

formerly DAWN

INTERDEPARTMENTAL VIOLENCE INITIATIVE (THE "CITIES PROJECT")

The Cities Project is a federal initiative designed to empower communities to fight crime. The project initially will focus on four areas: Metropolitan Denver, the State of Nebraska, Metropolitan Atlanta, and Washington, D.C. In these four areas, the federal government will vigorously support and foster the development of broad-based, fully-coordinated local and statewide anti-violence initiatives that work strategically to secure community safety. The strategy will remove barriers between all levels of government, and ensure that all federal agencies join together to form strong partnerships with cities, counties and states. This strategy will work with the President's Empowerment Initiative both to suppress violence and restore the sense of community necessary to effectively recapture the security of our neighborhoods.

The Departments of Education, Health and Human Services, Housing and Urban Development, Justice, and Labor, and the Office of National Drug Control Policy launched the Cities Project as a component of the Interdepartmental Task Force on Violence that is led by Phil Heymann, Peter Edelman, and Madeleine Kunin. The task force's other working groups have studied violence issues in the context of youth development, schools, juvenile justice, families, community, place, sexual assault, media violence and firearms proliferation.

I. BACKGROUND

There is perhaps no more urgent domestic problem facing our country than violence. Communities throughout the country are desperately attempting to deal with this issue. These attempts range from enactment of legislation geared toward tougher sentencing of juvenile and adult offenders to local and state efforts to build long-term crime-reduction strategies.

Pleas for federal aid often accompany these state and local efforts, and in many instances various federal departments are already providing aid. However, in too many cases, the assistance is delivered in an uncoordinated fashion, without the benefit of an overall strategy developed and implemented by local communities working with relevant federal departments. The fragmented and sometimes inefficiently-delivered federal aid frequently overlaps existing efforts and fails to enhance the community-based attempts.

The only way to make progress against America's epidemic of violence is to marshal the coordinated efforts of communities, the private sector, and federal, state, and local governments. Together, we must effectively define the issues and problems that must be addressed to reduce violence. We must also deliver, in a more focused way, the full range of resources needed to tackle those problems. Only through effective partnerships will we be able

to realize these goals. The Cities Project seeks to catalyze the development of such partnerships.

Two key principles animate this initiative. First, communities will play the lead role in fostering violence prevention partnerships. We must abandon the unworkable notion that the federal government, in piecemeal fashion, can effectively devise and implement "solutions" to the problems of state and local communities. From problem definition to solution implementation, communities must drive the process. Only through such an approach will we reduce violence in our communities.

Second, participants at all levels must establish truly coordinated and multi-disciplinary approaches. In this area, the federal government must be a model and move to construct interdepartmental approaches and coalitions to assist local communities in their efforts. The Cities Project is a model for the kind of broad federal interagency cooperation needed in the struggle to reduce violence. State and local jurisdictions must also create these multi-disciplinary approaches and coalitions. In short, we must move beyond narrow concentrations to form partnerships that empower and involve all sectors of society in a coordinated effort to build safe and violence-free communities. Violence results from a multitude of complex factors; only broad, holistic, and multi-disciplinary solutions hold real promise.

II. OVERVIEW OF THE CITIES PROJECT

The working group involved in the Cities Project has sought to begin the process of building the federal, state, and local partnerships necessary to reduce violence. Work began in October 1993 when a group of primarily deputy-level representatives from the Departments of Education, Health & Human Services, Housing & Urban Development, Justice, and Labor, met with a broad cross-section of Denver area leaders to begin developing a comprehensive anti-violence strategy for metropolitan Denver. A similar meeting took place with leaders from Omaha and its surrounding area.

Recently, the Cities Project has begun to focus upon the third site: Washington, D.C. Preliminary meetings already have occurred with Eric Holder, the U.S. Attorney, and other District of Columbia representatives. Organizing work for the Atlanta site will begin shortly.

A jurisdiction, either a city, a broader metropolitan area, or an entire state, could participate in the Project in a variety of ways. Under the model outlined below, the Cities Project operates in three phases, but jurisdictions would have the flexibility to design their own models.

