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Project PACT

(Pulling America's Communities Together)



Manager's Guide for PACT Operations

Summer 1995



**TAKE A BITE OUT OF
CRIME**

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National Crime Prevention Council

To forge a nationwide commitment by people acting individually and together to prevent crime and build safer, more caring communities.

September 20, 1995

Dear PACT Leader:

With this letter is a copy of the PACT Manager's Guide, which can be very helpful to you while your site strives to forge and implement a plan that will really save lives and reduce suffering in your communities.

Though your site has already made many decisions, this Manager's Guide is still helpful at this stage in the PACT initiative. To reach its promise, PACT must be a long-term process. The Guidelines contain both new ideas on the planning phase (Phase II) and especially the implementation phase (Phase III) of your process. These can be relevant and valuable for the next 3-5 years.

I believe you will find this Guide an excellent reference book for PACT. We have taken considerable time to cover all the existing information on PACT from goals and objectives to phone numbers. If you read the Guide thoroughly you will know where the information is available.

I would like to ask you to really engage the guidelines in the Guide for the three phases of PACT. I believe they will contribute to your thinking, especially in the Implementation Phase when you are attempting to manage accountability and direction while still giving enough latitude to empower your leaders. To the many knotty questions that exist about implementing, I believe that examining the guidelines as a whole will help to provide many of these answers.

Managing the comprehensive collaborations like PACT, especially in a regional environment, is still a work in progress. This Guide represents a step in that process. It can also be useful in operations other than PACT. In short, the Guide is a useful tool and a real step forward.

Because we seek to improve constantly, please let us know at the National Crime Prevention Council (as instruments of the PACT Support Team and the PACT leadership) of any suggestions you have for improvement of the Guide.

Sincerely,


Terrence W. Modglin

Director, Municipal Unit
National Crime Prevention Council

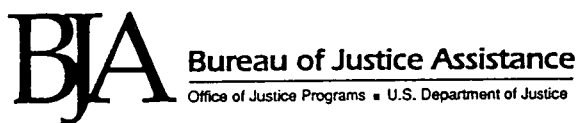
This PACT Manager's Guide was produced by the National Crime Prevention Council (NCPC) as part of its work as a member of the PACT Support Team. NCPC's effort on this was funded through its cooperative agreement with the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice.

Mona Tycz of Global Futures, Inc., drafted this guide as a consultant to NCPC. She synthesized reams of material, collected further material from sites, identified and closed gaps in knowledge, and infused the document with her extensive planning experience.

Terry Modglin, Director of Municipal Initiatives for NCPC, spearheaded the agency's support of Project PACT and managed the development of this document. Jack Calhoun, NCPC's Executive Director, provided insight throughout. Jean O'Neil, both as Director of Research and Policy and Managing Editor, provided extensive support.

Deputy Assistant Attorney General Reginald L. Robinson, the lead officer at the Department of Justice for PACT, was extraordinarily responsive in both reviewing the document periodically and providing specific and constructive guidance as necessary. Bob Brown and Louise Lucas of BJA facilitated NCPC's efforts in working with Project PACT.

Beyond those who developed this guide, readers owe a debt to those who agreed to review it in an effort to produce the most helpful work possible. Chris Wheeler and Andy Copassacki of Metro Atlanta PACT provided especially extensive comments.



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The National Crime Prevention Council is a private, nonprofit organization whose principal mission is to enable people to prevent crime and build safer, more caring communities. NCPC publishes books, kits of camera-ready program materials, posters, and informational and policy reports on a variety of crime prevention and community-building subjects. NCPC offers training, technical assistance, and national focus for crime prevention: it acts as secretariat for the Crime Prevention Coalition, more than 130 national, federal, and state organizations committed to preventing crime. It also operates demonstration programs and takes a major leadership role in youth crime prevention. NCPC also manages the McGruff "Take A Bite Out Of Crime" public service advertising campaign, which is substantially funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice.

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- Appendix II: Violence Prevention and Intervention Strategies
- Appendix III: Local and Community Strategies to Prevent Crime
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II ABOUT THIS DOCUMENT

This *Manager's Guide* serves as a tool to assist PACT site management teams in establishing, developing, and implementing coordinated and comprehensive strategies for reducing violence. It combines theoretical and practical information from many sources to assist with training and reference purposes. It also provides as a detailed blueprint for the development process that can be used by managers at the site level. Each section is organized so that it can stand alone.

