementation plan, and evaluation. A sequence of activities reinforces each Steering Committee member's or other stakeholder's commitment to the NCLB process by helping them to see where they fit in the total plan. The implementation plan is where "the rubber meets the road."

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

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

- How will we measure the success of the strategy?

Activities relating to the four NCLB components begin at the same time to avoid the experience of communities complaining that nothing can begin in a community until the correctional activities have been executed, which mean the criminals and their influence removed.

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

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

For the CHRC the following steps are necessary to develop an implementation plan in partnership with other agencies:

1. Thinking about all the tasks that are completed to achieve each objective. Considering them one at a time and not trying to group all objectives and tasks under one heading;
2. Determining which agency or organization is responsible for implementing the tasks. The CHRC indicates which agency serves as the lead and which others are involved in carrying out the task;
3. Establishing a realistic timeline for achieving the objectives. This timeframe can be presented in terms of months or years. The CHRC uses this to monitor the activities.
4. Thinking about barriers that might hinder the work.

Step 7: Designing a Planning Format for the Local Strategy

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

Furthermore, it is unrealistic to assume that local officials can confirm the availability of all the necessary resources during the initial planning phase. As the strategy develops, local agencies discover new ideas and resources to assist the community. The neighbourhood, the City, law enforcement agencies, resource agencies and others continually recommend adjustments to the plan.

The Steering Committee encourages all participants and other interested groups to make recommendations for changes. Managers do not assume that the original goals and objectives are cast in stone. The purpose of well-defined goals, objectives and tasks is to ensure that the proper mix of activities results in a successful No Community Left Behind initiative. Even if complete goals and objectives exist, efficient or systematic implementation cannot be guaranteed. Management is responsible for converting these processes into a format that advances the functional operation of the strategy.

Organizing an implementation plan for the NCLB process helps to identify:

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

Managing the ongoing relationships among the tasks and their timely implementation is the backbone of the management process. Successful management of the NCLB process involves assigning specific responsibility to execute each task.

A task timeline organizes the tasks by each objective and enables managers to arrange the tasks in sequence. A timeline shows when additional tasks are needed, responsibilities identified and the link between tasks organized.

Site coordinators require some kind of very basic, simple online data input which helps identify changes and generate reports by task, agency, milestone and other criteria. Site Coordinators use this data feeding mechanism in coordination with the Community Development section at the CHRC. This type of management system does not only improve process oversight but also assists with process reporting.

The No Community Left Behind strategy design is sufficiently flexible to quickly accommodate any program enhancements and approaches not identified during the planning phase. When the Steering Committee accepts a new activity recommended by community members, the new task energizes and supports all the community efforts designed to create a healthier neighbourhood.

Critical assumptions

Many changes in the original strategy may occur during the implementation phase. These changes can easily be accommodated if the Steering Committee does not view the original goals and objectives as rigid guidelines subject to strict compliance audits. Being the lead coordinating partner, the CHRC documents each change and ensures that administrative and funding guidelines are followed.

PHASE - IV

Implementation Process

Overview

This Phase focuses on how the process manages the Steering Committee, as it oversees the implementation and operation of the site's strategy. Each NCLB site has unique characteristics that reflect local needs and resources; however, each site is called on to address similar issues at some point in its development. There is no single answer that fits every situation; consequently, the ideas in this Phase are suggested options to be used and adapted as needed.

This phase discusses policy-level decision-making responsibilities, day-to-day operational issues, and oversight and monitoring of activities. Although no proven model exists for managing a Steering Committee, many successful initiatives and isolated interventions offer solutions from which to draw on. The NCLB process emphasizes the importance of local control; therefore, management level activities are developed to maximize resources and meet local needs.

Vision

The NCLB Steering Committee makes decisions, develops policies and guides the implementation of the site's strategy to establish healthy, stable neighbourhoods. The Steering Committee — by collaborating with other agencies and local businesses — builds capacity of the community members to effect positive changes in the neighbourhood and, more importantly, to sustain those changes.

The inclusive nature of the NCLB process results in a Steering Committee that represents all segments of the community. All committee members share a vision for the community, despite differing approaches to solving problems. They realize that they can achieve more by working together than by working independently. The Steering Committee is the driving force in reaching the goals identified in the sites' strategy.

Implementation Process

Step 1: Establishing an Organizational Structure

Using subcommittees in NCLB sites is an effective means of distributing the workload. The subcommittees are formed as and when the need arises to facilitate the planning process.

Each subcommittee includes community stakeholders, community members and representatives from the main Steering Committee. Steering Committee involvement helps ensure effective communication among the subcommittees. The use of subcommittees also provides the opportunity to broaden participation and introduce others to the NCLB process.

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

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

Step 2: Developing Subcommittees' Action Plan

Identifying specific tasks for each priority

A subcommittee is most effective when it concentrates its efforts on specific goals. With this approach, the subcommittee also accomplishes interim tasks while working toward a major goal. For example if the priority is to remove a negative stigma associated with the community's name, the task is making the neighbourhood more attractive, and the activity is a series of positive activities, establishing tenants' association and a neighbourhood watch, which contribute to reaching the goal with positive coverage.

Identifying available resources for accomplishing the goals

As part of the neighbourhood assessment, resources identified in the previous phases are used for various activities related to each subcommittee's goals. For example, if the task were to develop neighbourhood support for goals, the activities could include bringing youth and adult community members together to work on a cleanup day. This accomplishes the immediate task, build stronger ties in the neighbourhood, and encourages assistance from other stakeholder agencies to assist with the cleanup.

Step 3: Developing Open Communication among All Parties

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

The CHRC identifies how and when people want to receive information from the NCLB site. This not only gives it ideas about what methods to use but also ensures some involvement from members in developing a communication network.

The NCLB Coordinator at the concerned CHRC devises a communication strategy and provides a schedule describing what information is needed and when it is submitted. It identifies ways to get the information to the media, the local elected officials and their representatives, MPs and community members. Some of the ways could be:

1. Telling the NCLB story highlighting things for the community to be proud of;
2. Notifying media of all events;
3. Taking pictures, and submitting them along with a short story to the newspaper;
4. Inviting the local elected officials to events;
5. Sending information (story and pictures) to the office of elected officials;
6. Developing a short presentation about the NCLB which can be presented at meetings.

Step 4: Establishing a Consistent Procedure for Securing Staff

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

A full time NCLB coordinator is needed at the CHRC. Regardless of the hiring need and arrangement, being the main coordinating and implementing organization, the CHRC is responsible for approving the staff who works with the No Community Left Behind process.

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

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

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

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

Step 6: Developing a Process for Team Building

Success of the No Community Left Behind process depends partly on bringing the Steering Committee together to work as a team with a shared vision for the community. Being a team does not mean there will be no differences but that the CHRC and all stakeholders can work through them to everyone's satisfaction. The following are ways the Steering Committee can promote team building:

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

Step 7: Providing Training and Technical Assistance

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

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

The CHRC requests assistance tailored to the particular needs as the process unfolds.

Critical assumptions

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

Sustaining Positive and Permanent Changes

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

Community Mobilization

Overview

Social mobilization is one of the core components the NCLB uses for community engagement towards positive change. Staff from the CHRC mobilizes the community towards achieving the objectives of the proposed process. Community mobilization is the CHRC's main area of expertise and is an ongoing process of building stakeholder commitment to the revitalization of the neighbourhood.

Vision

Apart from bringing the community together to work on and implement the No Community Left Behind process, community mobilization is most effective in situations in which community complaints are ignored by certain departments or agencies regarding some issue, thinking why bother when there are others to address it? Such situations warrant a community mobilization strategy. The solution in such situations is to bring out community members to voice their concerns and demand changes that positively affect their community.

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

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

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

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

Implementation Process

Community mobilization actually starts when someone in the community expresses concerns over social problems and makes others think that conditions might warrant some remedial action. These concerns are conveyed to various stakeholders and meetings are held to discuss how the issue could be addressed.

This is how the community mobilization process begins. Community mobilization is an important element of

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

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

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

Step 1: Securing Resident Commitment and Involvement

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

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

The CHRC may not receive an overwhelming level of support at the beginning. Many community members take a wait-and-see approach to new initiatives; the NCLB process is not any different. What is important is to determine if there is some level of commitment and involvement.

The most important hurdle to overcome is the number of naysayers in the community. Generating resident commitment and involvement is key. Respective CHRCs begin by looking toward the community leaders on the Steering Committee. The community leaders often have a level of respect in their communities and some type of community following. These leaders help in recruiting community members to attend community meetings to:

- Provide information on No Community Left Behind strategy;
- Discuss how community members can become involved in the No Community Left Behind strategy;
- Explore what community members perceive are the critical problems affecting their neighbourhoods (this information is vital to the community assessment part of the process);
- Engage community members in discussions about how problems can be solved and how they can be involved in implementing the solutions.

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

Step 2: Encouraging Community Members to Help Provide Community Focus

One of the important steps that must be completed is a community assessment. Historically, needs assessments focused primarily on the needs or problems of the community with the expectation that the

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

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

The CHRC uses several ways to mobilize community members for this task, including the following:

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

When community members see that the NCLB focus is consistent with their own perceptions of their neighbourhood, they are more likely to participate in its activities.

Step 3: Building Community Networks

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

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

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

Step 4: Creating Resident-Led Leadership Structures

Resident-led entities, a subset of community networks, serve as ideal resources to help identify key leaders with critical leadership skills in the community. Individuals who are leading or have led organizations such as Tenants' associations or resident councils are strong candidates to help lead community mobilization efforts behind the No Community Left Behind process. This is the point where the CHRC and other partners link up their existing programs for leadership development in the community to the No Community Left Behind process.

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

community mobilization efforts.

Step 5: Leveraging Internal and External Resources

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

Step 6: Creating Additional Communication Vehicles

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

More Community Mobilization Tactics

Community mobilization is one of the hardest tasks associated with No Community Left Behind process. As a new initiative in the community, the No Community Left Behind process has to win the confidence of community members before the CHRC secures their support. This takes time, but it can be done.

Examples of these tactics include

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

Community mobilization is an important tool for successfully implementing the local No Community Left Behind strategy. As the Steering Committee develops the goals and objectives, the CHRC makes sure it considers how community mobilization tactics continue to identify and generate additional resident support. Specifying separate action steps designed to build community support goes a long way toward ensuring the acceptance and integration of the No Community Left Behind process into the neighbourhood.

To assess the success of the mobilization process, the CHRC focuses on the following questions:

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

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

Every bit of resident involvement helps.

Critical assumptions

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

Issue: No one shows up for meetings.

Possible solutions: Review the days, times and locations for meetings. Are they convenient for community members?

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

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

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

PHASE - V

Evaluation

Overview

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

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

Vision

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

Implementation Process

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

An evaluation coordinator is selected during the organizational phase of the NCLB process. To ensure the objectivity and credibility of the evaluation, the coordinator is ideally selected from an organization not participating directly in the No Community Left Behind process.

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

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

Step 2: Reviewing the Priorities to Be Measured

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

When operational plans are developed, a desired outcome is identified and tied to the goals. The following support pieces were also developed in the earlier phases of the process.

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

These measures are quantifiable. These are the program outputs. Important as they are, the quantitative

measures are not to be used in isolation. When assessing program performance, schedule checkpoints at regular intervals to ensure that the course is leading towards the desired objectives. If all measures are being achieved, there is no need to make any changes. If some measures, however, fall short of the expectations, some of the following questions are considered to determine if midcourse corrections are needed:

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

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

Step 3: Collecting and Analyzing Information

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

Community members' perceptions are an important part of evaluating progress. For instance answers to question: "Do community members feel safer and more comfortable in their neighbourhood?" help a lot.

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

Critical assumptions

Deciding what to evaluate as the first issue

Priorities are the most important elements to evaluate. It is not easy to get everyone to agree on priorities, however, using the strategy as the guide addresses this problem.

Methodology can be an issue

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

Law Enforcement

Overview

In some of the neighbourhoods in Ottawa, addressing the fear or the existence of crime would be among the top priorities for action. In keeping with our experience of working in four such communities, the following is a summary of what was done to deal with the law enforcement and community policing activities under the service component of No Community Left Behind in the light of successful community policing initiatives elsewhere.

This part of the implementation guide deals with how collaborative processes, coordination of activities, and focused strategies lead to reductions in crime, violence, and community members' fear. The law enforcement piece focuses on OPS's and partners' strategies to remove serious and visible criminals quickly from high-crime neighbourhoods. Other options, such as joint patrols with OCH security, information sharing with other security agencies, giving OPS agent status for issuing no-trespassing tickets, etc are parts of the approach to reduce criminal behavior in the long term.

Vision

In high crime neighbourhoods, the NCLB process focuses on correction and prevention as two key areas. Law enforcement and community policing represent the correctional aspect of the strategy. Intervention, empowerment and neighbourhood restoration represent the preventive phase. Community policing would be involved in both corrective and preventive activities and would serve as a bridge between the two components.

The correctional portion of the NCLB process concentrates law enforcement resources on the selected neighbourhood to reduce crime and violence. This is the key to transforming a high crime neighbourhood, reducing the community's fear and improving the community members' quality of life. The constant presence of crime and criminality is indicative of a neighbourhood which is not a safe place to live, work or visit. Investment in social development activities does not bear much fruit if there is a lack of interest in participation on the part of community members. Community members live in fear and have little hope for the future unless crime and violence are reduced.

The law enforcement strategy emphasizes suppression of violent crime, gang activity and drug-related crime. Efforts are directed mainly at identifying, apprehending and prosecuting residents and non-residents involved in criminal activities.

The No Community Left Behind strategy gives priority to tactics that focus on quickly removing the most serious and visible criminals from the neighbourhood in collaboration with the landlord, be they Ottawa Community Housing or another private agency.