Phase One: Local Initiative. Phase one is triggered when the people of a jurisdiction come together through their leaders to recapture neighborhoods lost to violence. Ideally, the United States Attorney for the district within which the jurisdiction is located would serve as a focal point in coordinating this initial effort. In this first phase of the Project, U.S. Attorneys, governors and appropriate local leaders bring together law enforcement officials, representatives

of the justice systems, educational leaders, social service, housing and health providers, representatives of community and victims' groups, and businesses and foundations. Local colleges and universities should also be tapped for their expertise. Working together, these representatives examine violence from all relevant perspectives and identify those aspects that are most pressing in their jurisdiction. Federal officials from participating departments assist local leaders to coordinate this effort. The development of short-term strategies to support immediate violence suppression could be a focus of the work at this stage, and the Department of Justice is crafting an initiative that should be helpful.

Through its Criminal Division, the Department of Justice is developing a national violent crime strategy that can work in conjunction with the Cities Project. An integrated force of federal investigators from the Federal Bureau of Investigation, the Drug Enforcement Agency, the U.S. Marshals Service, and Immigration and Naturalization Service will work with local authorities to develop anti-violence strategies. This multi-jurisdictional, multi-disciplinary approach will target crimes of violence, criminal gangs, narcotics trafficking, and fugitive apprehension. Federal law enforcement agencies outside the Department of Justice will also be involved, including the Bureau of Alcohol, Tobacco and Firearms and the U.S. Customs Service.

As it helps to shape local strategies, the Justice Department will design a specific role for federal law enforcement to fill. In designing that federal role, the Department will seek to optimize the advantages of various federal law enforcement and prosecutorial tools.

Phase Two: Local/Federal Working Groups. In the second phase, local leaders, under the auspices of a U.S. Attorney, a state's governor and/or a city's mayor, join with a multi-agency federal delegation to form working groups. These groups continue to examine the jurisdiction's violence problem, define priorities, and explore solutions. In addition, the working groups would define intermediate and long-term community strategies to reduce violence.

Working group membership could include representatives from law enforcement, schools, local, state and federal (regional) governments, victims groups, social service agencies, Chambers of Commerce and business groups, housing authorities, criminal and juvenile courts, probation and corrections, preschool programs, private and public health organizations, and community-based citizen groups. The working groups should be organized in a manner that ensures the development of broad-based, comprehensive strategies, but the local jurisdiction should determine both the precise number of groups and focus of the groups. The groups could be structured around the following six focus areas: (1) Law Enforcement; (2) Prosecution, Courts, Corrections, Indigent Defense; (3) Education, Training; (4) Social Services/Treatment, Housing, Health/Prevention; (5) Community Partnerships and Victims Groups; and (6) Business, Foundations, Employment.

Cooperation between federal, state, and local officials at the working group stage of the Project is important for a number of reasons. Throughout the country, there are scores of existing government programs and private initiatives operating successfully at all levels of

government. However, communities in crisis have difficulty obtaining useful information about efforts that could assistance them. As a result, many viable and outstanding programs are not being fully utilized. To solve this problem, the interdepartmental federal team assigned to the jurisdiction will work with local government and private leaders to identify helpful programs. In addition, the federal team will be prepared to offer a range of technical assistance that can produce useful program information and assist the jurisdiction's representatives as they develop short and long-term violence-reduction strategies.

As the working groups begin to craft strategies and adopt program recommendations, they will forward their work to a smaller steering group (comprised of working group representatives and federal officials). The steering group will refine the issues and the possible solutions identified by the larger groups. Among the steering group's key responsibilities will be weaving the various subject-area-focused strategies advanced by the working groups into an overall strategy for the jurisdiction. The steering group will also coordinate and prevent overlap in the work-product of the working groups. Because the Cities Project requires ongoing work, jurisdictions should consider conferring formal "commission" or "board" status upon the steering groups.