Part I (Sections I through VII) provides an overview of and background on the PACT initiative. It includes the PACT mission statement, national goals, and objectives, providing all partners with a clear understanding of the intent of the initiative. Part I also clarifies the roles of participants and identifies key agencies and staff. Part I also contains a summary of accomplishments to date of the four operating PACT sites, as well as descriptions of PACT support tools including on-line resources and important models.

Part II (Sections VIII through XI) is intended as a practical guide to the process in which local communities develop new strategies to reduce violence and other crimes. It contains comprehensive discussions of the three phases of the program--establishing a site, developing a plan, and implementing a plan--with special attention to lessons learned across all sites as the process has unfolded. Looking at the program from still another angle, Part II provides examples from the PACT sites that will enable PACT groups to translate models into strategies and programs appropriate for their own communities. These sections include guidelines, checklists, and source materials that will assist in decision making and implementation.

Local planners can use the *Manager's Guide* in numerous ways:

- Site directors and committee chairs can use the document for guidance and to compare program models with their own proposed strategies.
- Team members can use portions of the *Guide* as handouts for meetings focusing on such issues as local leadership development and organizing.
- Those involved in funding and development activities will find the goals and background information useful as supporting documents for fundraising activities.

- Staff can use the Guide as a resource for proposals, reports, and public information materials.
- PACT administrators can use the document as an orientation tool for new team members.

The PACT Federal leadership is committed to local autonomy and flexibility in the development of crime reduction programs. **One of the program's key principles is the empowerment of local jurisdictions to take leadership roles in devising strategies appropriate to their populations, priorities, and values.** The *Manager's Guide* is intended to assist local leaders in fulfilling their objectives; it should not be construed as binding on them.

For basic information on the PACT initiative, contact:

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U.S. Department of Justice

- Office of Justice Programs
Bureau of Justice Assistance

Washington, D.C. 20531

February 14, 1996

MEMORANDUM TO FILE

THROUGH: Robert H. (Bob) Brown, Jr.
Chief, Crime Prevention Branch (CPB)
Discretionary Grant Programs Division

FROM *15* Louise Lucas
Program Manager, CPB

SUBJECT: Grant Close-out: Final Assessment Report

GRANT NO: 94-DD-CX-K004
AWARD AMOUNT: \$859,544.00
PROJECT PERIOD: 05/01/94 - 09/30/95

PROJECT TITLE: Community Drug Abuse Prevention
Initiatives

GRANTEE: National Crime Prevention Council
1700 K Street, N.W., 2nd Floor
Washington, D.C. 20006-3817
202/466-6272

MAIN OBJECTIVE AND PROBLEMS ADDRESSED

Through this initiative, BJA worked with NCPC to develop, coordinate, and promote a wide spectrum of cost-effective crime, violence, and drug prevention strategies at the federal, state and local levels through the building of effective partnerships that were representative of all elements of a community.

The diverse array of projects carried out under this grant shared a common goal: helping communities throughout the nation develop comprehensive approaches to reducing crime, drug abuse, and violence. The underlying rationale was that, if everyone pledged to act (and collaborated) -- young, old, law enforcement, churches, businesses, schools, service agencies, and local governments -- crime would be reduced.

(Note: This was an initial award due to an appropriation change. This project continued Cooperative Agreement No. 89-DD-CX-K002.)

ACTIVITIES UNDERTAKEN

This project continued work in core neighborhoods, with preschoolers, young children, citizens and with policymakers and mayors in major cities across America. Work elements included:

1. community building in the Robert Taylor Homes, an area described as one of the most violent in America;
2. continuation and expansion of work with the PACT (Pulling America's Cities Together) program;
3. continuation and technical assistance to T-CAP (Texas City Action Plan to Prevent Crime);
4. providing technical assistance for the CCP (Comprehensive Communities Program); and,
5. providing training and technical assistance for BJA-sponsored community-police neighborhood partnership programs, including one project site on the Menominee Indian Reservation.

DOCUMENTS PRODUCED

- 1) Manager's Guide for PACT (Pulling America's Cities Together)
- 2) 350 Tested Strategies to Prevent Crime: A Resource for Municipal Agencies and Community Groups

BRIEF ASSESSMENT

The grantee remained timely in the submission of programmatic and fiscal reports and all federal funds were utilized within the program's designated time frame. Further, the organization, its products, and programs have been independently evaluated (i.e., University of Illinois, Columbia University, NIJ, etc.) and found to be highly valued and accepted by federal and state policymakers, elected officials, local crime justice representatives, and resident practitioners.