The law enforcement strategy is developed and undertaken through local collaborative processes with the NCLB Steering Committee playing the lead role. OPS take charge of the Law Enforcement component. However, OPS meet with other partners in the form of sub-committees. Other partners on the sub-committee for law enforcement are usually community leaders and staff from the agencies working directly with the concerned community. Its purpose is to: a) determine the crime issues of greatest priority; b) develop the law enforcement strategy, and resolve or make recommendations concerning law enforcement issues relevant to the No Community Left Behind process.

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

- Reduce violent crime;
- Eliminate visible and covert drug markets;
- Reduce youth crime.

The tasks identified in the strategy are carried out mainly by collaborations of law enforcement and security service agencies operating in the designated area that focus on specific criminal activities such as drug trafficking, street drug sales, vandalism, and other criminal activity. A range of strategies is used to address the agreed-on priorities.

Successful enforcement programs include gang intervention programs, intensive drug investigations and targeted enforcement. Each NCLB site determines which strategies are feasible to implement and have the greatest impact on crime.

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

Implementation Process

Step 1: Establishing the Law Enforcement or Preventive Subcommittee for the NCLB process

Roles and responsibilities

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

Membership

Members of the subcommittee represent mostly the OPS staff, local community leaders, and staff from partnering agencies.

At the local level, OPS officers who work in or oversee the designated neighbourhood serve on the subcommittee. A community-policing officer is also a member to bridge any gaps between the Correctional and Prevention aspects of the approach.

Special consideration is given to making community members part of the subcommittee. Members of the law enforcement community might resist having community members at the table when planning and coordinating law enforcement operations; protection of sensitive personal information discussed may preclude unfettered information sharing with the community members on the subcommittee. The decision on membership on the sub-committee and whether it should be formal or informal depends to some extent on the structure of the local NCLB organization and the concerned CHRC staff. The subcommittee is put together in a way that works best for the site.

In a community policing environment, whether it be corrective or preventative, it is the community's role and responsibility to work with police to identify the policing issues that need to be resolved, identify potential solutions and resources to be committed towards the resolution of the identified issues, whenever possible to be involved in the implementation of the identified solutions and assess and evaluate

whether the policing issues have been resolved.

In some cases, the committee may not be very formally structured, but the concerned staff from OPS, the partnering agencies and the community members do meet from time to time to come up with agreed-upon actions and required mechanism for follow-up and accountability. Sometimes, a planning committee looks into the law enforcement component along with other core components: Social, physical and economic. Law enforcement comes under service provisions.

Frequency of meetings

During the planning process, the subcommittee meets frequently until the law enforcement strategy is drafted and reviewed by the Steering Committee. The planning process requires a great deal of work — identifying local crime problems, setting priorities, developing goals and objectives, and establishing an implementation plan and schedule. The roles and responsibilities of all concerned are clearly defined. During the implementation phase, the subcommittee considers meeting less often.

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

Needs assessment

Subcommittee members assist in the needs assessment process by identifying what they believe are the most serious or intractable crime problems and providing data and information which explain the nature of these problems.

It may be difficult to get detailed police data on the designated area because of No Community Left Behind site's boundaries which may not correspond to the boundaries of OPS divisions and sub-divisions. Usually, however, existing data helps subcommittee members define and understand local crime problems. Data sources may include calls for service, crime arrests or incidents and youth data. Before setting priorities, the subcommittee carefully reviews the results of the needs assessment.

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

Community perspectives

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

The subcommittee also considers the views of the Steering Committee, which comprises the various stakeholders in the designated neighbourhood. Because these stakeholders live or work in the area, they may hold opinions that differ from the law enforcement perspective. Other sources of community input may be available from the OPS. Proceedings from recent police-community meetings and other community relations activities may provide insight into the community's concerns about crime and disorder priorities.

Priority setting

Based on the activities discussed above, the subcommittee reaches consensus on law enforcement is-

issues of greatest priority. Three to five priorities are established to guide the strategy development process. Examples of priorities are

- Violent youth crime;
- Youth gang activity;
- Street-level drug sales;
- Drug trafficking and criminal organizations;
- Crimes committed with guns;
- Domestic violence;
- Community members under correctional supervision;
- Coordination among law enforcement agencies.

Step 3: Establishing Law Enforcement Goals, Objectives and Tasks

The law enforcement strategy clearly articulates ways for effectively addressing the law enforcement issues of greatest priority, goals and the long and short term objectives, and the specific actions and activities that the law enforcement agencies undertake to meet the objectives.

Collaboration and coordination

In developing the strategy, subcommittee members consider the goal of building long-term working relationships among law enforcement and security agencies. The strategy emphasizes collaboration rather than differences between city and local law enforcement and focus on coordination and information sharing among all law enforcement agencies operating in the designated neighbourhood.

During strategy development, subcommittee members consider the resources that the province, city and local law enforcement agencies can offer the NCLB process and the experience these agencies have had dealing with illegal drugs, gangs, and violence. The ensuing information helps develop strategies that encourage collaboration and coordination and offer some promise for crime reduction.

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

At the local levels, the following law enforcement strategies prove effective on the street level that NCLB sites with crime prevention as a top priority may want to consider implementing as part of the law enforcement strategy.

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

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

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

Prosecution. Law enforcement officials are aware of different prosecution strategies that have been effective in combating and suppressing crime.

Information sharing

Law Enforcement Subcommittee or planning sub-committee (if the law enforcement committee is not formed formally) members consider the importance of intelligence information and crime analysis to the NCLB strategy's goals and objectives. Collection and analysis of data can drive decisions about which tactics to use and which crimes and locations to target. Law enforcement agencies from every level of government have intelligence information. Studies show that breaking down the traditional barriers that keep agencies from sharing their information results in greater cooperation and more success in identifying, apprehending and prosecuting offenders.

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

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

Step 4: Identifying Additional Resources for the Law Enforcement Strategy

Some law enforcement strategies require the involvement of officials from the court system, correctional services, probation and parole, victim services, youth justice, and other areas of the Criminal Justice System. The participation of court administrators or service providers enables partners in this process to more effectively address the needs of specific offenders such as drug users and minor offenders. Drug courts, community courts, and teen courts, which provide special case processing and alternative adjudication practices, are examples of these efforts undertaken elsewhere and can be tried under the broader umbrella of the City of Ottawa's Community Development Framework (CDF) under the guidance of its leadership table. A site's law enforcement strategy may include establishing such a program or coordinating efforts with an existing program.

Corrections and Probation and Parole services may be particularly important when many community members in the designated neighbourhood are under supervision or many offenders are expected to return to the neighbourhood after serving their sentences. These offenders may require a range of services (e.g., vocational/employment training, remedial education, housing, counseling, drug treatment etc.) to prevent their return to criminal activity, or they may require greater supervision. In either case, coordination between law enforcement, corrections and community is an important component of the NCLB's law enforcement strategy.

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

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

Step 5: Developing an Implementation Plan

for the Law Enforcement Strategy

The implementation plan requires identification of the agencies, community responsible for each major task and activity in the strategy, role, success indicators and their start and completion dates.

One of the keys to success is the coordination and collaboration of different units within the law enforcement agency. The more different units collaborate with each other, the easier it becomes to take action on the selected priorities (which mostly come from the community) and the more the law enforcement agency is able to establish trust and build bridges to the affected communities.

Community Policing

Overview

This Component describes community policing in relation to NCLB sites. It presents useful steps to implement community policing and describes key implementation issues.

Vision

Community policing is the style of policing that a law enforcement agency adopts to guide its delivery of services in the designated high crime neighbourhoods or the neighbourhoods which have identified crime prevention as their top priority. In a community policing environment, whether the intended result is corrective or preventative, it is the communities role and responsibility to work with police to identify the policing issues that need to be resolved, identify potential solutions and resources to be committed towards the resolution of the identified issues, whenever possible to be involved in the implementation of the identified solutions and, ultimately, assess and evaluate whether the policing issues have been resolved as a result of the actions taken.

The initial step in the NCLB process is to take corrective actions to remove the criminal elements before undertaking preventive action, empowerment and neighbourhood restoration. The bridge between the preventive and correctional actions is community policing.

Community policing officers, officers who have to consistently remain engaged with the community, provide the continuity to maintain community safety and peacefulness by communicating and forming partnerships, stimulating community mobilization, and encouraging prevention programs and neighbourhood restoration efforts.

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

Community engagement takes place in several ways. It occurs in community's formal meetings with the police and in routine contacts on street corners. Any contact between police personnel and community members is an opportunity for community engagement. The idea is to formalize these public relationships by forming collaborative partnerships with key stakeholders. These stakeholders are critical for several reasons. Many provide services to the designated neighbourhoods. Each of the stakeholders can offer police both insight into the problems and potential solutions. Because of their shared responsibility for the neighbourhood and understanding of the issues, stakeholders are important resources for implementing programs designed to address the problems.

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

For community policing to be successful as an approach and practice, the police understands the conditions in a neighbourhood that give rise to the problems associated with crimes and criminal behavior. Developing and implementing solutions tailored to reducing these problems, and determining the impact of the solutions by obtaining feedback from the community, is what sets community policing apart from more traditional law enforcement practices. Therefore, the processes of community engagement (partner-

ship development) and problem solving are central and inseparable components to the concept and practices of community policing.

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

Furthermore, because community members know what goes on in their neighbourhood and have access to resources important to addressing problems, their engagement in problem solving is vital to gaining valuable information and mobilizing community responses to the problems. Through meaningful community partnerships, police sources of information and learning about the community improve. The most important element of the improved process of engagement is communication between the police and residents.

Implementation Process

The steps required for implementing community policing programs in the selected neighbourhoods closely parallel the steps for the NCLB process implementation. In fact, planning for community-policing programs is a simultaneous process, borrowing extensively from the NCLB implementation process.

Step 1: Creating a Community Policing-Neighbourhood Partnership

Successful implementation of community policing in the designated neighbourhoods greatly depends on the involvement and commitment of various government agencies, neighbourhood community members and other institutions. Commitment grows from involvement. The various entities with interests in the neighbourhood have unique goals, objectives and missions that must be considered and blended through a collaborative process in planning implementation of community policing.

The following are some responsibilities that the community policing neighbourhood partnership between the community, OPS and other agencies/partners undertake:

- Creating the community policing implementation plan;
- Developing goals and objectives, and identifying neighbourhood problems and alternative solutions;
- Helping to bring resources to bear on the problems;
- Coordinating with others on problem solving activities (e.g., Steering Committee, other city agencies).

The partnership group meets regularly during the implementation process. Care is taken to document plans, problems, attempted solutions, and outcome.

Step 2: Determining Neighbourhood Characteristics

In the NCLB implementation process, the Steering Committee selects the neighbourhood(s). The NCLB Coordinator and partners also conduct a participatory neighbourhood needs assessment. This step builds on the community assessment and develops more details, specifically related to crime, fear of crime, and community safety.

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

The coordinating CHRC takes the lead in conducting the survey. Some agencies might prefer to use civilian police aides, volunteers and other city personnel to assist with surveys. A survey instrument is developed in conjunction with the community partnership and pilot tested to ensure its validity and reliability. All members of the survey team are trained and given a protocol for conducting the survey.

The purposes of the survey are to:

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

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

Step 3: Developing an Information and Communication Network

Some of the most important building blocks for community engagement and problem solving are information and communication. Police need to develop new information sources and merge existing sources into a network applicable to community policing. While care is taken to protect sensitive personal information, information is communicated to the partnership group and other neighbourhood members. Community members contribute facts and insights to the information base that might be helpful to the police.

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

The communication of information is as essential as its collection. Community policing officers develop ways to communicate information such as repeat calls for service and reported crimes, police and other resources committed to the NCLB process, and programs planned for the community members. Providing these data to community members enhance police credibility and improve the prospect of community members reciprocating by giving useful information to the police.

Step 4: Assessing and Developing Resources

This step is identification of resources and developing additional needed resources. The list of resources is prepared with community policing in mind. This information is readily available to the community policing partnership group. The group reviews the resources list and adds to it as needed.

Step 5: Developing an Implementation Plan

This step mirrors other steps in the NCLB implementation process: identifying goals, objectives and implementation activities, and developing an implementation schedule. The emphasis on prevention, especially youth crime prevention, is fundamental to effective community policing in the NCLB sites.

Working with youth clubs, youth councils and other outreach agencies, community-policing officers have served as positive role models and mentors for many troubled youth in the four communities in south East Ottawa.

Step 6: Collaborating on Problem Solving

Community policing officers, while engaging neighbourhood community members through partnership,

work with the community and partnering agencies, particularly OCH and its security staff, on problem-solving. The group scans and identifies neighbourhood problems, analyzes the problems together, discusses and reaches a collaborative decision on programs or activities to respond to the problems and help implement them, and assess the results of the programs or activities.

The key to making community-policing work is consistent engagement, regular interaction, seeing the community member more often and involving the community in a collaborative relationship with the police and other agencies.

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

Early successes communicate a sense of hope to the community. The problem-solving process and the partnership's implementation of new programs and activities is an ongoing effort that is continually coordinated with other NCLB activities.

Early community policing efforts to build trust and work with the community on crime prevention goals and objectives is coordinated with traditional enforcement such as sweeps and the execution of search warrants. All efforts involve cooperation. Police initiatives conducted without input from community members may not engender great community support for those initiatives and may actually foster hostility against the police. If not developed in collaboration with the community, these enforcement efforts undermine the credibility of the community policing effort.

Step 7: Monitoring and Assessing Success

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

Critical assumptions

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

Changing Police Philosophy and Culture

Community policing needs a department-wide effort, requiring long-term and substantial changes in the existing practices and its relationships with the public and other institutions. It is desirable, although not mandatory, that such an undertaking support a NCLB process.

