

**U.S. DEPARTMENT OF JUSTICE  
OFFICE OF JUSTICE PROGRAMS  
COMMUNITY CAPACITY DEVELOPMENT OFFICE**



**DOJ/HUD PUBLIC HOUSING SAFETY INITIATIVE**

**Implementation Guide**

**Fiscal Year 2005**

## TABLE OF CONTENTS

---

### **PART I - Overview**

Mission	4
USAO Role and Responsibilities	4
General Initiative Requirements	5
Advisory Committee	6
Leverage of Funds and Resources	6
Personnel-Related Options in Implementation	6
Communications	7
Schedule of Activities	7
Performance Measurement	8
Crafting Goals, Objectives, Outcomes, and Performance Measures	8
Financial/Budgetary Guidance	9

### **PART II – Strategic Plan Development**

Strategic Plan Content and Format	13
Supporting Appendices	15

### **PART III - Resources**

Example of Comprehensive PHSI Strategy	16
PHSI Contact Information	18
2005 PHSI Sites	19
2004 PHSI Sites	20

# **PART I**

## **Overview**

## **MISSION**

The Public Housing Safety Initiative (PSHI) provides funding for the investigation, prosecution, and prevention of violent crime and drug offense activities in public, federally-assisted, and Indian housing.

## **U.S. ATTORNEY ROLE AND RESPONSIBILITIES**

### **LEADERSHIP**

This is a U.S. Attorney-led initiative. CCDO defers full control in program management and implementation within the constraints dictated by funding allocation parameters and intent of use.

### **MANAGEMENT**

CCDO recommends that the first assistant or PSN Coordinator be placed as the primary point of contact for program coordination. It is critical that the U.S. Attorney's office designee have direct contact with and full support from their respective U.S. Attorney for program direction and accountability.

### **INITIATIVE DEVELOPMENT**

Each U.S. Attorney's office is awarded \$600,000 to implement their Public Housing Safety Initiative. \$400,000 of this allocation may be used for law enforcement activities, and \$200,000 for community -focused activities.

- Law enforcement activities must be coordinated through the U.S. Attorney's office and concentrate on public safety issues in federally-assisted housing.
- Community-focused activities should build on law enforcement activities, address community and resident crime and safety concerns, and be developed in consultation with the local corresponding public housing authority. Where the local public housing authority expresses an interest and can demonstrate administrative capacity, it should be the lead agency for these activities. Other community-based organizations are also eligible for funding support.
- Technical assistance is available for development of strategic plans – see below.

*Note: It is up to each U.S. Attorney to determine the fund distribution between law enforcement and community-focused activities, ensuring that no less than \$200,000 is dedicated to community-focused intervention and prevention activities.*

## **TECHNICAL ASSISTANCE**

An additional \$50,000 has been allocated for on-site technical assistance (TA) for each site. Technical assistance and overall administration of PHSI will be provided by CCDO's contractor, the Institute for Law and Justice (ILJ). TA funds can be used for the following:

- Development of baseline crime information;
- Facilitation of strategic planning process and assistance in writing strategic plans;
- Data support, collection, and analysis and;
- Site-related costs for required CCDO meetings.

*Note: It is recommended that the district's PSN research partner be used for providing data collection, support, and analysis.*

## **GENERAL INITIATIVE REQUIREMENTS**

- U.S. Attorney's Offices must leverage additional funds for the initiative.
- Federal, state, and local law enforcement representatives must be included in the planning of the initiative.
- Plans must incorporate a community-focused component and community-based representatives (including residents of housing areas whenever possible) must be included in the planning process.
- Specific crime(s) to be addressed and designated target area(s) must be clearly identified.
- Plans must be submitted in the required format with all supporting documents for final approval.
- Plans must include performance measures and be results-focused.
- Plans may build upon PSN efforts and/or incorporate Weed and Seed principles.

**Note:**

- *Although the chosen target areas may overlap with or include Weed and Seed site(s), the PHSI initiative is not to be considered a Weed and Seed initiative per se.*
- *Each U.S. Attorney's office needs to consider the number of subcontractors and their capacity to deliver required resources and services.*
- *It is recommended that the district's PSN research partner be utilized for collecting baseline crime data. If not available, CCDO can provide referrals.*

## ADVISORY COMMITTEE

Establishment of an advisory committee is required. The committee should be comprised of law enforcement and community-based representatives. U.S. Attorneys may incorporate other standing committees as part of the PHSI advisory committee. Committees may be structured to protect sensitive law enforcement operations, i.e., including residents on committees where this information will not be discussed.