U.S. DEPARTMENT OF JUSTICE
Office of Justice Programs

CATEGORICAL ASSISTANCE PROGRESS REPORT

The information provided will be used by the grantor agency to monitor grantee cash flow to ensure proper use of Federal funds. No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing law and regulations (Uniform Administrative Requirements for Grants and Cooperative Agreements — 28 CFR, Part 66, Common Rule, and OMB Circular A-110).

1. GRANTEE National Crime Prevention Council		2. AGENCY GRANT NUMBER 94-DD-CX-K004	3. REPORT NO. 5
4. IMPLEMENTING SUBGRANTEE		5. REPORTING PERIOD (Dates) FROM: 5/1/94 TO: 9/30/95	
6. SHORT TITLE OF PROJECT Community Drug Abuse Prevention Initiative		7. GRANT AMOUNT \$859,544	8. TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT
9. NAME AND TITLE OF PROJECT DIRECTOR Hohn A. Calhoun Executive Director		10. SIGNATURE OF PROJECT DIRECTOR See Below	11. DATE OF REPORT 2/13/96

12. COMMENCE REPORT HERE (Continue on plain paper)

See Attached. (Note: This was an initial award due to an appropriation change.
This award continued Cooperative Agreement No. 89-DD-CX-K002)

13. CERTIFICATION BY GRANTEE (Official signature)

14. DATE

2/13/96

FINAL REPORT: Grant 94-DD-CX-K004

The diverse array of projects carried out under this grant shared a common goal: helping communities throughout the nation develop comprehensive approaches to reducing crime, drug abuse, and violence. The underlying rationale was that, if everyone pledges to act (and collaborate) — young, old, law enforcement, churches, businesses, schools, service agencies, and local governments — crime will be reduced. While the grant started with the highly acclaimed Community Responses to Drug Abuse (CRDA) program, it grew to encompass prevention and community mobilization efforts targeting minority populations, young people, and municipal government planning processes. It funded trainings for law enforcement and community organizers, a variety of publications and reproducible materials, and the National McGruff House Network. This final report highlights the principal programs funded under this grant and their major accomplishments for the period beginning October 1, 1989 (FY 1990) and ending in September 30, 1994 (FY 1994).

Note: From FY 1989-FY 1991, the Grant Title was "Demand Reduction Model Development and Technical Assistance"; in FY 1992 it changed to "Community Drug Abuse Prevention Initiatives."

Community Responses to Drug Abuse: Phase I

A three-year demonstration program conducted with the National Training and Information Center, CRDA tested diverse strategies to rid neighborhoods of drug-related crime and create viable communities. Participating cities included: Hartford, CT; Des Moines, Waterloo, and Council Bluffs, IA; Chicago, IL; Oakland, CA; the Bronx, New York City; Houston, TX; and Austin, TX. First, the sites formed task forces composed of local residents and representatives from law enforcement, public housing, businesses, and churches. The task forces identified community needs and developed action plans with both short- and long-term goals. Establishing close relationships with law enforcement was a major objective.

In three years, the sites achieved significant victories against enormous odds:

- Police, city agency, and community collaboration closed drug houses.
- Boarded-up crack houses were renovated into affordable houses, recreation centers for teens, and treatment centers.
- Civic groups started afterschool and summer recreation programs for young people.
- Parents helped create drug-free school zones.
- Schools incorporated drug abuse prevention into their curricula.
- Neighborhood Watch groups and block clubs increased dramatically.

- Citizen coalitions helped get laws passed that effectively blocked the sales of drug paraphernalia.

- New partnerships among schools, churches, law enforcement, other city agencies, businesses, and civic groups addressed community-wide problems such as youth unemployment and the need for locally based drug abuse treatment.

All sites secured funding to maintain programs after the federal grant ended. An evaluation conducted by the University of Chicago (and funded by the National Institute of Justice) found that modest federal funding coupled with technical assistance allowed these grassroots groups to pursue their anti-drug strategies with "greater intensity, focus, and persistence." According to the evaluation, "the grassroots organizations developed partnerships with criminal justice agencies, fire and housing departments, city councils, school boards, and recreation departments. They were able to overcome residents' fear of stigma and retaliation for becoming involved in drug abuse (prevention) programs....The technical assistance offered by the National Crime Prevention Council ... was a key factor in this success." The report on CRDA, *Creating a Climate of Hope: How Ten Neighborhoods Tackled the Drug Crisis*, won praise from policymakers and community organizers alike and went to a second printing to keep up with demand.