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

Developing community partnerships and problem solving can be implemented in the designated communities by a dedicated group of officers. This approach requires that all policing activity undertaken within the area be coordinated with these officers. For example, the NCLB effort is at risk if another police unit does not follow the priorities identified by the community and the concerned officers working with the community or begins a crackdown effort without consulting with the assigned community policing officers.

The officers working in the selected neighbourhoods are the centre through which all policing services to

these areas are channeled. Equally important, community-policing officers engaged in the NCLB activities are able to call on other police units to support community engagement and problem-solving activities. These units include narcotics, gangs, crime analysis, intelligence, crime prevention, investigations, school resource officers, communications, and special weapons and DART team.

Changing Patrol Officer Behavior

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

Training must be provided to officers lacking the requisite problem solving and community engagements skills. The most important criterion for the officers is that they have an interest in being part of the effort. Officers who have been working in the designated areas are given first consideration for the program because they likely already know the people and the problems.

The best way to make patrol officers' behavior more effective is to make it more community policing oriented. This introduces these officers to the neighbourhood and eventually makes them aware of the problems that can be solved through a collaborative working relationship with community members, businesses, government agencies and other stakeholders.

Officers working in the designated communities need to include community members as partners in crime correction and prevention in a meaningful way. In a patrol operation in which officers rotate frequently through different shifts and neighbourhood beats, officers rarely get to know anyone but the perpetrators and victims of crime. They also often develop a mindset that "bad" neighbourhoods are places to get into and out of as quickly as possible. Without getting to know the community members, some officers may identify all people in the neighbourhood as part of the problem. Thus, for community policing to succeed, patrol officers must be empowered by their agencies to solve problems and be given some degree of designated geographic assignment to the designated neighbourhoods. In this way, officers and community members develop trust and mutual respect.

In the past, two police officers were specifically assigned by East Division to four NCLB neighbourhoods. The success in building bridges and reestablishing trust between OPS staff and the community was phenomenal.

Experience shows that one major difference between traditional policing and community policing is the shift in organizational focus from accountability for a limited period (work shift) to full-time accountability for a geographic location. Traditionally, patrol officers and supervisors are held accountable for what occurs on their watch or shift. Because officers on a shift may be assigned to police the entire city or large districts within the city, they are not specifically accountable for neighbourhood problems that occur during each shift. Moreover, persistent problems often overlap the shift times that officers work. Similarly, neighbourhood officers never have the opportunity to develop a special relationship with specific communities and get engaged in constant and consistent interaction. Our experience in the four communities shows that the frequent interaction between the neighbourhood officers and the communities established a long-term relationship between the concerned communities and OPS. In the beginning residents were reluctant to meet the police officers. However, the work of two dedicated officers changed the community perception to the extent that all subsequent new officers were warmly welcomed afterwards.

When unresolved neighbourhood problems are passed on from shift to shift, it is difficult to hold anyone accountable. Under community policing in designated neighbourhoods, the neighbourhood officers

have primary responsibility for a designated neighbourhood. The officers are reached and consulted and held accountable for any and all police-related problems that occur in the neighbourhood, regardless of the time they occur.

The concept of geographic assignment integrity (the same officers are assigned to the same neighbourhoods for a long period) and territorial responsibility (neighbourhood officers are responsible and accountable for what goes on in the neighbourhood) is crucial to the success of community policing.

All these concepts are tried and tested at the national level in other countries such as the United States and UK. Experience in the US shows that police have gained trust and contributed to behavior change by playing softball games with gangs. The Police Athletic League (Boys and Girls Club) and basket ball games with youth are successful experiments here in Ottawa. Furthermore, to demonstrate the department's commitment to the neighbourhood and to ensure that officers have assignment integrity with geographic responsibility, many police agencies in the US have opened mini-stations or storefronts in the selected areas. We had a CPC in the area for a long period of time, but the difference that two specifically assigned officers made to one of the communities was transformational in nature.

Organizational Changes to Enable Community Policing

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

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

The management of calls for service on a 24/7 basis is a challenge to police services but to be successful in a community policing environment the following should be considered: Police management deal with two important organizational alignment issues in providing community policing to NCLB process neighbourhoods. First, calls for service need to be managed to allow officers time to engage community members and minimize occasions when officers not familiar with the neighbourhood are sent to handle a call. Second, the extent to which services are decentralized to the neighbourhood level also needs to be determined.

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

Implementation of what is called differential police response (DPR) also remains an option for this pro-

cess. The following are examples of how DPR can work in the designated neighbourhoods. Lessons can be drawn from the following experiences from similar initiatives:

- Computer-aided dispatch (CAD) systems have been programmed in the US where dispatchers are trained to hold non-emergency calls for neighbourhood community policing officers for a pre-determined time until they are available to respond. In this case, complainants are advised of the delay and the purpose behind it.
- Certain non-emergency calls are handled by having trained civilians take reports over the telephone. Departments frequently handle calls such as minor property theft, auto theft and minor vandalism by telephone report. In this case, the information obtained from the telephone reports are given to community policing officers as soon as possible to keep them abreast of ongoing problems in the neighbourhood, and neighbourhood community members are fully informed of the type of calls handled by phone and the reasons for the policy.
- Some police agencies, such as in Orlando, Minneapolis, Vernon Hills, in the US have employed civilian community service officers (CSOs) to assist patrol officers in the field with non-emergency calls for service. CSOs become part of the neighbourhood community policing team and relieve officers of time-consuming minor calls so that they can devote more time to community policing activities.
- In some agencies, cellular telephones have been provided to neighbourhood community policing officers so they can call complainants when they receive non-emergency call dispatches and make convenient appointments with consenting callers.

The other organizational alignment issue that police management may like to address is the degree to which decentralization of services occurs.

Policing NCLB communities requires the help of specialized units such as narcotics, gangs and guns, violence and follow-up investigations. Which services are part of the neighbourhood community policing team and which are provided by specialists from outside the team need to be determined. Decisions on decentralization of police services to the neighbourhood level ought to involve both the police and the community.

Role of Management and Supervisors

The role of management and supervisors is always critical during any type of organizational change, but it is particularly important in the transition to effective community policing. Management's most important role is to provide an environment in which community policing can be successfully implemented. One of the best ways to accomplish this is made possible through the development of a plan that identifies what is done and who is responsible for each task.

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

Management also needs to lead the effort in developing the necessary officer selection criteria, training and performance evaluation to support and reinforce community policing. Management provides the resources needed by the community policing officers to do an effective job. In addition, management's help is needed to coordinate with other city and county agencies in bringing some needed services to the selected neighbourhoods. Field supervisors play a critical role in bringing community policing to designated communities.

Some of the functions of first-line supervisors include:

- Meeting regularly with community members to get feedback on policing plans and activities that affect their neighbourhood;

- Helping community-policing officers negotiate co-production of public safety with community members;
- Promoting and prioritizing problem-solving activities;
- Monitoring and rewarding proactive community policing, especially neighbourhood problem identification and analysis;
- Facilitating interaction among officers, community members, and government agencies which can help resolve problems.

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

Information Management

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

Studies show that there are three important elements for all crimes: offender(s), victim(s) and place. Community policing information needs to describe all three. Crime analysis is able to identify the most active offenders, people with repeated victimizations and those at the highest risk of becoming victims, and places with a disproportionately high level of crime, drug dealing or gang activity. This information is used to identify problems and target police and community activities, design appropriate solutions to problems, and assess the effectiveness of interventions.

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

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

Another example of what is being done in community policing: Officers maintain a problem-solving log that documents neighbourhood problems and police officer activities directed at solving them. Such a log is also needed for supervisors to track and monitor the progress of officers in dealing with neighbourhood problems. It is also possible to automate this log in agencies with data processing capabilities.

Phases and Activities	Outcomes/Results & Outputs	Indicators	Methods/Sources
<p><i>Law Enforcement</i></p> <p>Step 1: Reviewing Needs Assessment to identify law enforcement issues of greatest priority.</p> <p>Step 2: Establishing law enforcement goals, objectives, and tasks.</p> <p>Step 3: Identifying additional resources for law enforcement strategy.</p> <p>Step 4: Developing an Activity & Implementation Plan (AIP) for the law enforcement strategy. 1. Drafting law enforcement strategy.</p>	<p>1. Drafting law enforcement strategy.</p> <p>2. The collaborative planning process and activity coordination.</p> <p>3. Reductions in crime, violence, and community members' fear.</p> <p>4. Improved quality of life.</p> <p>5. Elimination of visible and covert drug markets.</p>	<p>1. Approval and implementation of the law enforcement strategy by the Steering Committee.</p> <p>2. Feedback attesting to improved working relationships with police services.</p> <p>3. Change in the no. of calls for police assistance.</p> <p>4. Reduction in crime rates.</p>	<p>Community and police joint task forces; gang intervention programs; drug investigations; targeted prosecution.</p>
<p><i>Community Policing</i></p> <p>Step 1: Creating a Community-Policing Neighbourhood Partnership.</p> <p>Step 2: Determining neighbourhood characteristics.</p> <p>Step 3: Developing an information and communication network.</p> <p>Step 4: Assessing and developing resources.</p> <p>Step 5: Developing an Activity and Implementation Plan (AIP).</p> <p>Step 6: Collaborating on problem solving.</p> <p>Step 7: Monitoring and assessing success.</p>	<p>1. Community Policing Implementation Plan prepared.</p> <p>2. Police adopts community policing style for effective delivery of services.</p> <p>3. Community is engaged in problem solving.</p> <p>4. Information communication network in place.</p> <p>5. Continuity of community policy approach.</p>	<p>1. Number of activities undertaken on the community policing implementation plan.</p> <p>2. Number of criminal activities identified and addressed.</p> <p>3. Number of repeat calls for police service.</p> <p>4. Number of reported crimes.</p> <p>5. Police and government resources committed to process.</p> <p>6. Number of community policing initiatives planned.</p> <p>7. Number of information-sharing encounters with the community.</p> <p>8. Integration of the community policing initiatives in the target community.</p>	<p>Community's formal meetings with the police and routine contacts in neighbourhood; out-reach activities to inform community at large about the new initiatives; using postcards that community members return with information about crime and other neighbourhood problems; and maintenance of problem solving log.</p>

Neighbourhood Restoration

Overview

Neighbourhood restoration is the fourth major component of No Community Left Behind process. It focuses on revitalizing designated neighbourhoods by leveraging local, provincial and private sector resources. Restoring a neighbourhood can be a complex and often long-term, ongoing process. This part highlights the steps taken in implementing a neighbourhood restoration plan that encourages the leveraging of key resources at all levels to maximize the impact on the designated neighbourhood.

Vision

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

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

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

Phase 5 of the NCLB process describes the steps required to develop a local No Community Left Behind strategy. The initial strategy results from analyzing needs and available resources and, once implemented, provides a safer, more stable community environment that promotes restoration. Neighbourhood restoration offers community members the opportunity to literally see improvements in their community.

It does more than just inject new programs into a community. Neighbourhood restoration is self-defining: The process originates from and is sustained by the actions and choices of those living and working in the neighbourhood. The restoration process reflects the needs of the entire community, not just the opinion of community representatives on the Steering Committee. Neighbourhood restoration is a long-term strategy.

Restoring a neighbourhood begins with a vision of how the community should look like and what the partners can offer to the community members. The restoration process begins with taking stock of what in the community can be developed, who can be recruited, and what can be secured and what needs to be replaced by positive, community-benefiting enterprises. This is not an easy task to achieve. However, success will stem from incremental steps and small accomplishments.

Implementation Process

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

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

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

In developing an implementation plan for neighbourhood restoration, the following steps are taken.

Step 1: Creating a Subcommittee

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

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

Organizations that might have an interest in participating on this subcommittee are listed and contacted. It is important to remember that individuals who agree to serve on the subcommittee must understand that their participation is voluntary and that their organization or agency does not receive funds. Also, the subcommittee ensures that its members have the time to attend meetings.

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

Step 2: Revisiting the Needs Assessment Conducted for the Neighbourhood

One of the benefits of conducting a needs assessment in the beginning is that the priorities thus identified help formulate goals for each of the four NCLB components. Because much of the assessment may focus on the economic conditions of a target area, this information serves as a basis for creating neighbourhood restoration goals. In a subcommittee planning session, the group examines these issues and determines what role it can play in addressing each of them.

Step 3: Formulating Goals and Objectives

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

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

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

Step 4: Developing Activities to Achieve

Goals and Objectives

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

Reducing unemployment. Convening weekend job fairs at area schools with area employers and employment assistance organizations to provide information on jobs and job assistance programs;

Increasing the level of resident business development. Working with concerned institutions to conduct workshops on how to start a business;

Increasing the number of homeowners. Issues such as poor credit, savings and investments need to be addressed; homeowner classes could be offered as the number of employed persons increases. Local organizations could partner with the NCLB to offer classes on one or more of these topics.

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

Step 5: Securing Approval From the Steering Committee

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

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

Step 6: Adjusting the Goals, Objectives or Activities

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

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

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

Step 7: Evaluating the Neighbourhood Restoration Plan

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

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

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

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

Recapping of the Process

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

Critical assumptions

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

Participation does not mean listening to the NCLB updates at the local community centre but rather includes voluntary participation in activities designed to remove negative influences and create a positive living environment. Encouraging participation can be difficult, but it can be done. There are no formulas for creating an environment that results in effective neighbourhood participation. Community policing officers help involve community members because they are talking with the community members on an almost daily basis. It may be necessary to occasionally reexamine the composition of the subcommittee. If some people lose interest or just cannot attend meetings, their positions require filling with new members.

If it is not possible to ensure participation of top officials from local organizations, it is necessary to ensure that individuals who do participate have the power or direct access to power to make decisions on behalf of their organization.