As a part of its strategy development effort, the steering group will identify funding that is available from federal, state, local, and private sources, particularly foundations. The steering group, like the working groups, will have access to federally-funded technical assistance while designing its comprehensive violence reduction strategy. Federal representatives in the steering group will work together to ensure that their local partners are fully aware of federal funding mechanisms. The steering group should also encourage local and state-wide efforts to fund the overall program.

Phase Three: Implementation. The Project's third phase depends upon the sustained participation, commitment, and cooperation of all involved parties. Technical assistance must be available from federal agencies to help jurisdictions implement their strategies. In addition, an interdepartmental facilitation group in Washington will work to eliminate obstacles to implementation of broad-based comprehensive strategies, perhaps by promoting the use of waivers, joint applications, and regulatory changes.

Each jurisdiction's working groups and steering group will remain intact throughout the implementation stage. Representatives in the headquarters of each federal department will maintain working relationships with the jurisdiction. These representatives also should be available to respond to the jurisdiction on program and resource questions, as well as general informational requests. They should visit their jurisdictions regularly to maintain positive ongoing working relationships.

This three-phased model is not the only way to participate in the Cities Project. For example, a jurisdiction working comprehensively to reduce violence could seek to involve representatives from the federal departments in already existing local working groups. Or, a jurisdiction could pursue federal involvement in developing a specific component of its strategy,

but not the entire effort. If this Project is to succeed, it must be flexible enough to adapt to the varied forms of participation that jurisdictions may seek to undertake.

Evaluation. Communities must have a sense of whether their strategy development efforts have produced effective solutions. Thus, throughout the process, jurisdictions should build in mechanisms to evaluate the overall strategic effort, as well as the individual components that comprise the jurisdiction's comprehensive strategy. The resources of academic institutions may be helpful in this regard.

Benefits. First, improved policy-making will result from the development of locally-driven, comprehensive anti-violence strategies. Second, the Cities Project may lead to a better process for delivering federal aid to communities. The Project will identify expedited means for funding projects and providing technical assistance. If existing federal program resources match the jurisdiction's strategy, they will be made available; if appropriate programs do not exist, they will be developed when appropriate.

Third, the Cities Project will help build integrated information systems.

- Localities will enjoy improved access to the federal government's crime data and receive useful information about crime trends; federal technical assistance will aid localities in developing more sophisticated technical capacities.
- Federal officials will share vital information about the kinds of programs and strategies that have been effective, or ineffective, in other jurisdictions.
- The information that flows from the jurisdiction back to the federal team will have a positive impact on federal program development across the board.
- Finally, the Project includes a mechanism for delivering information assembled by the other working groups of the Interdepartmental Task Force on Violence to those who will put it to best use: the local communities seeking to build comprehensive anti-violence strategies.

We have already seen how the Cities Project could forge key information linkages for communities in search of solutions. For example, communities already involved in the Project have recognized that home visitation programs for at-risk infants could play a powerful role as a component of a long-term violence reduction strategy. It happens that in its final report, the task force's family violence working group identified home visitation for pregnant and new mothers as "one of the most promising strategies for preventing child abuse," and went on to describe specific ongoing programs that are promising.

The Cities Project will also build upon and rely upon ongoing programs, which themselves can provide useful information in this process. For instance, Operation Weed and Seed, and its experience in neighborhood implementation, can help guide local strategy development. Jurisdictions involved in the Project could utilize Weed and Seed strategies to resuscitate at-risk neighborhoods. Where Weed and Seed is already at work, the Project will seek to augment the existing programs.

The Cities Project will supplement, rather than supplant, the landmark Empowerment Initiative. In jurisdictions participating in the Empowerment Initiative, the Project will capitalize on efforts to expand comprehensive strategy development to the entire metropolitan and statewide area. In jurisdictions not selected as Empowerment Cities, the Cities Project will attempt to bring some of the benefits (comprehensive strategy development and coordinated assistance delivery) that are at the core of the Empowerment Initiative.

Finally, the Project will create hope and momentum for change. Communities will flourish when concerned citizens, community leaders and elected officials come together to combat violence. Valuable in itself, restored community pride will also lead to further gains for the community.