Community Responses to Drug Abuse: Phase II

The lessons learned from CRDA provided the foundation for a second round of demonstration programs initiated in FY 1992 specifically designed to reach Hispanic, African American, and Native American communities. Of the six community-based organizations who received grants, four were in metropolitan areas — Newark, Oakland, Albuquerque, and Detroit — and two were in rural regions of Washington state and North Carolina. In partnership with law enforcement, these groups closed drug houses, mobilized task forces and coalitions, started alcohol and other drug prevention programs for youth, raised public awareness of crime and drug problems, and developed afterschool and summer activities for young people. The Columbia University School of Social Work was awarded a contract to conduct an evaluation of CRDA II; substantial difficulties arose regarding the scope and quality of their work, and a final report is not anticipated until FY 1996. (Note: Seven sites were funded originally, but the Christian Community Youth Against Drugs Foundation in New Orleans was dropped when it experienced severe program and financial management problems.)

Teens As Resources Against Drugs (TARAD)

The first federally funded teen-led project, TARAD selected three grassroots sites to give young people the opportunity to design and carry out a variety of drug prevention projects. The sites were: Youth Resources of Southwestern Indiana (Evansville), Neighborhood Youth Leadership Center of the Citizens' Committee for New York City, and the South Carolina Commission on Alcohol and Drug Abuse. Local boards, including both teens and adults, in turn, awarded small grants to teen-proposed projects such as cross-age teaching, mentoring, playground renovations, and drug abuse prevention performances. Overall, TARAD enabled

approximately 3,500 young people to develop and implement more than 90 drug prevention efforts that reached nearly 100,000 members of their communities. At least two-thirds of the projects seeded by TARAD funds continued on their own with local support. The final report, *Given the Opportunity*, was disseminated to youth groups throughout the country and had to be reprinted to meet demand.

T-CAP (Texas City Action Plan to Prevent Crime)

A landmark initiative in Texas, T-CAP engaged seven cities in a comprehensive planning process designed to link grassroots concerns with city policy, a necessary step toward reducing high rates of violent and property crime. The cities involved were Arlington, Austin, Corpus Christi, Dallas, Fort Worth, Houston, and San Antonio. Nearly 600 people logged more than 30,000 volunteer hours to recommend ways to make their cities safe, supportive places to live. Leaders concluded that nothing would change unless everyone became involved. Each city's final recommendations spanned the full spectrum of crime prevention, from better street lighting and curfew laws to child support, job training for young people, and parenting education. In addition, the planning process itself elevated crime prevention on city agendas. Not only has crime declined in these cities since the plans were put in place, but the project's final report, *Taking the Offensive to Prevent Crime: How Seven Cities Did It*, has been widely read in the United States, Europe, and Canada. The T-CAP model has been praised and promoted by such groups as National League of Cities and U.S. Conference of Mayors.

NCPC continued to provide technical assistance to selected cities to help them implement crime prevention plans. A final T-CAP Roundtable was held in August 1993. In FY 1994, NCPC converted the unit involved in T-CAP into the Municipal Strategies Unit to continue to provide technical assistance to municipalities in Texas and other states, help with the new PACT and CCP projects (see below), and produce a compendium of urban crime prevention strategies and program profiles to assist planning coalitions.

Demand Reduction Training for Teams of Community and Law Enforcement Representatives

The first training of local interagency teams in comprehensive planning and implementation of community-wide strategies for drug abuse prevention occurred in Chicago in May 1991. Eight teams (36 individuals) participated, commenting that the training successfully linked theory with hands-on, practical information and skills.

Demand Reduction Training for Police Chiefs and Sheriffs

In the pilot year of 1990, three workshops — Miami, Kansas City, MO, and San Diego — trained 169 chiefs of police, sheriffs, and other law enforcement policymakers. Teams of speakers addressed demand reduction strategies on the local level and the importance of community partnerships. Participant evaluations improved as trainers refined the model. By the San Diego training, 98 percent rated the workshop as outstanding or above average. Three workshops conducted in 1991 — Portland OR, Denver, CO, and Boston, MA — attracted 165

police chiefs and sheriffs from 39 states. Nine out of ten participants rated the training as very good or outstanding. The 1992 series, held in Baltimore and Dallas, trained 118 law enforcement executives.

Note: In addition to the above project, CRDA I and II, T-CAP, and TARAD conducted numerous trainings as an integral part of their technical assistance responsibilities.