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

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

Phases and Activities	Outcomes/Results & Outputs	Indicators	Methods/Sources
<i>Prevention and Empowerment</i> Step 1: Reviewing the Needs Assessment and developing action plan.	1. Development of framework for organizing a safe and healthy community that includes prevention, intervention and empowerment strategies. 2. Establishment of a meeting place in each neighbourhood.	1. Framework prepared and approved by the Steering Committee. 2. Activities in the community houses. 3. Number of other agencies and organization integrating services. 4. Number of after school, sports, groups, homework and other activities.	After school activities; recreation and sports programs; group activities; clubs such as Scouts, and similar groups; ESL classes; training programs that teach children to take pride in themselves, their families, and their cultural heritage; healthcare services; and homework assistance and tutoring.
<i>Neighbourhood Restoration</i> Step 1: Revisiting the Needs Assessment conducted for the neighbourhood. Step 3: Formulating goals and objectives. Step 4: Developing activities to achieve goals and objectives. Step 5: Securing approval from the Steering Committee. Step 6: Adjusting the goals, objectives, or activities. Step 7: Evaluating the neighbourhood restoration plan.	1. Community stabilized and human capital in the neighbourhoods restored. 2. Crime reduction. 3. Restoration sub-committee established.	1. Number of persons benefiting from employment opportunities. 2. Reduction in the number of criminal activities. 3. Restoration Committee is functional (meets, plans, implements and evaluates its activities). 4. Number of employment workshops offered. 5. Number of participants who attended training and workshops.	Employment-related training opportunities, assistance in job readiness.
<i>Evaluation</i> Step 1: Identifying a coordinator and the other members of the evaluation team. Step 2: Reviewing priorities to be measured. Step 3: Data entry forms to be prepared Step 4: Data entry software to be developed.	1. Quarterly and annual progress analytical reports prepared. 2. Policy decision taken according to the analysis and assessments presented in these reports.	1. Reports available and influencing resources allocation and other adjustment decisions. 2. Data-entry system in place generating periodic reports.	1. Students assist with evaluation projects.

Appendix 1**INVENTORY OF PROGRAMS by POPULATION**

Community: _____

Date: _____

2-5 Years

Program	Duration	No. of participants	Funder/Agency	Staff member responsible

6-7 years

Program	Duration	No. of participants	Funder	Staff member responsible

9-12 years

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Pre-teen 10-15 years

Program	Duration	No. of participants	Funder	Staff member responsible

8-12 years

Program	Duration	No. of participants	Funder	Staff member responsible

12-16 years

Program	Duration	No. of participants	Funder	Staff member responsible

12-up

Program	Duration	No. of participants	Funder	Staff member responsible

13-17 years

Program	Duration	No. of participants	Funder	Staff member responsible

Adults

Program	Duration	No. of participants	Funder	Staff member responsible

Appendix 2**INVENTORY OF PARTNERS, PROGRAMS AND RESOURCES**

Community: _____

Date: _____

	Lead agency:				
	Program	Duration/Timing	No. of participants	Funder	Staff member responsible
1					
2					
	Lead agency:				
1					
2					
	Lead agency:				
1					
2					
	Lead agency:				
1					
2					
	Lead agency:				
1					
2					
3					
	Lead agency:				
1					
2					
3					
4					
	Lead agency:				
1					
	Lead agency:				
1					
2					
3					
	Lead agency:				

A guide for implementing the neighbourhood-level strategy development process.

NCLB Coordinators' Guide



NCLB matters because neighbourhoods matter

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Identifying goals and objectives

Who should be involved in identifying the local NCLB goals and objectives?

Developing a conceptual framework or logic model

Figure 1: Simplified Conceptual Framework for Evaluation

Choosing and working with a local evaluator

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Conducting the Process Evaluation - 111

Step 1: Collect information

Table 1: Blueprint for Program Documentation

Table 2: Blueprint for Program Monitoring

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Step 1: Collect Data

Table 3: Blueprint for Assessing Program Impact

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Putting It All Together - 118

Background and Purpose

It is a challenging task for the NCLB coordinators (community developers) to implement the NCLB strategy in new neighbourhoods in Ottawa or continue in the existing site in South East Ottawa. The NCLB Coordinator is a full-time “hands-on” person working in the NCLB neighbourhoods who becomes the link between the residents of the neighbourhoods, the service providers and partnering agencies, OPS staff, and the NCLB local Steering Committee. The Site-Coordinator must often make decisions that reflect the visions and goals of the site strategy and the community stakeholders as well as monitor the site’s progress on implementation of the NCLB strategy development process in various neighbourhoods.

We have learned from experience, observations by the staff working with the current coordinator, partners, and the South East Ottawa NCLB Steering Committee that a coordinator’s training guide would be a useful tool. The NCLB Coordinator Training Guide was developed in response to this identified need as part of the knowledge sharing project with Human Resources and Skills Development Canada - HRSDC. It was designed to be uniform and consistent with the *NCLB Implementation Manual* which is also a part of the same knowledge sharing project. This guide will help all the community health and resource centres (CHRCs) in Ottawa as they begin working with the City of Ottawa on the Community Development framework (CDF). This guide contains information intended to establish basic roles and responsibilities for the NCLB Coordinator and provide the tools necessary to successfully carry out the day-to-day operations of a NCLB site.

The NCLB Strategy

The NCLB neighbourhood-level strategy development process is a community-based initiative that encompasses a comprehensive multi-agency approach to local-level planning, implementation and community revitalization. The NCLB is foremost a strategy, rather than a project, which aims to engage community and service providers at various levels in the community development process. The community and partnering agencies are involved in the community assessment and planning process. The identified and prioritized issues may vary from community to community ranging from the need to prevent crime to community economic development, to having a play structure for young children.

The strategy implementation process involves several steps and a multi-pronged approach to addressing local problems. CHRCs facilitate the process of social mobilization and community engagement. The City and partner agencies cooperate in helping the individual communities implement their respective neighbourhood-level development plans.

The process is regularly monitored and annually evaluated to mark the progress against set indicators and benchmarks. The neighbourhood level planning process brings together social, economic and educational opportunities for community members and allows funders and service providers to make issue-specific interventions and return the increase on investment through collaboration, cooperation and resources leveraging.

The core components of the NCLB process are: **Social, Physical, Service and Economic**. These four key factors cover all aspects that impact community life and health. When the NCLB approach is implemented in any neighbourhood, the situation is thoroughly assessed from a social, physical environment, service provision and economic status perspective. Different communities are at different levels, facing unique issues with diverse influencing factors. When the community enters into the strategic planning process, it identifies core areas for its Community Action Plan. (For details see the NCLB Strategy document).

Under social factors, for example, if a community identifies crime prevention as their top social priority, a community-oriented policing component helps to develop a trust relationship between the OPS and community members to facilitate more effective law enforcement by obtaining helpful information from the community. At the same time, the OPS conduct a CPTED (Crime Prevention through Environmental Design) audit. The police also helps community members obtain information about establishing a neighbourhood watch, crime stoppers, ways to prevent gangs development and other areas of concerns.

How to Use This Guide

Recognizing that every neighbourhood and NCLB site is different, the training on *how to implement the NCLB approach* examines the fundamental requirements of a NCLB Coordinator/Community Developer (CDer). All of the points covered in the training may not be relevant to every site. New information may help keep every site moving in the right direction. Once the training is completed, the Guide will be a handy reference for NCLB Coordinators/CDers.

It is important to understand that implementing NCLB approach in different communities requires different tools and skills. Acknowledgement of these differences and varied experience informed the basic structure of the Coordinator Training Guide with separate knowledge sections dedicated to specific areas of responsibility.

The following sections are intended to help new NCLB coordinators build upon their respective strengths. These sections will also provide clarity on how to interact with the other stakeholders and how to identify the responsibilities of all partners associated with the design and implementation of the overall strategy. The main sections are:

- Roles and Responsibilities;
- Collaborations and Relationship with Partners;
- Strategy Development and Implementation;
- Sustainability;
- Technology;
- Programmatic and Financial Requirements.

Questions may still arise after completing this training. The NCLB Coordinators will be provided with a list of experienced partners from different agencies who have worked together in South East Ottawa, and who can be reached as a valuable resource.

Upon completion of this training, the coordinators will understand the broad range of responsibilities NCLB coordinators have in helping to implement the NCLB strategy. Furthermore, it should be clear to the coordinators that the responsibility for the implementation of the strategy is not limited to the Site Coordinator. Steering Committee members, subcommittee members, the partnering agencies, and other community stakeholders all play significant roles in this important endeavour.

It is advisable that the users note the topics that need further clarification at the completion of each section. These questions will also help us in determining what additional information should be incorporated into an updated training program. There is no need to worry if some of the questions are left unanswered in the training section. A variety of resources are available to help alleviate the coordinators work through the issue they face.

Frequently Asked Questions

In developing the initial outline for the training curriculum, we compiled a series of questions that have been raised over the years by interested senior staff and frontline workers from various agencies. While many of these questions may have been stated differently, the essence of the questions remained the same. Here are some of the most commonly asked questions:

About Being a Site Coordinator:

- What is my role as the NCLB Coordinator?
- How is it different from the role of a community developer?
- How is the work of NCLB Coordinator evaluated?
- Is work of the NCLB Coordinator too overwhelming?
- How does the NCLB Coordinator deal with multiple requests from multiple individuals?

About the Steering Committee:

- How does the NCLB Coordinator get the Steering Committee more involved?
- How do we keep meetings on time and on track?
- Who should be on the Steering Committee?
- What do we do with Steering Committee members who don't attend regularly?
- How do we get Steering Committee members to take more responsibility and share some of the work?
- How many people are supposed to be on the Steering Committee?
- Do you have Terms of Reference for the Steering Committee?

About the NCLB Strategy

- How many staff members do you need to complete the NCLB strategy development process?
- What phase of the Strategy are we currently addressing?
- How long does it take to complete the strategy development process?
- What do we do if we haven't achieved the results in the expected time?
- What is the source of funding for the NCLB program?
- How do you sustain the positive results?

Do you recognize any of these questions? Well, here is your opportunity to have your questions answered!

Roles and Responsibilities

For the new NCLB Coordinator, a commonly raised concern pertains to understanding the role and responsibilities attached to the position.

- The questions that come to mind are:
- Does the NCLB Coordinator report to the Steering Committee?
- What is the NCLB Coordinator responsible for on a daily basis?
- Should the NCLB Coordinator be involved in running programs in the community? How much time does it take?
- How would the NCLB coordinators know if they are doing what is expected of them?
- What are the skills necessary to do the job of the NCLB Coordinator?
- How do you stay focused on ensuring accountability and sustainability as it relates to the activities at the respective NCLB site?

This first section will provide an overview of the role of the NCLB Coordinator in leading the implementation of the NCLB Strategy. The coordinators will learn what skills and attributes are required of the coordinator, what a NCLB coordinator is expected to do on a daily basis and the relationship between the NCLB Coordinator and the Steering Committee as well as the employer – the Community Health and Resource Centre (CHRC).

Section Objectives

- To learn what qualities are vital for success as a NCLB coordinator;
- To define the role and function of the NCLB Coordinator;
- To locate and understand site structure and key documents;
- To learn what you can do to strengthen your skills and abilities.

What qualities are vital for success as the NCLB Coordinator?

The function of the NCLB Coordinator is critical to the success of a good NCLB strategy. While the range of skills, language and experiences of NCLB coordinators may vary from site to site, there are some common qualities that all NCLB coordinators should possess.

Undoubtedly, the coordinators possess many, if not all of these qualities. Let's take some time to review these qualities.

Personal Attributes

- Possessing leadership and team building skills;
- Being adaptable and flexible;
- Working independently and as a team member;
- Being creative, innovative, and assertive;
- Having tact and patience;
- Demonstrating cultural sensitivity.

Communication Skills

- Presentational skills;
- Arbitration and mediation skills;

- Facilitation and coordination skills;
- Negotiation skills.

Organizational Skills

- Meetings (Steering Committee, subcommittees);
- Conducting;
- Organizing;
- Recording minutes;
- Following-Up.

Records Management

- Correspondence;
- Financial management including grant award documents and basic budget skills;
- Meeting minutes and attendance -Program activities.

Information Management

- Computer skills;
- Internet skills;
- Technical Assistance (to whom and when to ask for help).

Time Management

- Prioritizing work assignments;
- Realizing external timelines;
- Setting and meeting deadlines.

External Partners and Internal Events Management

- Awards recognition;
- Partner relationships.

Resource Development and Program Sustainability Skills

- Ability to think outside the box;
- Ability to develop long-range planning;
- Ability to identify and leverage partners and resources;
- Ability to build capacity;
- Ability to monitor and evaluate.

While the NCLB Coordinator may possess many of these qualities at the start of their employment, they will certainly be more proficient in some areas and less so in others. Eventually, they will develop and improve all their skills and qualities. Coordinators will be able to accomplish this improvement through on the job experience, capacity building events, meetings and knowledge-sharing sessions with other NCLB coordinators and the NCLB online resource-database.

What should I know about the site structure and key documents based on the principles of NCLB?

The City of Ottawa's Community Development Framework (CDF) uses NCLB for community engagement and

putting a strategy development process in place in designated neighbourhoods. All NCLB coordinators are provided with the detailed information about the structure and operations of the CDF.

Briefly, the CDF structure includes the following multiple components working together to meet the CDF goals:

- Community Table (shared experience);
- Community Development Roundtable/Leadership (shared leadership);
- Knowledge Transfer Table (shared knowledge);
- Resource Table (collaborative processes);
- Municipal Services Table (coordinated services).

The NCLB strategy is used for community engagement in the designated neighbourhoods. Each CHRC functions as an NCLB site, covering the neighbourhoods in its program area. Each CHRC establishes a Steering Committee Table and coordinates the NCLB program in its catchment. A coordination component links the grassroots and Steering Committee work with the five system level components mentioned above. The CDF Coordinator is a link between the communities and the Steering Committee in their program area.

Here is a simple structure and some important tips and tools to help the coordinators better understand how the NCLB program is structured and operates, originating at the grassroots level and connecting the respective site to the City-level operations, support system and other developments.