Update on the Cities Project in Denver and Nebraska. As the Project's operation in Denver and Nebraska enters its second phase, there have already been clear gains. For example, local law enforcement officials have recognized that their efforts suffer because they lack coordination among their various enforcement entities, including multi-jurisdictional task forces. These officials have also indicated that local law enforcement is hampered because intelligence about criminal gangs, drug crimes, and other organized criminal activity is not adequately shared. To address these concerns, the Department of Justice is shifting funding for the local task force efforts in Denver to focus upon local coordination issues. In addition, the Department has begun to work with local law enforcement to facilitate sharing information relating to violence and other criminal activity. The Department has also worked to modify federal grant requirements that effectively block jurisdictions' attempts to enforce laws that remove firearms from the possession of a community's youth.

The pending crime bill is expected to yield resources to bolster state and local short-term violence suppression efforts. The legislation will add 100,000 new community-oriented police officers to work with residents to root out crime from the communities they share. The Cities Project provides a useful framework for providing jurisdictions with federal guidance in extending their community policing efforts. The jurisdictions involved in the Project have each had positive experiences with community-oriented policing. They are enthused about opportunities to expand its operation. In addition, the legislation's "Ounce of Prevention" measure, seeks to prevent violent crime, long-term, through programs that support healthy child development.

With a major expansion of boot camps for young offenders and other measures for increasing prison capacity, the crime bill will help states and localities deal with overcrowded

correctional systems. We believe that serious and violent offenders must remain in prison for their intended sentences, instead of enjoying the undeserved benefits of early release occasioned by an overcrowded penal system.

While the jurisdictions involved in the Project are in the very early stages of crafting intermediate and long-term violence reduction strategies, it is already clear that broad segments of the communities we have visited are interested in holistic, comprehensive approaches. Representatives have indicated they are interested in building a continuum of intervention and care to deal with violence. For example, they are concerned about teen pregnancies. They recognize that parents should be old enough, wise enough, and financially secure enough to care properly for their children.

They also want to work to ensure that every woman in their communities obtains adequate prenatal care. They believe home visitation for at-risk infants is critical to a long-term violence suppression effort. They place a high value in programs like Head Start that allow children to begin school ready to learn, and enhance their children's school experiences. They also support initiatives that encourage children to choose school attendance instead of truancy and all of its attendant pitfalls. Representatives from Denver and Nebraska are also interested in teaching children how to resolve conflicts without violence.

Leaders in Denver and Nebraska have also noted that neglected and abused children must receive our full attention and have a chance to enjoy safe and stable lives. They recognize the need for successful intervention programs in cases of domestic violence. These state and local leaders have expressed interest in efforts that bring together a community's concerned adult mentors and youth. They also understand the need to offer young people opportunities to participate in community-based activities that provide healthy alternatives to gangs and to create a sense of hope, aspiration and belonging.

As representatives from these jurisdictions begin to build anti-violence strategies, they hope to provide early identification and appropriate risk assessment for at-risk youth. For troubled and delinquent youth, they are discussing the design of programming with strong aftercare components. The representatives realize that the quality and duration of aftercare must be sufficient to secure the community's safety, as well as support the continued positive development of youthful offender. In short, as they begin work on the second phase of the Cities Project, the representatives from these jurisdictions recognize that success in reducing violence over the long-term demands appropriate and effective intervention in the lives of youth at risk.

III. STRUCTURE OF THE PROJECT

The Department of Justice must undergo some structural changes to meet the demands the Project creates. For instance, for the Department of Justice to have a contact in a significant number of jurisdictions the Office of Justice Programs (OJP), must be expanded. An increase

in the total number of employees presently assigned to OJP and its related Bureaus (the Office of Victims of Crime (OVC), Bureau of Justice Assistance (BJA), Bureau of Justice Statistics (BJS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the National Institute of Justice (NIJ)) is not necessary. Rather, a number of employees could be reassigned from each Bureau to OJP. These individuals would then be cross-trained in the capabilities and programs of each of the five Bureaus, as well as emerging programs such as the Weed and Seed effort and the Empowerment Initiative. As a result, a highly-knowledgeable cadre of OJP employees would be available to respond to the needs and inquiries of a target jurisdiction. We anticipate that each of these individuals could be assigned between three and five jurisdictions. If the Project expands beyond fifteen to twenty jurisdictions, or if the reassigned staff were to remain in OJP for an extended period, additional employees may need to be hired.