Technical Assistance and Training to the Innovative Neighborhood-Oriented Policing Program (INOP)

For more than two years, NCPC provided assistance with needs assessments and meeting facilitation to the seven urban and four rural INOP sites, under a contract with the Police Executive Research Forum (PERF). PERF was the principal contractor for this federally funded demonstration program, which focused on developing community policing approaches that reduced drug use and trafficking at the local level.

BJA/OSAP/NCPC Initiative to Prevent Substance Abuse and Crime Through Community Mobilization (New Orleans)

In FY 1993, NCPC in partnership with the U.S. Department of Health and Human Services provided training to help build a grassroots coalition to fight drugs in the Algiers community on the west bank of the Mississippi in New Orleans. The Algiers Resident and Resource Partners Council brought together residents, law enforcement, representatives of other municipal agencies, schools, and businesses. Its members went door-to-door to assess the needs of the community, held a town forum, sought new recruits, and set ambitious goals to reclaim a community that had never before mobilized to attack common problems.

Weed and Seed Training

In FY 1993, NCPC was asked to provide training and other assistance to BJA's Weed and Seed cities. Among the activities undertaken were presentations at national Weed and Seed conferences, on-site technical assistance, and training Weed and Seed communities in Denver and Cleveland. Two organizations successfully competed for co-sponsored training under NCPC's core grant: the Atlanta Police Department and the New Jersey Division of Criminal Justice. The workshops focused on community strategies to prevent drug abuse and were held in Atlanta and Trenton. NCPC also held a special training in Newark which focused on youth.

National McGruff House Network

In FY 1993, the National McGruff House Network (NMHN) received some funds under this grant, as well as from NCPC's core grant. In FY 1993 and FY 1994, NMHN focused on expanding McGruff House communities and the McGruff Truck program for utility companies and other services who have vehicles with two-way radios in the community on a daily basis. It also piloted the McGruff House "Safe Haven" project which uses small businesses in urban areas as temporary places of refuge for children in emergency situations. Sites included East

Harlem, NY and Philadelphia, PA. Other activities included improved training materials, a draft script for an educational video, and the debut of a newsletter. NMHN explored the potential of licensing to raise revenues, helped states prepare and promote McGruff House legislation, and conducted cluster meeting for programs at NCPC's Roundtable conferences. Two pilot initiatives, in addition to Safe Haven, were launched: McGruff Place for fire stations and police departments and McGruff Bus for school bus and municipal transit systems.

Working With Targeted State Law Enforcement Academies to Develop and Implement a Community-Based Training Curriculum for Recruits and Chief Law Enforcement Officers

Worked with the New England Community Police Crime Prevention Partnership in planning and delivering a symposium held May 1993 at St. Anselm College in New Hampshire. Approximately 250 command-level law enforcement officers from throughout New England attended.

ORR Project

NCPC provided training and technical assistance to the U.S. Department of Human Services' Office of Refugee Resettlement (ORR) and its 16 demonstration sites to help them develop crime prevention strategies designed to overcome distrust of government often felt by people who have fled repressive regimes. Other facets of this partnership focused on obtaining translated prevention materials and identifying training needs.

PACT (Pulling America's Communities Together)

In FY 1994, NCPC, based on its work with seven Texas cities, assisted in a novel, multi-agency crime and violence planning initiative that seeks to mobilize diverse elements of the community. Collaborators in Pulling America's Communities Together (PACT) are the Department of Justice and five other cabinet-level agencies. This demonstration involves metropolitan Atlanta, metropolitan Denver, Nebraska, and Washington, DC. In addition, NCPC began helping BJA with another new crime and violence reduction planning program, the 16-site Comprehensive Communities Program (CCP).

(89-DD-CX-K002)

Publications Funded under this Grant

Creating a Climate of Hope: How Ten Neighborhoods Tackled the Drug Crisis

Challenges and Opportunities in Drug Prevention: A Demand Reduction Resource Guide for Law Enforcement Officers

Tools to Involve Parents in Gang Prevention

El Libro de McGruff — McGruff's Activity Book

McGruff's Elementary Drug Prevention Activity Book

Given the Opportunity: How Three Communities Engaged Teens as Resources in Drug Abuse Prevention

Charting Success: A Workbook for Developing Crime Prevention and Other Community Services Projects

Taking the Offensive to Prevent Crime: How Seven Cities Did It

Bilingual versions of *Meet McGruff* and *With a Healthy, Drug-free Body* posters

94-DD-CX-K004 (Continuation of 89-DD-CX-K002)

350 Tested Strategies To Prevent Crime: A Resource for Municipal Agencies & Community Groups

Manager's Guide for PACT Operations