Key Documents To Review

- NCLB Strategy Document;
- Community Development Framework outline;
- University of Ottawa Neighbourhood profiles.

Strategy going forward

Although the Steering Committee may have been in existence before the coordinators arrived, it is important that the coordinators help provide clarification to new Steering Committee members and other community stakeholders. Keeping the relationships and responsibilities clear to all partners in the community will help ensure successful implementation of the strategy.

Given the range of skills and qualities of a site coordinator, the NCLB approach allows each NCLB site (CHRC) the flexibility of developing a job description for the NCLB Coordinator.

Sample job descriptions are available for your review from South East Ottawa Community Health Centre (SEO-CHC). These descriptions do not provide specific details regarding education requirements or years of experience since needs and resources may vary significantly from site to site. Generic job description information is addressed in the following section.

General Job Description

Activities

- Functions as primary outreach person for putting the NCLB strategy development process in place in the designated neighbourhoods;
- Reaches out to new partners and community residents in the designated neighbourhoods;
- Prepares and submits progress reports;
- Interfaces with Steering Committee;
- Serves as staff to the Steering Committee;
- Monitors the activities and progress;
- Works with all available partners to explore potential funding opportunities to support implementation of the community action plans in the designated neighbourhoods;
- Interfaces with the City of Ottawa and community service agencies;
- Seeks continuously to leverage a variety of resources;
- Leads the strategy development process;
- Collects and analyzes data that supports the strategy.

The preceding discussion covered *How do NCLB Coordinators develop information about the various qualities and skills and strengthen them to be an effective coordinator.*

Abilities and skills?

Other things, which have not been discussed, can be done to develop and strengthen the skills of the NCLB coordinators.

Some of these activities will occur as the coordinators carry out their work on a daily basis, commonly referred to as on-the-job training. Others activities require a specific commitment of their time and effort. The following list contains examples of professional development recommendations that have proven helpful to other NCLB coordinators across the City.

Developing Core Operational Skills

- Peer mentoring from experienced NCLB sites;
- Technical Assistance from the Knowledge Sharing Table and CDF Coordinator;
- Support from CDF Coordination team;
- Annual Personnel Progress Reports.

Summary:

A new site coordinator may benefit from numerous opportunities to utilize existing skills while developing new ones. The key to being a successful NCLB coordinator is not only understanding the skills required for the job, but knowing what the specific functions of the position are, as well as the overall picture for the NCLB.

A number of publications, manuals and other resource material have been developed to help NCLB coordinators complete many of the required tasks. The coordinators need to review these documents carefully, educate Steering Committee members if necessary, and seek out assistance if they have questions.

Collaborations and Relationships with Partners

Successful implementation of the NCLB strategy requires ongoing collaboration among Steering Committee members as well as other community stakeholders. What does collaboration really mean? Let's look at that now.

In this section, we will explore the coordinator's role relative to helping to develop and implement collaborative partnerships as a means of achieving the goals and objectives outlined in the strategy. The responsibility of the NCLB Coordinator for managing critical relationships with partner agencies will also be investigated.

Section Objectives

- How to collaborate with Steering Committee members and members of the various subcommittees;
- How to identify, strengthen and develop relationships with key partners and build networks, both formal and informal;
- How to mobilize the community.

What can I do to encourage collaborations between Steering Committee and subcommittee members?

One of the primary roles of a NCLB coordinator is to encourage collaboration among the various organizations, agencies and residents involved in understanding that NCLB is not a program, but rather a strategy that establishes a base for building collaboration.

The City of Ottawa is looking to realign existing resources for community development, leverage opportunities to meet the needs of the selected communities. The City follows a systematic approach for neighbourhood selection, which is a critical step in launching the CDF strategy approach.

Given the amount of available community development resources to support each site, it is important for the Steering Committee to understand the importance of collaborations as a means to leverage additional resources for the NCLB site which, in turn, helps everyone achieve the communities goals and objectives.

There are a number of tasks NCLB coordinators are expected to perform in order to help clarify for Steering Committee and subcommittee members how important collaborations and partnerships are in implementing the NCLB strategy.

- Understand their roles and responsibilities;
- Secure commitment and involvement;
- identify key partners who share the vision even if they are presently not investing directly in the designated communities;
- Review the present committee membership and identify gaps;
- Analyze the size of the Steering Committee to determine that it is large enough to be inclusive of all shareholders, but small enough to be efficient and manageable;
- Review partners to ascertain strong representation for all the core components: social, physical, economic and service;
- Define permanent and visiting members;
- Permanent and visiting members will vary from one site to another. The general rule is that each Steering Committee member represents one agency or segment of the community. Since one Steering Committee covers more than one neighbourhood, representatives from a neighbourhood are invited when an issue or community action plan related to that specific community is on the meeting agenda.

- Appointing people as members of subcommittees or ad hoc committees is a good way of including more people while keeping the Steering Committee at a manageable size.
- Evaluate progress toward the short and long-term goals as part of the on-going review of the site's operation.

Meeting place

The NCLB sites and coordinators are encouraged to have meeting places as part of the overall strategy. The communities need to have community houses or other meeting places available for regular weekly meetings and things like youth drop-in activities.

A meeting place is a location in or near the community where residents can access needed services, develop relationships, and find opportunities. It should be easily visible and readily accessible to area residents. Meeting at the respective CHRC is a good alternative if there is no meeting place available.

While considering various elements of a meeting place, it is important to look into the location, security and accessibility in the evening hours.

- **Existing facilities**
 - Community Houses in OCH communities;
 - City recreational/community facilities;
 - Community-based organizations;
 - Faith-based organizations;
 - Non-profit organizations;
 - Schools;
 - Businesses.
- **Services and supportive programs**
 - Adults;
 - Seniors;
 - Youth;
 - Children.
- **Staffing alternatives**
 - Community-based organizations;
 - Paid staff;
 - Volunteers.
- **Documentation and evaluation of activities**

Without an appropriate meeting place, it won't be easy to hold regular community meetings. Community members are usually available in the evening. The best possible way for consistently engaging the community and building a trust relationship with the service providers is to have an accessible location where the community members feel at home. A small budget for food and drinks can be used to encourage more community members to participate.

How does the NCLB Coordinator build, strengthen, and develop relationships with key partners?

In most cases, the community development staff members of the CHRCs are interacting with all service providers in one capacity or other. Seeking to build collaboration must not be a challenge for the NCLB Coordinator.

A significant portion of a site coordinator's time is devoted to strengthening or building relationships with key community partners, who may not be presently involved with NCLB. Others may be involved, but not to

the extent necessary to effect permanent, positive change.

The best way for keeping partners engaged is simply working together. The more they are involved in assisting the community in implementing the Community Action Plans in various ways, the more relationships are developed and enhanced.

It usually takes some time, but sooner or later all partnering agencies find out a way to get fully involved in the collaborative and integrated approach to service provision according to the community identified needs and priorities.

Each partner agency presents its progress report in the NCLB Steering Committee meeting, thus keeping everyone abreast of the developments in the field and opening up new opportunities for resources leveraging and further collaboration.

Who are the ideal partners for NCLB?

While the service providers may vary from neighbourhood to neighbourhood based on the issues and prioritized needs, agencies serving communities across the board are most likely to be part of the community's strategy development process and resultant action plan. Some of the potential partners are:

- Parks and Recreation Staff of the City of Ottawa;
- Ottawa Police Service;
- Ottawa Community Housing;
- Community Houses (On-site social service agencies.)
- Boys and Girls Club;
- Youth Services Bureau;
- Children's Aid Society;
- Legal Aid Clinic;
- Local Councillors;
- Community-based organizations;
- Community House Directors;
- Representatives from local businesses;
- Representatives from funding agencies;
- Tenants/Residents' Associations.

What should a coordinator do if the site is not developing collaborations and partnerships?

Sometimes, despite the efforts that coordinators may be putting into building or strengthening collaborations, the outcome is not what they or others may think it should be. Here are some quick questions for the coordinators to ask themselves as well as the Steering Committee if they continue to have difficulties in that area.

How do I manage working relationships with partner agencies, funders and other organizations?

One of the common tactics of Steering Committees in implementing the tasks and activities outlined in the Strategy is to establish non-contractual, informal relationships with various service providers in the community. These informal relationships reflect an additional extension of the Coordinator's responsibilities in managing collaborative activities. To the contrary, funders of various programs or activities under the NCLB process are directly connected to the NCLB site by a financial and reporting commitment. This section will highlight steps a coordinator should take to manage these important relationships. Remember, the purpose of implementing another level of contractual relationships is to fulfill the objectives outlined in the Strategy. Outcomes of funders must align to these objectives.

• **Get and Keep Everything In Writing**

- Define and put in writing how funds must be spent to comply with the decisions of the Steering Committee;
- Define and put in writing, the roles and reporting requirements of each funder;
- Define and put in writing performance requirements developed to comply with the goals and objectives;
- Define how budget adjustments, changes to the scope of work, or extensions will be handled;
- Define and put in writing what the reporting process will be, including dates, content, and what will happen if performance objectives are not met.

• **Review funder's Policies and Procedures**

- Identify funder's policies and regulations on contracting and clarify their relationship to the NCLB process

How do I mobilize community residents?

Community residents are one of the most important partners in the NCLB approach to community development. Having residents involved in all aspects of the NCLB process helps to ensure that the goals and objectives identified in the Strategy are consistent with the vision and desires of the people who live in the community.

To ensure that residents are fully involved in NCLB, the strategy mandates that residents are one of the key required partners on the Steering Committee. Of course, it is not possible to have representatives from all the designated neighbourhoods at one time. However, representatives of the community should be around the table when the Community Action Plan for any specific community is on the agenda. In the case of OCH communities, the Community House Directors are usually the ambassadors for their respective communities along with the office-bearers of the Tenants' Associations.

It is also expected that residents serve on the subcommittees and be part of all focus groups. Although residents may be involved on the various NCLB committees and activities, there is much more that a NCLB coordinator is expected to do to continuously involve and mobilize the community. The following are some of the steps and activities for successfully mobilizing residents:

Continually Survey the Community to Identify Needs, Issues and Concerns

- Conduct focus groups and neighbourhood surveys on an annual basis;
- Examine the Community Action Plan to ensure that it is current;
- Build strong resident-led leadership structures;
- Focus on capacity building of the Tenants' Association in close collaboration with other partners – particularly OCH staff in OCH communities;
- Create strong communication vehicles that meet the needs of the community.

Market the NCLB site using

- Neighbourhood meetings;
- Newsletters;
- Public service announcements;
- Websites ;
- Look for mobilization opportunities that match with your NCLB strategy;
- Link plans with national, regional, and local events;
- Take advantage of other things going on in the community (festivals, street fairs, rallies, door-to-door canvassing);
- Give recognition to volunteers and hold celebrations;
- Be accessible to the community.

System level support under the Community Development Framework (CDF)

Please refer to the NCLB strategy and implementation guide which explains how system level support is being provided through various tables, such as Community Development Round Table, Community Table, Municipal Service and Knowledge Transfer table. Issues, which the partners may not be able to address at the local Steering Community level or which need some policy level decision, are brought up to the Community Table where ideas and recommendations are framed and coordination support is extended to access support and guidance from the other tables. A representative from each local Steering Committee sits on the Community Table.

Summary

Collaborations and partnerships are the lifeblood of the NCLB Strategy. Upon completion of this learning section, The NCLB coordinators should have a better understanding of how to work productively with the site's Steering Committee, subcommittees, and key partners. In addition, tips were offered on how to enhance, strengthen, and sustain key partnerships, as well as, how to identify and involve stakeholders.

Beyond building a network of partners, this section also focused on how to mobilize the community to achieve the goals outlined in the NCLB Strategy. The coordinators should now have more insight on how to connect clients to services, and what is required in managing funds for activities from other funders.

Strategy Development and Implementation

The heart of NCLB is the Strategy. It is important that NCLB coordinators spend time reviewing this document as it serves as a guide for the site's plan of action. The Strategy should represent a comprehensive plan for improving the quality of life for residents in the community.

Once the Community Actions Plans have been developed and approved, it becomes the responsibility of the Steering Committee, subcommittees and the NCLB Coordinator to work together to implement these successfully.

We need to keep in mind that most strategies are designed to achieve goals and objectives over a three to five year period. However, short term plans are needed so that activities can be carried out and the work done evaluated for course correction if necessary.

The following section will focus on helping the coordinators understand how to develop and implement annual Action plans for the designated neighbourhoods. Furthermore, the coordinators will learn the importance of being informed about the local site's timelines, reporting requirements, convening meetings, and collecting necessary data.

There may be a temptation within the site to treat NCLB as a program. It is a Strategy!! The Coordinators' task is to help move the NCLB site forward through the delivery of programs and services offered by the collaborating partners in order to achieve the goals and objectives.

What is the NCLB Coordinator's role in supporting the community assessment process?

Section Objectives:

- Overcoming obstacles associated with the site's strategy;
- Supporting strategy implementation;
- Understanding the community assessment process.

The community assessment process should be a continuous process that helps to measure the effectiveness of the goals and objectives of the site's strategy in addressing the needs of the community.

This section will address key components of the community assessment process that should involve the Site Coordinator. It also offers tips to ensure this phase will be compatible with the activities of other groups in the community.

Identification of Realistic Boundaries

The coordinators need to begin with obtaining the University of Ottawa community profiles for the designated neighbourhoods. Secondly they should link boundaries to what community members perceive as their neighbourhoods and other identifiable sources for tracking. In the case of Ottawa Community Housing (OCH) units, the boundaries of the neighbourhoods are quite clear. In other cases it could be a street or combination of streets with somewhat equal distance from a meeting place without any major physical barrier such as a highway or river.