Other Departments, such as Housing and Urban Development (HUD), Labor, and Health and Human Services (HHS), have indicated that only slight changes in the structure of their Washington, D.C. offices are necessary for the Project. At least preliminarily, those organizations intend to rely upon their regional representatives to work with the jurisdictions involved in the Project. Make no mistake, however, for the Project to prevail, all federal departments must be equal partners bearing equal responsibility for each jurisdiction.

Attached is the proposed structure of the Project.

First, the composition and roles of the working groups and steering group have been described in this paper. The Department of Justice will be represented in the steering group by the Office of the U.S. Attorney; the Law Enforcement Coordinating Committee (LECC) representative assigned to the selected District; the Regional Community Relations Service (CRS) representative; and the individual from OJP assigned to the jurisdiction. The final member of this group will be a facilitator hired by the Department of Justice to aid a jurisdiction in pulling together and managing the Project.

As we noted in the Project Overview, federal officials will, throughout the Project, provide the jurisdiction with information concerning possible solutions and remedies for the identified needs. Most importantly, the federal representatives will be able to reach out to their Washington, D.C. offices for assistance in areas in which they are not fully versed. All department representatives will be in constant communication to ensure that no overlap is occurring and to funnel each request to the federal department with the most appropriate programs for addressing the identified concerns.

Generally, requests concerning the Department of Justice will go through the individual in OJP assigned to that jurisdiction. That individual, who is expected to participate actively in the steering group, will then reach out to the resource best able to handle and respond to the jurisdiction's request. By employing such a system, duplication of effort will be reduced.

Finally, all federal departments will be linked by an Automated Resource System. The National Institute of Justice is currently creating a computerized, interdepartmental skills bank

and technical assistance program to support the Project. This resource will be available to all federal departments. The data base, which will be available to all jurisdictions, will also be a repository of all federal programs related to violence reduction, including specific model programs, and their evaluations. Information assembled by the Task Force's working groups will be included in the data base, as will information that documents specific attempts in communities to craft comprehensive anti-violence strategies. This data base will greatly enhance coordination within the federal government. Information will be incorporated into the Automated Resource System in three stages, the first stage beginning as early as this spring.

Working together, America can begin to halt the violence that has created countless tragedies, fear, and hopelessness in communities from coast to coast. Collectively, we have the power to sweep the violence from our streets, our schools and our playgrounds to make our communities safe for all Americans. We have the power to inspire a generation of young people to choose paths other than those of violence. This proposal offers a mechanism for setting us firmly, resolutely, and jointly on that path.

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Benefits. First, improved policy-making will result from the development of locally-driven, comprehensive anti-violence strategies. Second, the Cities Project may lead to a better process for delivering federal aid to communities. The Project will identify expedited means for funding projects and providing technical assistance. If existing federal program resources match the jurisdiction's strategy, they will be made available; if appropriate programs do not exist, they will be developed when appropriate.

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With a major expansion of boot camps for young offenders and other measures for increasing prison capacity, the crime bill will help states and localities deal with overcrowded

correctional systems. We believe that serious and violent offenders must remain in prison for their intended sentences, instead of enjoying the undeserved benefits of early release occasioned by an overcrowded penal system.

While the jurisdictions involved in the Project are in the very early stages of crafting intermediate and long-term violence reduction strategies, it is already clear that broad segments of the communities we have visited are interested in holistic, comprehensive approaches. Representatives have indicated they are interested in building a continuum of intervention and care to deal with violence. For example, they are concerned about teen pregnancies. They recognize that parents should be old enough, wise enough, and financially secure enough to care properly for their children.