Collection and Analysis of Demographic Data

The University of Ottawa has done this work by gathering updated census information on 89 neighbourhoods

in Ottawa. Information about residents, such as income levels, unemployment, poverty, and housing etc, is available. The NCLB coordinators need to make these community profiles more local with rich information from the residents.

Identification and confirmation of top physical, service and social problems, including crime problems, is part of the assessment phase.

There is a need to look for trends in certain problems or crimes.

Identification of additional unmet needs

- Continuously work with community residents to identify unmet needs;
- Compare findings from residents with secondary data sources.

Signs of Economic Revitalization

- Coordinate with local economic development agencies to track planned economic and housing development projects within site;
- Work with small businesses in the area to assess and encourage additional revitalization efforts.

What is the role of the NCLB Coordinator in implementing the strategy?

It must be clear by now that the implementation of the strategy involves the collaboration of organizations on a number of tasks and community-wide activities. The NCLB Coordinator's role is to coordinate and facilitate the creation of these collaborations to achieve the goals and objectives in the strategy. Central to the implementation process are the regular Steering Committee meetings. These meetings provide Steering Committee members with the opportunity to review and analyze progress reports relative to the four components of the strategy – social, physical, economic and service.

The Steering Committee meetings also provide community residents and other interested stakeholders with the opportunity to hear about the progress of the overall strategy and offer recommendations for improvements.

Lastly, the Steering Committee meetings provide opportunities for individuals and agencies to develop and nurture relationships.

Given the significance of these meetings, the NCLB Coordinator's role is to ensure the meetings run smoothly and that the Steering Committee receives all of the necessary reports and other relevant information to make informed decisions. Here are some tips for convening meetings, to ensure community involvement from the neighbourhood as well as the collection of critical data to be used for evaluation purposes.

Convening Meetings

- Report progress;
- Take minutes;
- Schedule meeting times appropriate to the audience;
- Prepare agendas in advance;
- Staff the meeting;
- Bring pertinent information referenced in the meeting agenda, be prepared with relevant documents referenced in prior meeting minutes;
- Facilitate the meeting;
- Identify outcomes and purposes for the meeting; ensure group participation by providing information to the members well ahead of the meeting. Other techniques to use include flip charts, ice breaker exercises, and brainstorming sections; keep the meeting on schedule by reaching consensus and moving forward.

Collecting Site Data to Support Development of Neighbourhood Level Plans and Implementation

- Identify data collection needs and purposes based on expected reporting requirements, program and project development, and assessment;
- Conduct community surveys, focus group discussions, meet with partners, prepare inventory of resources and collect data from various resources;
- Update existing data;
- Organize community engagement work, community canvassing, focus groups, and asset mapping.

Assisting with Strategy Progress at the Neighbourhood Level

- Assist community members with the development of realistic goals;
- Standardize a process for information sharing; assign Steering Committee members tasks that include timelines, people responsible for tasks, and local site reporting requirements;
- Develop internal monitoring and reporting processes that include timelines, task status, and reporting requirements;
- Identify the appropriate groups and individuals in the community able to fulfil the assigned purpose.

Evaluating the Strategy

- Set success indicators in the activities identified in the community action plans;
- Develop measurable outcomes for goals;
- Develop a plan for conducting an evaluation of strategy according to the NCLB evaluation matrix, and coordinate with a third party evaluator if possible;
- Assist with the collection of data for analysis;
- Work with Steering Committee to address feedback from the evaluation;
- Utilize data from evaluation in preparing progress reports.

What should the NCLB Coordinator do if the strategy for the site is encountering obstacles or needs to be amended or revisited?

While the Community Action Plan for each neighbourhood is expected to be used as a roadmap for the community and the Site Coordinator, Steering Committee and the various sub-committees, the NCLB Coordinator may encounter some obstacles. These obstacles can hamper the progress toward achieving the goals and objectives in the Action Plans.

The next few steps describe what a NCLB coordinator should do if the site begins to experience some implementation-related challenges.

Encountering Obstacles Along the Way

- Discuss with Steering Committee, CHRC's Program Manager, or the CDF Coordinator;
- Encourage the development of an ad hoc subcommittee to address the obstacle;
- Utilize the **four C's**: Communication, Collaboration, Cooperation, and Coordination as tools to overcome the obstacle;
- Record actions taken.

Amending and Revisiting Local Strategies

- Review established timelines and reporting schedules to coordinate opportunities of strategy

- measurement;
- Remind and facilitate Steering Committee members to review strategy progress toward the goals and objectives in each neighbourhood;
- Assist the Steering Committee with proper submission of amendments to the community action plans, budget changes, and technical/service assistance requests to various partners.

Summary

NCLB coordinators should be able to convene, support, and facilitate strategy development meetings that lead to developing neighbourhood level plans, data collection processes, as well as assist the Steering Committee with measuring the overall strategy progress. In further support of strategy development and implementation, NCLB coordinators should bring together subcommittees and ad hoc committees to review timelines, reporting schedules, and achievement of goals and objectives.

Sustainability

A specific strategy focused on the continuation of NCLB efforts in any site must be integrated in the NCLB strategy itself. Given the tremendous levels of collaboration that have been formed, it is important to keep the momentum going and not become totally dependent upon one funding source to continue the neighbourhood level strategy development and implementation process.

In the context of NCLB, sustainability focuses on the continuation of the strategy development and implementation process. Key efforts to be sustained include:

- Communication with residents and service agencies;
- Coordination among various partnering agencies;
- Community engagement and social mobilization activities;
- Reinvestment in neighbourhoods.

This section will address why sustainability strategies are so important to NCLB sites and what your responsibilities are as a NCLB Coordinator in helping to sustain the NCLB efforts in your community.

Section Objectives

- Explore steps required in developing a transition strategy in the neighbourhood where transformation takes place and the community gets into a routine of annual re-assessment, readjustment, planning and implementation process;
- Learn how to attract, identify and use resources (leveraging);
- Understand how to sustain the NCLB strategic planning process and maintain collaborations.

What do we try to sustain?

It is critical for the Site Coordinator to continuously reinforce to Steering Committee members and other community stakeholders that NCLB is not a program, but a strategy. The NCLB Coordinators must help educate community leaders to understand that NCLB promotes a comprehensive strategy development process. This process brings together key resources from various agencies, the City, community organizations, other service providers, and community residents to collectively address the issues impacting the quality of life in the NCLB site. While funds from various agencies may be invested to support some programming activities under different core components, NCLB should not be viewed as a program itself. Therefore, since NCLB is not a program, the emphasis should be placed on strategy development and implementation process.

The following measures should be taken to achieve the goal of sustaining the NCLB strategic planning and coordination process:

Sustaining the NCLB Strategic Planning Process

- Keep the communities involved and engaged;
- Keep the service providers involved and motivated with the effectiveness of their service delivery in collaboration and coordination with one another and the community directly;
- Provide all stakeholders with the NCLB organizational structure and how it fits in the City of Ottawa's Community Development Framework (CDF) and keep it up to date and available at all times;
- Encourage ongoing and open dialogue aimed at institutionalizing the strategy in the designated neighbourhoods;
- Involve and motivate residents and stakeholders thoroughly with the Strategy;
- Build a vested interest in continuing the strategy;
- Develop capacity among all stakeholders and partners.

How can I help leverage additional resources for the site?

NCLB coordinators must work with the Steering Committee to aggressively attract and identify new resources to support the strategy development process and resultant community action plans in participating neighbourhoods. In addition to looking for new resources, the NCLB Coordinator must work with the Steering Committee to ensure that existing resources are sufficiently optimized and leveraged. The following tasks are often associated with attracting new resources and maximizing existing resources:

- Make a solid case for the resources required through proper participatory assessment of the community needs;
- Apply for collaboration grants after prioritizing community needs and making them part of the neighbourhood level development plan;
- Create an asset inventory and revisit it frequently;
- Create and strengthen partnerships with other service providers;
- Get acquainted with funders and understand their funding priorities;
- Identify gaps in service.

What is the role of the NCLB Coordinator in developing a transition strategy?

While the NCLB Coordinator should concentrate on helping the Steering Committee develop and implement a sustainability strategy, a change may be needed in the current operating structure and coordination mechanism of the NCLB. It depends on the organizations involved and taking the lead. A CHRC may like to incorporate the NCLB approach into its existing community development work.

In other situations, organizations serving the community will agree to become more involved in leading a particular component of the strategy. Infrastructures that appear similar to NCLB may exist and incorporate the philosophy of NCLB into their daily operations. While there are no specific requirements associated with developing a transition strategy in the communities which make substantial progress, the following provides some details for consideration:

- Know who in the community will benefit from the transition plan from the high level focus of the Steering Committee to simply monitoring progress on the established strategy development process in the neighbourhood;
- Document all evaluations and successes;
- Develop a continuation strategy without the extensive presence of the NCLB Coordinator in the neighbourhood;
- Train the community to take the lead on re-assessments, re-evaluation, monitoring, re-adjustment and development of new Action Plans. They will become advocates for securing other resources and continuing the strategy development process.
- Pass on what you know as a coordinator.

Summary

Sustainability of the NCLB Strategy should be one of the major concerns of the NCLB coordinators and they should begin early in the implementation phase. It is important to consider all four components of the strategy that need to be sustained --- not just one part.

One of the unique features of NCLB is the composition and diversity of the Steering Committee. Continuation of the strategy development process helps to ensure that service providers at all levels will remain engaged with each other and the community in collectively addressing social, physical, service and economic needs in the community.

Understanding what sustainability is and how other NCLB sites have addressed this issue will help the NCLB coordinators move forward.

It is important to remember that multiple resources are available to support the implementation of the strategy. Don't get bogged down in only looking for grants or attempting to duplicate existing programs. Increased collaborations are an ideal tactic to use as part of the overall sustainability strategy.

The program stability that the CDF support provides from the beginning enables the NCLB coordinators to develop relationships and to create structures that will ensure continued commitment of resources to the target site.

Technology

The NCLB coordinators will find ways to optimize every existing resource available to them. The use of technology has become one of the most effective tools for NCLB coordinators either as a special emphasis initiative, through Photo-Voice, video documentary, or just as a means of doing their daily job.

Section Objectives

- To effectively use the Internet to navigate available resources for NCLB support, submit progress reviews, community surveys, and evaluation reports more effectively;
- To acquire and expand working knowledge of various software programs to create documents, spreadsheets, maps, and databases and to analyze and display information, and to enhance the management and accountability of the respective NCLB site;
- To become familiar with recommended technologies for NCLB coordinators.

Why do I need to use the Internet to submit certain documents?

NCLB coordinators are required to submit certain documents directly to a central website portal on a regular basis.

This system using the Internet is very common today, and this section will highlight why you need to become comfortable using the Internet for online submission of some data and reports.

The NCLB online system is used to submit community surveys, progress reports, inventory of resources, and community action plans. All information is readily available to all partners and with one keystroke decision makers can access progress in each community, change in status of any designated neighbourhood, comparative analysis of different communities and progress within the same community over a number of years.

What are some of the basic technologies NCLB coordinators should be using?

One of the key points you should have realized by now is that NCLB coordinators are rarely stationary. Since the NCLB coordinators are constantly busy attending meetings, community events, and strategy sessions, they must have immediate access to their calendars and address books at all times.

Before the NCLB coordinators run out the door to meetings with community leaders, they need to assess technological resources and be familiar with the latest technologies that can assist them to perform their job better. This section will simply list some of the needed tools and software that the NCLB coordinators should consider using to make their work effective:

- MS Office package (MS Word, MS PowerPoint, MS Excel, MS Publisher, MS Outlook);
- Very basic HTML;
- Basic FTP for uploading documents to internet;
- Any Photo editing software (optional).

Summary:

Technology is a critical tool that NCLB coordinators often rely upon in carrying out their work. The use of the Internet is required in transmitting key documents and for communicating with organizations and individuals in your community or with other NCLB coordinators across the City.

Basic computer software programs are recommended for NCLB coordinators to use to help with word processing, spreadsheet preparation, and presentation tasks and in developing a community database. Most of the software discussed earlier has easy-to-follow tutorial programs.

Programmatic and Financial Requirements

This section focuses on the programmatic and financial knowledge helpful for NCLB coordinators and on the various reporting requirements. This section will address the major tasks NCLB coordinators need to ensure are completed on a timely basis to keep everyone informed of the progress on key milestones.

Section Objectives

- Review the progress reporting requirements and deadline for submission;
- Review the financial reporting requirements and deadline for submission;
- Understand what types of data should be collected and how the information should be reported.

Who is responsible for preparing the progress reports?

Each site is required to submit progress reports via online portal as part of putting the NCLB strategy development process in place in their respective neighbourhoods. These reports help the Steering Committee members and other stakeholders understand what progress is being made in the site, obstacles that may be encountered, available resources and programs and the overall impact of the NCLB strategy. Uniformity in the reporting format helps ensure that all the information received is consistent across the City.

The next section will cover the required report formats and report deadlines. Adherence to the due dates is critical to the overall assessment of the development within implementation of CDF.

- Survey reports due by.....
- Inventory of resources due by.....
- Community Action Plans due by.....
- Progress Reports due by.....
- Evaluation reports due by.....

The NCLB Coordinator must take the lead for ensuring these reports are submitted on a timely basis. If documentation is required from other funders, it is recommended that the coordinators provide these funders with a brief orientation section at the onset of their award. During this orientation, they should outline the specific reporting and format requirements for submitting reports. This will help ensure that the NCLB coordinators have all of the necessary information well in advance of the deadline for report preparation.

It is important to maintain accurate records of the various activities conducted in each neighbourhood in the NCLB site. These activities must also coincide with the goals and objectives outlined in the local, neighbourhood level strategy. Given the importance of conducting an evaluation of the overall strategy, it is recommended that the NCLB coordinators use the baselines established in the evaluation process to record and report the progress in their site.