They also want to work to ensure that every woman in their communities obtains adequate prenatal care. They believe home visitation for at-risk infants is critical to a long-term violence suppression effort. They place a high value in programs like Head Start that allow children to begin school ready to learn, and enhance their children's school experiences. They also support initiatives that encourage children to choose school attendance instead of truancy and all of its attendant pitfalls. Representatives from Denver and Nebraska are also interested in teaching children how to resolve conflicts without violence.

Leaders in Denver and Nebraska have also noted that neglected and abused children must receive our full attention and have a chance to enjoy safe and stable lives. They recognize the need for successful intervention programs in cases of domestic violence. These state and local leaders have expressed interest in efforts that bring together a community's concerned adult mentors and youth. They also understand the need to offer young people opportunities to participate in community-based activities that provide healthy alternatives to gangs and to create a sense of hope, aspiration and belonging.

As representatives from these jurisdictions begin to build anti-violence strategies, they hope to provide early identification and appropriate risk assessment for at-risk youth. For troubled and delinquent youth, they are discussing the design of programming with strong aftercare components. The representatives realize that the quality and duration of aftercare must be sufficient to secure the community's safety, as well as support the continued positive development of youthful offender. In short, as they begin work on the second phase of the Cities Project, the representatives from these jurisdictions recognize that success in reducing violence over the long-term demands appropriate and effective intervention in the lives of youth at risk.

III. STRUCTURE OF THE PROJECT

The Department of Justice must undergo some structural changes to meet the demands the Project creates. For instance, for the Department of Justice to have a contact in a significant number of jurisdictions the Office of Justice Programs (OJP), must be expanded. An increase

in the total number of employees presently assigned to OJP and its related Bureaus (the Office of Victims of Crime (OVC), Bureau of Justice Assistance (BJA), Bureau of Justice Statistics (BJS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the National Institute of Justice (NIJ)) is not necessary. Rather, a number of employees could be reassigned from each Bureau to OJP. These individuals would then be cross-trained in the capabilities and programs of each of the five Bureaus, as well as emerging programs such as the Weed and Seed effort and the Empowerment Initiative. As a result, a highly-knowledgeable cadre of OJP employees would be available to respond to the needs and inquiries of a target jurisdiction. We anticipate that each of these individuals could be assigned between three and five jurisdictions. If the Project expands beyond fifteen to twenty jurisdictions, or if the reassigned staff were to remain in OJP for an extended period, additional employees may need to be hired.

Other Departments, such as Housing and Urban Development (HUD), Labor, and Health and Human Services (HHS), have indicated that only slight changes in the structure of their Washington, D.C. offices are necessary for the Project. At least preliminarily, those organizations intend to rely upon their regional representatives to work with the jurisdictions involved in the Project. Make no mistake, however, for the Project to prevail, all federal departments must be equal partners bearing equal responsibility for each jurisdiction.

Attached is the proposed structure of the Project.

First, the composition and roles of the working groups and steering group have been described in this paper. The Department of Justice will be represented in the steering group by the Office of the U.S. Attorney; the Law Enforcement Coordinating Committee (LECC) representative assigned to the selected District; the Regional Community Relations Service (CRS) representative; and the individual from OJP assigned to the jurisdiction. The final member of this group will be a facilitator hired by the Department of Justice to aid a jurisdiction in pulling together and managing the Project.

As we noted in the Project Overview, federal officials will, throughout the Project, provide the jurisdiction with information concerning possible solutions and remedies for the identified needs. Most importantly, the federal representatives will be able to reach out to their Washington, D.C. offices for assistance in areas in which they are not fully versed. All department representatives will be in constant communication to ensure that no overlap is occurring and to funnel each request to the federal department with the most appropriate programs for addressing the identified concerns.

Generally, requests concerning the Department of Justice will go through the individual in OJP assigned to that jurisdiction. That individual, who is expected to participate actively in the steering group, will then reach out to the resource best able to handle and respond to the jurisdiction's request. By employing such a system, duplication of effort will be reduced.