We wish the NCLB coordinators/community developers well on the journey in which they are not alone. They have tools, contacts and experienced colleagues to assist them along the way.

Evaluating a NCLB Strategy

Introduction

This document presents an abbreviated but step-by-step approach to evaluating NCLB strategy development process in various program areas. It has been written primarily for NCLB coordinators who are planning for a local evaluation, working with a local evaluator, or launching a self-evaluation effort.

The City of Ottawa has established Knowledge Transfer Table which will be providing systematic support for the evaluation of the NCLB strategy in various neighbourhoods. However, this document predates developments on the Community Development Framework (CDF) and we hope this will be of interest to those who may not have such a system level support for evaluation available.

Why Evaluate Your NCLB Strategy?

Everyone with a stake in a local NCLB strategy and community action planning has an interest in knowing whether the program is operating as intended and whether it is effective and worthwhile for designated neighbourhoods and individuals. Accurate information is vital for understanding the success or failure of the NCLB strategy development process, and for expanding or replicating activities that work and fixing those that don't. Community staff responsible for coordinating NCLB's many technical aspects must provide information to supporting agencies to enable them to judge whether their resources are being well spent.

These interests can be met through comprehensive local NCLB evaluations. A comprehensive evaluation includes a process evaluation that describes how the program operates and whether it is operating as you and other stakeholders intended, as well as an impact evaluation that describes how well your program operates and whether it is effective in reaching stated goals. Any number of relevant tools can be used to go through the required steps for evaluation.

Evaluation in five easy steps

1. Plan -- Decide what you want to know and how to get the answers. Advance planning for information gathering is critical to the success of local (and all!) evaluation efforts.
2. Identify an evaluator -- Recruit an experienced evaluator from a local university, private firm, or agency, or launch a self-evaluation within the organization.
3. Describe and assess how your NCLB strategy works vis-à-vis how you (collectively with other partner organizations) intended it to work.
4. Assess how well the NCLB strategy works in reaching long-term objectives such as increasing resident participation, increasing the community's perceptions of safety, increasing the effectiveness of service delivery and improving neighbourhoods physically and economically.
5. Communicate your evaluation results and strive to strengthen any weak points in your strategy. Keep your record-keeping systems current. And always, always, celebrate your successes.

Challenges of evaluating an NCLB strategy

A local evaluation of NCLB is in part a compilation of many focused evaluations of strategies launched by local community health and resource centers, community organizations, city departments, youth service agencies, the Ottawa Police Service, and citizens themselves. Advance planning is crucial to the multi-faceted evaluation needed, in to build data requirements into routine record keeping efforts.

Running an NCLB initiative requires sharing sensitive information among key partners. Practical and legal barriers to sharing information should be fully aired during early meetings of the Steering Committee, and participating agencies should achieve a common understanding regarding information sharing, storage, access, and dissemination.

Comparison areas are needed in a local evaluation to help assess whether any differences observed in the designated area were due to the NCLB efforts or some other factor(s), yet they nearly double the evaluation effort. They do little to answer the oft-repeated question of displacement if the effort is related to crime prevention: “Did you reduce violent crime or just move it across town?” City-wide, non-designated area data can help. Community surveys are increasingly difficult to launch technically, and the best ways are the most expensive. New record keeping systems may be needed to accurately track NCLB data.

All of these methodological issues often add up to costs, gaps, and delays in data collection and analysis. Again, these may be reduced by coordinated advance planning and will be helped by the addition of dedicated evaluation staff.

Planning an Evaluation of NCLB

The potential NCLB sites need to begin planning for a local evaluation, methodically or not, during the process of neighbourhood identification. A brief community needs assessment and a plan identifying goals, objectives, tasks, and outcome measures leads to a good beginning.

Ideally, evaluation needs to be a topic of discussion from the first meeting of the local Steering Committee. It is much easier to design an evaluation while developing program activities than to try to tack one on after the fact.

In particular, it is much easier to build in data collection steps from the start rather than recreating data long after the intervention is underway. Yet regardless of when an evaluation is designed, the basic planning steps are the same. Program goals and objectives (which point naturally to evaluation objectives) need to be identified, and it must be decided exactly which questions need to be answered and with what rigor. Finally, the evaluation methodology must be designed and it must be determined how to get the information desired.

Identifying goals and objectives

The first step in most evaluations is to specify goals and objectives, fine-tuned into measurable terms.

Goals are broad statements of the NCLB program’s principal aims, such as “to create healthy and safe environments and provide accessible, integrated and holistic services to communities in need.”

Objectives are narrower, measurable, operational specifications of goals. Local strategies will determine what objectives match the goal of creating healthy and safe

Some objectives which may be listed under the goal of reducing youth crime:

- Expand the number and type of community service opportunities for non-violent youth offenders.
- Identify the top 100 high risk youth in our neighbourhood whose prior offences have involved alcohol, drug, and/or weapons.
- Add 20 outpatient drug abuse slots for youths.
- Increase by 20% the number of youth who enter drug abuse, anger management, or other appropriate programs within two years.
- Reduce the number of alcohol, drug, and/or weapons violations committed by youth by 30% within 3 years.
- Increase job and recreational opportunities for high risk youth.

environments, and the list of objectives may be as extensive as the partners' ideas and dreams.

Who should be involved in specifying the local NCLB goals and objectives?

The general answer is that it should be the stakeholders, who are individuals representing organizations, agencies, or groups working in the designated neighbourhood or affected by the changes in that specific neighbourhood.

The more specific answer is clear in the mandated local organizational structure: the stakeholders are found in the NCLB Steering Committee and significant subcommittees. These committee members have a vested interest in seeing the NCLB strategy succeed, and, among other responsibilities, are charged with the responsibility to develop a vision or mission statement, conduct a community needs assessment, set goals, and commit resources to the selected activities.

The NCLB objectives are always multiple, and various stakeholders will have varying, even competing, views of appropriate objectives. These differences need not be detrimental to an evaluation effort. Rather, the respective stakeholders should discuss and reach a consensus on the short- and long-term goals of the NCLB process, then identify multiple specific objectives for achieving them. This process may occur over the course of several meetings during the implementation phase.

Developing a conceptual framework or logic model

Developing a conceptual framework, or a logic model, is another way to specify how the various components of the strategy lead to desired outcomes; this goes hand-in-hand with the specification of goals and objectives.

A logic model is a graphic version of the key elements of a given program that identifies how the desired outcomes result from the interventions applied to a given problem in an identified setting. A simplified version of a logic model can be used to outline the types of information needed for the evaluation. Figure 1 presents a conceptual framework -- a kind of a bird's eye view -- of a comprehensive local NCLB evaluation.

The NCLB conceptual framework begins with the identification and selection of a target problem that occurs in a specific setting; a neighbourhood with known characteristics and resources. [Column 1] A community action plan is developed through the NCLB strategy to address the target problem. It begins with the creation of a multi-agency partnership which closely examines the target problem in consultation with the residents, designated neighbourhood, and resources available, and launches appropriate intervention strategies with active community engagement [Column 2] to achieve certain immediate proximal outcomes [Column 4].

The outcomes of these intervention strategies may also be affected by historical and current events outside of the program [Column 3]. These "contextual conditions" are often pictured in a long horizontal box that stretches below the entire conceptual framework to indicate that local conditions and events may affect all aspects of the strategy. As the intervention strategies continue, it is hoped that positive changes in longer-term outcomes will occur [Column 5]. A full understanding of how and how well a NCLB strategy works requires expanding this bird's eye view into a more detailed evaluation road map.

Figure 1: Simplified Conceptual Framework for Evaluation

1: The Problem/s: Setting and Program Characteristics	2: Implementation and Processes: Program Management and Activities	3: Intervening/Mediating Variables: Other Programs and Happenings	4: Proximal/Process Outcomes	5: Short- and long- term Outcomes
i. Targeted neighbourhood problems and characteristics ii. Resources available iii. Community Action Plan developed.	I. All partners start playing their identified roles and engage in implementing their respective activities.	I. Other social, physical and economic development programs. II. Interagency collaboration III. Jurisdiction's problems, infrastructure, etc.	I. Number of events, people involved, jobs created, youth engaged, houses rehabbed, other relevant things...	I. Resident views on prioritized issues, quality of life, neighbourhood satisfaction II. Observations of physical changes in neighbourhood III. Changes in key Indicators.

Choosing and working with a local evaluator

In this report both the spirit of self-evaluation and the rigor of neutral, objective examination are embraced. Much of what is called process evaluation is simply good program monitoring. While there are definite advantages to an evaluation conducted by outside experts, having program practitioners engage in self-evaluation has its benefits as well.

The approach taken here is pragmatic, aiming to provide local program practitioners with the basic knowledge and tools to meet evaluation needs.

Find a local evaluator with a broad range of relevant experience and expertise, and time to devote substantial attention to the many facets of an NCLB evaluation. With the input of the Steering Committee, specify the role of the evaluator.

Often the exercise becomes a self-evaluation because most of the agencies which could help in independent evaluation are tied to the NCLB in different capacities. Moreover, the way the NCLB action plans are designed, the work and progress speaks for itself. It is not difficult to monitor the progress and compile all the results to produce an evaluation report that validates the same results through various sources and data.

Where can you find a good evaluator?

1. Your local college or university. Partner with professors in psychology, sociology, criminal justice, public administration, or another relevant research field. Call the chairs of these departments or the central administration to inquire about affiliated policy or research institutes.
2. Independent research firms and consultants, depending on the availability of funding.
4. Find out about who is working with similar programs.

Evaluation design

Evaluation, or research, design refers to how impact evaluations are conducted. The strategic aim is to control factors so that any observed differences in key outcomes (such as increased community mobilization) may be accurately attributed to the NCLB intervention and not some other event or activity.

A solid design for evaluating an NCLB strategy is a quasi-experimental design in the form of a pre/post case study with a comparison area. Anything less rigorous will leave the work open to criticisms. More rigorous evaluation designs will be prohibitively expensive. In practical terms, a pre/post case study helps a lot and one need not pay for an expensive evaluation in order to have credible evaluation results. A pre/post case study with a comparison area means:

1. Developing a detailed description and assessment (a.k.a. the Neighbourhood Profile) of how the NCLB site operates. The Neighbourhood Profile will be both qualitative and quantitative. It will include a written description of the designated neighbourhood, general characteristics and trends, demographic breakdown, and other related information, as well as how the NCLB Steering Committee was formed, how the partners work together, the nature of the intervention activities, etc., coupled with information as to how many youth attend Boys and Girls Club activities, etc.
2. Gathering "baseline" (before the program begins in earnest) information on key impact indicators, such as the number of community members meeting regularly to discuss community problems, number of arrests (if any) in the designated area, number of youth participating in afterschool programs, resident satisfaction with the neighbourhood, number of calls for service, etc., and then repeating the same data collection effort when program impact is expected to be measurable, usually one to two years after implementation (this is the pre/post part).

Qualities to search for in your evaluator:

- A solid understanding of social science and criminal justice research techniques coupled with relevant experience.
- A broad knowledge of NCLB key components and how to measure change in these areas.
- Patience, comfort working with multiple agencies and committees, good humor, cultural competence, discipline, organization.

A simple example: if reducing break and enter incidents in the designated neighbourhood is a goal, the

evaluation study might include figures on the number of arrests for crimes involving the use of a weapon for a period immediately preceding the NCLB interventions, during the interventions, and afterwards. If these figures are gathered monthly, a simple timeline graph will show whether this measure is going up or down over time. (For the statistically sophisticated, 50 months or more of these data may be used for time series analysis.)

Alternatively, examples and stats from pre-intervention to post-interventions periods can also be compared.

Conducting the Process Evaluation

Step 1: Collect information

What?

A local NCLB evaluation should begin with a basic description and subjective assessment of the site's history, implementation, central characteristics (including its goals, organization and management, designated neighbourhood characteristics, and resources), competing and complementary efforts, and current operations on the community action plan. This will encompass the information contained in Columns 1-4 of the conceptual framework. This information is fleshed out in the "blueprints" for documenting program characteristics (Table 1) and monitoring progress (Table 2) below.

Yet as detailed as these blueprints may appear, they are only suggestive of the types of information you will want to collect -- while local NCLB sites have much in common, each also has a unique strategy and local evaluations must be tailored to meet individual site needs.

How?

There are two primary methods for gathering the data needed to assess program operations: (1) interviewing and/or surveying the full range of stakeholders and partners and (2) gathering and reviewing program documents.

1. Gathering and reviewing program documents -- Historical and current program materials are a rich source of information for studying program operations. These should be pulled together and culled for information for the case study.
2. Interviewing and/or surveying stakeholders and partners -- Key stakeholders in the NCLB strategy and primary partners and staff (especially those who have been involved since the beginning) hold special knowledge of the program's early history, development and implementation, and current day-to-day activities. Informal interviews should be conducted with a few key individuals to produce an objective summary of the program's history and key events, combined with information gleaned from program documents. If this summary is compiled by essentially one person, as may be the case in a self-evaluation, others should review it for completeness and accuracy.

More structured interviews should be conducted with all stakeholders or a good cross-section of them to gather systematic information about the functioning and dynamics of the NCLB partnership. This step may be best conducted in person by an independent evaluator, as interviews enable one to gather detailed information and ask clarification questions as needed. A written survey mailed to stakeholders enables the information to be gathered anonymously, although the group of respondents is typically rather small and their identities may be evident from their responses. The information to be gathered is subjective and the nature of the questions is that they require mostly open-ended answers – another obstacle to written surveys.