Finally, all federal departments will be linked by an Automated Resource System. The National Institute of Justice is currently creating a computerized, interdepartmental skills bank

and technical assistance program to support the Project. This resource will be available to all federal departments. The data base, which will be available to all jurisdictions, will also be a repository of all federal programs related to violence reduction, including specific model programs, and their evaluations. Information assembled by the Task Force's working groups will be included in the data base, as will information that documents specific attempts in communities to craft comprehensive anti-violence strategies. This data base will greatly enhance coordination within the federal government. Information will be incorporated into the Automated Resource System in three stages, the first stage beginning as early as this spring.

Working together, America can begin to halt the violence that has created countless tragedies, fear, and hopelessness in communities from coast to coast. Collectively, we have the power to sweep the violence from our streets, our schools and our playgrounds to make our communities safe for all Americans. We have the power to inspire a generation of young people to choose paths other than those of violence. This proposal offers a mechanism for setting us firmly, resolutely, and jointly on that path.



Office of the Attorney General

Washington, D.C. 20530

December 8, 1994

MEMORANDUM FOR THE PRESIDENT

FROM: THE ATTORNEY GENERAL

SUBJECT: A NATIONAL "COMMUNITIES INITIATIVE"

For some time, I have been pressing for the administration to undertake a new "Communities Initiative" -- a plan to force federal agencies to work together, more responsively, to local needs. While the Oregon Initiative is an impressive start in this regard, I believe that an even more radical shift in authority to local communities is an appealing idea; I urge that such an initiative -- at least with respect to combatting violence -- be advanced in the coming year.

Background: Programs Now Underway

In addition to our participation in the Oregon initiative, we are currently conducting, at the Justice Department, two efforts that are relevant to this discussion.

First, in our national Violent Crime Initiative, each U.S. Attorney has met with and assembled coordinating groups of local law enforcement officials to plan violent crime enforcement efforts on a community-by-community basis. The U.S. Attorneys work with local officials, police departments, and prosecutors to determine which areas of enforcement should be federal priorities (e.g., gangs, gun trafficking, large-scale drug dealing) and which should be primarily attacked by local law enforcement (e.g., juvenile crime, domestic violence, street-level drug sales).

Second, we also have a program called PACT ("Pulling America's Communities Together"). In PACT, local communities are challenged to put together a unified strategy for combatting violence and crime. Most importantly, all aspects of the community, public and private sectors, are assembled together to prepare the plan -- and then all federal agencies with programs in the community join together to support the implementation of that plan. Currently, PACT operates in four communities; five federal agencies (DoJ, HUD, HHS, Education, and ONDCP) cooperate in these jurisdictions.

From VP for Jack
cc: Paul Weinstein ✓
Sheryl CASHIN
FYI

12/13/94

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PACT does not promise large-scale federal assistance -- indeed, participant communities are promised very little in the way of new federal funds. What it does promise is a simple, but appealing arrangement for local leaders: if you all pull together to formulate a plan -- police, political leaders, education leaders, social service agencies, private sector leaders -- we in the federal government will all pull together to respond to that plan.

Proposal: New Communities Initiative

I believe that the Violent Crime Initiative and PACT are models for the sort of responsive, simplified, closer-to-home government that the American people are seeking. I believe that they should be expanded more broadly, and become indicative of the Clinton administration's approach to tackling the nation's problems. And I believe that attacking violence is a good initial focus for any such initiative.

Specifically, I would propose that you advance a new "Communities Initiative" next year, as follows:

1. In the State of the Union, you would announce a bold new initiative to make government more responsive in dealing with one of our most important problems, violent crime.
2. You would challenge local communities to join us in this effort. As a start, each Governor would be invited to name one community -- large or small -- to take part. That community would develop a unified local plan to fight violence and crime -- the only requirement would be that everyone get involved in the planning process: police, teachers, business leaders, community leaders, prosecutors, and so on.
3. You would order all the federal agencies that have anti-violence efforts -- Justice, Treasury, HUD, HHS, Education, Labor, the Drug Office, and others -- to work with these local leaders as they develop these plans:
 - The Departments would be ordered to combine their resources and make them available directly to carry out local plans, to the maximum possible extent.
 - Also, the Departments would be directed to conduct their own crime-fighting efforts (i.e., FBI, DEA, ATF) in accordance with the local plans in these jurisdictions.

4. Anti-violence efforts would be directed by the local leaders, not by bureaucrats in Washington. Local officials, community leaders, police agencies would no longer have to go to multiple federal agencies and face conflicting forms or requirements for help. Washington would follow the local lead in setting priorities, and get out of the way where possible.
5. No new monies -- no new tax dollars -- would be spent. The Communities Initiative would not cost the taxpayers a single new dollar. Rather, funds and resources from existing programs would be made available to local efforts. For example, the COPS Program could direct tens of millions of dollars into target communities to hire new police and promote community policing, and AmeriCorps could send thousands of volunteers to assist local community crime-fighting efforts.
6. Two major elements of the Communities Initiative would be bipartisanship and private sector participation. In shifting authority from Washington to local communities, some power will go to Republicans as well as Democrats; participant communities would be selected by Governors of both parties. And among the very few requirements of the initiative would be that local anti-violence plans include substantial private sector participation.
7. Senior officials in the government -- yourself, the Vice President, the Cabinet -- would meet with these local leaders regularly to measure progress, and to insure that the federal government is keeping its end of the bargain. A simple mechanism would be established for ongoing contact by the local leaders with the highest levels of each relevant federal agency. As with Oregon, federal agencies would issue waivers of program requirements and regulations to facilitate local efforts.
8. In a year, you would assemble in one place (not Washington) representatives from all communities that are participating, and from your administration, to assess progress, exchange ideas, and plan for the year to come.

While this initiative could be bolder still, and deal with all federal programs in a particular community (including anti-poverty programs, urban development programs, and educational aid), a new Communities Initiative based on combatting violence would be an exciting start.

In closing, I am prepared to make available whatever resources are needed -- in terms of personnel, time, and energy -- to assist you in launching such an effort.

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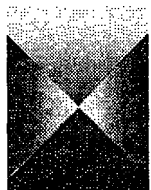


National Institute of Justice

R e s e a r c h i n A c t i o n

Jeremy Travis, Director

March 1995



PAVNET Online User's Guide

What is PAVNET Online?

Partnerships Against Violence **NET**work (PAVNET) **Online** is a new approach to give users information about techniques for combating violence in American society. It represents the cooperation of multiple Federal agencies to quickly bring information on anti-violence programs to State and local officials. It is designed to relay the latest information in the most rapid way possible—via electronic media.

PAVNET was created in response to a report by the Interdepartmental Working Group on Violence to the President and the Domestic Policy Council in January 1994. That report recommended that the Federal Government “develop online computerized information about Federal resources, and produce new resource guides and how-to manuals about promising activities to reduce violence.”

The PAVNET coalition is made up of the U.S. Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor. The PAVNET agencies have joined together to improve access to ideas and resources throughout the country. PAVNET components are:

- Online search and retrieval system (PAVNET Online).
- *PAVNET Online User's Guide.*
- *Resource Guide—Volume 1: Promising Programs.*
- *Resource Guide—Volume 2: Information Sources, Funding, and Technical Assistance.*
- Networking capability. The system will sustain and promote dialog among member agencies and clearinghouse staff.

The National Institute of Justice (NIJ) of the U.S. Department of Justice and the Extension Service (ES) and the National Agricultural Library (NAL), U.S. Department of Agriculture, joined forces to create the current prototype of PAVNET Online. The other Federal departments in PAVNET also contributed resources to its development.

The purpose of this Guide is to introduce PAVNET Online to users. If the Federal agencies agree to continue developing the system, this Guide will be revised in the future. The remainder of this section gives an overview of information available through PAVNET Online. The next section provides more details and examples of information available from PAVNET Online in its current form. The Guide also