Table 1

Blue print for the Community Action Plan Documentation

Program Characteristics	Suggested Details to Capture
Goals and Objectives	<p>Goals: Broad statements of the community action plan's principal aims or purposes. Examples: (1) To improve the quality of neighbourhood life. (2) To engage youth in positive activities.</p> <p>Objectives: Measurable, operational specifications of goals. Examples: (1) To remove abandoned shopping carts and trash from neighbourhood streets. (2) Establish youth councils and arrange drop-ins for youth.</p>
Designated neighbourhood and comparison area characteristics	<p>Population, Area size, City blocks. Racial/ethnic, gender, age, household composition. Income level. Housing: % renter-occupied, % public, vacancy rate, number abandoned. Unemployment rate. School dropout rate, achievement scores. Assets, resources, community associations, and institutions.</p>
NCLB organization and management	<p>Membership and role/responsibilities of Steering Committee and all other committees and subcommittees. Meetings: Date, attendance, minutes. Staff: Position, employing agency, supervisory agency, time devoted to NCLB. Training and technical assistance received in building partnerships.</p>
Resources available	<p>Funds available for community engagement activities. Other available funds, classified by program area and activities/purpose. From each participating agency: Total staff support, resources and in-kind support given to the designated neighbourhood. Available programs and activities for different age groups (Inventory of resources).</p>
Competing and complementary efforts/ programs	Descriptions of other programs underway.

Table 2**Blue print for Program Monitoring.**

Please note that problems, assets and prioritized issues vary from neighbourhood to neighbourhood. Under each core component (social, service, physical and economic) we are giving one or two general examples for the sake of understanding only.

Core components and Related Activities	Process Measures (Data to be collected)	General Sources of Data
Program Management: Steering Committee and subcommittee activities.	Partnership dynamics -- communication, coordination, leadership, etc. Agency resources/contributions to NCLB	Survey of Steering Committee members.
Social Activities for social cohesion and youth engagement: Youth Councils. Boys and Girls Clubs. Alternative activities for youth. Community Dinners Crime prevention (examples): <ul style="list-style-type: none"> • High visibility OPS patrols. • Establishment of Neighbourhood Watch. • Issuing trespassing tickets. • Search/arrest warrants. • Identification and targeting of serious/ violent offenders, trouble spots. Community policing (examples): <ul style="list-style-type: none"> • Problem-solving. • Foot, bicycle, alternative patrols. • Attending community meetings, working in partnership with residents and landlords. • Youth activities and programs. 	Hours open, staffing, activities of all programs Number and age of people participating in services, frequency, duration, outcome where appropriate. "Counts" of the number of events (e.g., sweeps), things (e.g., contraband items seized), people (e.g., serious chronic offenders), etc. Monthly arrest statistics from designated and comparison areas for similar crimes. Person-hours spent on community policing activities in the designated neighbourhood. Number of people regularly involved in community anti- crime/ drug activities. Number and quality of crime tips received. CBO membership and participation.	Routine record-keeping implemented for NCLB. Routine record-keeping implemented for NCLB. Existing statistics from OPS. Routine record-keeping implemented for NCLB. Community survey and/or Interviews with community leaders/Neighbourhood Watch coordinators.

Physical Neighbourhood restoration (examples): <ul style="list-style-type: none"> • Job programs. • Business recruitment and revitalization. • Housing improvements. • Clean-up, graffiti eradication. • Code enforcement, garbage disposal. • Construction of play structure 	<ul style="list-style-type: none"> • Number and nature of jobs created • No. and characteristics of people employed. • No. of new businesses opened, small business loans made, units rehabbed, etc. • Nature and cost of neighbourhood improvements. • No. of clean-ups, evictions, etc. • Progress on the play-structure. • No. of partners involved. 	Routine record-keeping implemented for NCLB.
Service		
Economic		

Examples of Documents to Gather

- Minutes of all Steering Committee and subcommittee meetings, with attendance lists, positions and agencies of representatives.
- Documents that put in writing the site's purpose and objectives, such as mission statements and formal goals and objectives.
- Descriptive accounts of the site's history, such as funding proposals, grant applications, media coverage (e.g., local newspaper articles), annual reports, etc.
- Program documents that relate to how the site operates. These may include such diverse things as the community action plan, inventory of resources, OPS study for Crime Prevention through Environmental Design (CPTED), concept paper for a youth program to a draft proposal for a community activity.
- Existing statistics on quality of life issues, social indicators (dropout rates, unemployment, etc.), and city and designated neighbourhood demographics. Strive to obtain objective information which enables you to compare pre- to post-NCLB conditions.

Step 2: Analysis and reporting

At this point, the NCLB coordinators/community developers will have collected the data that will form much of their pre/post case study, the data which encompasses a process evaluation of their NCLB activities.

It is a worthwhile exercise, at this point, to write the case study and discuss the process evaluation results among the Steering Committee and other stakeholders as appropriate. The process information and analysis of it should tell the Steering Committee:

- (1) Whether the NCLB partnership is functioning the best way possible,
- (2) Whether NCLB activities have been implemented as planned,
- (3) Whether NCLB activities are producing the desired immediate effects, and
- (4) Where improvements or changes are needed.

Areas to Cover in Stakeholder Interviews

1. The respondent's role in the NCLB process, particularly in policy setting, implementation, and day-to-day implementation of the community action plan.
2. Views of the membership of the Steering Committee, including who is essential, who is missing?
3. Partnership dynamics -- who leads, how decisions are made, how is conflict addressed, etc.
4. Views of key components and policies.
5. Views on community mobilization and participation.
6. Program strengths and weaknesses.
7. NCLB's impact on the respondent's agency.
8. Local conditions, such as budget constraints, that impact the NCLB strategy.
9. Suggestions for changes and improvement in the strategy.

Assessing Program Impact

Step 1: Collect data

What?

Gathering accurate and unbiased data related to program outcomes is arguably the most difficult part of evaluating an NCLB strategy. Again, outcomes are multiple and diverse, the information sources are many, and specific variables and indicators listed herein -- while significant and common -- are suggestions only.

A list of potential outcome measures appears in Table 3, which is an expanded version of Column 5 in the Conceptual Framework. Outcome measures and variables specific to a specific neighbourhood will flow from the identification of goals and objectives and the creation of a neighbourhood specific community action plan and conceptual framework.

How?

Four major methods are suggested for gathering outcome data. The first two -- gathering statistics and conducting resident surveys -- are the most necessary for assessing program objectives. The second two, gathering neighbourhood indicators and tracking/testing individuals, provide important information, but may be found only in the most well-funded and sophisticated of evaluations.

In neighbourhoods where crime prevention is a high priority for the residents, *gathering law enforcement and criminal justice system statistics* becomes a need and priority. Given the nature of the crime prevention activities, law enforcement, prosecution, and probation departments will be the main source of outcome data. From law enforcement sources, these data include calls for service and reported crime statistics. Prosecution sources can provide data on the number of serious offenders sentenced to prison terms. Probation and parole data include the number of probation/parole violations and returns to incarceration. If the neighbourhoods are Ottawa Community Housing communities, stats of the OCH security will also be helpful.

Table 3
Blueprint for Assessing Program Impact

Program Areas and Central Activities	Outcome Measures (Data to be collected)	General Sources of Data
Program Management: Steering Committee and subcommittee activities.	Partnership institutionalization. Expansion to new designated area. Partnership satisfaction.	Survey of Steering Committee members.
Social Crime prevention (examples): <ul style="list-style-type: none"> • High visibility OPS patrols. • Establishment of Neighbourhood Watch. • Issuing trespassing tickets. • Search/arrest warrants. • Identification and targeting of serious/ violent offenders, trouble spots. 	Drug and weapons-related, other target crimes (pre/post). Resident perceptions of fear of crimes, neighbourhood satisfaction, quality of life, police-community relations, police and city agency performance, etc. (pre/post changes). Victimization (self-reported). Physical changes in designated neighbourhoods.	Existing statistics from police. Community surveys, community leaders interviews, focus groups. Existing victimization surveys.
Social Community policing (examples): <ul style="list-style-type: none"> • Problem-solving. • Foot, bicycle, alternative patrols. • Attending community meetings, working in partnership with residents and landlords. Youth activities and programs.	Probation/parole violations, returns to incarceration. <ul style="list-style-type: none"> • Ongoing community involvement. • Resident perceptions of police, citizen-police relations, priority of neighbourhood problems. • Resident perceptions of safety, increase in satisfaction with the neighbourhood. • Positive use of public places. 	Community surveys, key Community leaders interviews, focus groups. Systematic observations of physical changes made as a result of CPTED study.
Physical Neighbourhood restoration: <ul style="list-style-type: none"> • Job programs. • Business recruitment and revitalization. • Housing improvements. • Clean-up, graffiti eradication. • Code enforcement, garbage disposal. • Construction of play structure 	<ul style="list-style-type: none"> • Changes in individuals' self-esteem, risk and protective factors, attitudes. • Changes in dropout rates. • Changes in vacancy and abandonment. • Permanent jobs, new business. • Improved physical and social quality of life. • New construction, affordable housing. • Increase in property values. 	Routine testing by the concerned programs. Existing statistics from schools. Existing statistics from OCH, business associations, etc.

Remember that plans and agreements have to be made up front, not two or three years into strategy implementation. Possible statistics have to be tracked for the designated neighbourhoods and comparison areas, which may or may not fit other reporting areas.

If efforts begin by concentrating on mobilizing citizens and encouraging them to report crimes of all types, calls for service should increase over the next several months if citizens are responding. This doesn't indicate an increase in crime. Gradually, those calls for service should decrease and level off if the number of actual incidents decreases.

Neighbourhood surveys and systematic observations.

Many of the desired outcomes of a NCLB strategy are to change neighbourhoods in positive ways. Some of these changes, such as a reduction in abandoned shopping carts, garbage around dumpsters and in streets, and graffiti, can be assessed by making regular observations using rating forms.

Changes in other outcomes, particularly significant ones such as fear and perceptions of the quality of neighbourhood life, must be assessed by asking the views of those who live and work in the designated neighbourhoods (to the extent that fear can be measured in residents' use of public spaces, systematic observations may be used as well).

Resident opinions may be gathered in many ways -- through telephone or door-to-door surveys, mailed questionnaires, focus groups, interviews with key community leaders, community meetings, brief questionnaires distributed and collected in public places, etc. The most objective method is to design the survey in simple language, make required translations, and let the community members fill up the survey forms without the help of interviewers. It is good to recruit independent interviewers for a lengthy and complex survey which needs to be conducted at the beginning of the program and then every 2-3 years thereafter.

It is worthwhile to conduct the survey in both the designated and comparison areas. The questionnaire should be kept brief and simple, but should address quality of life measures, neighbourhood satisfaction, changes over time, social cohesion in the community, fear of crime, victimization, quality of city services, police-community relations, and perceptions of the police. Participation in the survey should be voluntary, anonymous (except for limited information gathered for verification purposes, if done), and fully informed. Sample survey instrument and observation forms are included at the end of this document.

Neighbourhood-wide indicators.

As shown in Table 3, the NCLB strategy may be evaluated by its impact on neighbourhood life covered under the four broad, key components (Social, Physical, Service and Economic.), by improvement in school attendance and the performance of neighbourhood youth, for example, or by the creation of new jobs or housing. In these cases, you will want to gather data about these outcomes that indicate changes attributable to the NCLB. These indicators (standardized achievement test scores, number of jobs created, etc.) should be gathered for periods prior to and after implementation of the NCLB strategy.

It is often difficult to obtain such indicator data at the neighbourhood level. In regard to school data, for example, neighbourhood youth certainly attend a variety of schools, and any one school will have only summary data that combines neighbourhood youth with others.

Other NCLB activities aim to improve individual behaviors and/or attitudes. Evaluating such activities might require assessing the target youth's self-esteem or a high risk youth's job readiness before and after their involvement in NCLB.

Step 2: Analysis and reporting

Statistical analyses and presentations of outcome data need to be conducted by an experienced researcher.

Simple statistical tests of differences between means (such as the average satisfaction rating given to city services by a survey respondent) or observed outcomes (such as the number of people attending neighbourhood meetings) should be conducted to assess difference before and after implementation of the NCLB process and between the designated neighbourhoods and comparison areas.

Continuous data – meeting attendance data over a period of years, or the changes in a community's feeling of safety -- should be graphed to show changes in the designated neighbourhoods and comparison areas and perhaps tested by time series analysis.

Neighbourhood surveys will produce both quantitative information (e.g., a score from 1 to 5 on how safe the respondent feels alone in the neighbourhood after dark) and qualitative information (e.g., an answer to an open-ended question about how the neighbourhood has changed over the past year). As content analysis of open-ended questions can become laborious, it is recommended to stick to closed-ended questions as much as possible.

Putting It All Together

Now the tough part is writing all this up. The results of evaluation are important information for stakeholders, policy makers, staff, and funding agencies. It is good to begin with a concise written narrative of the neighbourhood profile, implementation, and operations -- in short, the case study. Add to it the immediate and long-term outcome data gathered, highlighting differences before and after major NCLB activities and differences between the designated neighbourhood(s) and comparison areas.

Present quantitative results in simple tables, x-y graphs, bar graphs, and pie charts, with accompanying statistical tests where appropriate.

Through interviews with residents and stakeholders, individual anecdotes may provide a human touch the evaluation findings. Stories of how the neighbourhood has changed, while not "scientific," may be some of the evaluation's most powerful findings.

An evaluation report should end with a summary of progress, strengths and weaknesses, and activities yet to be accomplished. It may also include recommendations for changes in management, organization, or activities.

An evaluation report should fulfill multiple purposes. A summary of it will serve as the preface for funding proposals, annual reports to sponsors and funders, and informational materials given to the media and other interested parties.

This narrative summary should be updated periodically -- at least annually -- as policies, procedures, activities, and outcome data change. Second, the report should be used to strengthen the NCLB strategy.

The factual information compiled should be critically examined by the Steering Committee to see if revisions and mid-course corrections are needed. The Steering Committee should ask itself whether the NCLB activities have been provided as intended, what activities are missing and needed, whether the desired target population is being reached, etc. A good evaluation journey should be an enlightening and enjoyable experience.