The agencies which are required to be invited to plan and implement the initiative include: DEA, ATF, USMS, HIDTA task forces, local housing authorities, HUD, local prosecutors, the local Police Department, Sheriff's Department – and, as appropriate: local probation, parole, PSN task force members, and Weed and Seed representatives.

Community-based organizations who will be involved in seeding activities should also have representation on the advisory board and be involved in the strategic planning process.

## LEVERAGE OF FUNDS AND RESOURCES

The PHSI requires that each U.S. Attorney leverage funds. This is a critical element in long-term program success and sustainability of crime-reduction efforts.

### Examples:

- *Eastern District of Michigan - HIDTA contributed \$175,000 toward law enforcement efforts.*
- *District of Columbia – HUD OIG detailed a criminal investigator to the project for 18 months.*
- *Northern District of Georgia – Secured HUD matching funding and local government housing subsidies for homebuyer down-payments for up to \$25,000.*

## PERSONNEL-RELATED OPTIONS IN IMPLEMENTATION

Staffing and personnel assignments are left to the discretion of sites as a part of their initiative design. However:

- Strategic plans must identify who will coordinate law enforcement activities (including oversight of confidential funds) and community-focused activities.
- It is strongly recommended that law enforcement operations involve the strategic assignment of officers—in community policing details, assignment

- of fewer officers who can develop in-depth knowledge of the target area(s) has been shown to work best.
- CCDO and ILJ are available to provide technical assistance with regard to strategies for establishing effective linkages with community agencies and community outreach.

## COMMUNICATIONS

### QUARTERLY VIDEO TELECONFERENCE (VTC) / CONFERENCE CALLS

Quarterly VTC /Conference Calls will be conducted with CCDO and ILJ. An agenda of all action items and instructions for dialing into the call will be e-mailed prior to the scheduled date.

### PUBLIC ANNOUNCEMENTS

CCDO will announce the initiative via press release from the Office of Justice Programs Office of Public Affairs.

U.S. Attorneys may choose but are not required to make local announcements at the time that strategic plans are in place. In some cases, the nature of a site's operation may be compromised by public announcements. CCDO fully supports the site's decision on this matter.

*Note: Do not make any local announcements prior to CCDO's national initiative launch, and/or without coordinating with CCDO/OJP's Office of Communications.*

## SCHEDULE OF ACTIVITIES

The term of all awards issued through Memorandum of Understanding and subcontracts will be 24 months, October 1, 2005 - September 30, 2007.

### PLAN SUBMISSION DATE

**Final strategic plans are due August 31, 2005.** Funds will not be distributed until all plans are received and approved. Plans not formatted using CCDO guidelines and templates will be returned for revision and resubmission.

### REPORTING REQUIREMENTS

Progress and financial reports are required semi-annually. Please use the reporting forms found on the reference CD. The Urban Institute will work with sites to develop standardized forms for data collection and reporting.

**Narrative progress and financial status reports are due to ILJ on:**

Reporting Period:	Due No Later Than:
October 1 - December 31, 2005	January 30, 2006
January 1 - June 30, 2006	July 31, 2006
July 1 – December 31, 2006	January 31, 2007
January 1 – June 30, 2007	July 31, 2007
July 1, 2007 – September 30, 2007	January 31, 2008

## **PERFORMANCE MEASUREMENT**

CCDO has contracted with the Urban Institute to provide assistance in documenting the DOJ/HUD Public Housing Safety Initiative's impact on crime reduction and community safety in target areas. Performance measures developed by sites will be monitored and analyzed to ensure each U.S. Attorney District participating in the project is on-track in achieving its designated goals and results. To this end, the Urban Institute will provide the following services:

- Assist in performance measure development based on each site's goals and objectives;
- Document outcomes and evaluate impact for each site;
- Assess strategies;
- Conduct data collection and analysis of activities in support of the finalized plan; and
- Author a final Impact Report which will be provided to CCDO and individual sites.

## **CRAFTING GOALS, OBJECTIVES, OUTCOMES, AND PERFORMANCE MEASURES**

Although both goals and objectives use the language of results, the characteristic that distinguishes goals from objectives is the level of specificity. Goals and objectives should drive the assessment methods and instruments, not the other way around.

### **GOALS**

Goals are statements about aims or purposes in general terms. They are the broad, long-range intended outcomes of a program.



## OBJECTIVES

Objectives are brief, clear statements that describe the desired outcomes in specific terms. Attention should be focused on the specific types of results that are expected to be achieved. Objectives also specify what is expected and describe what should be assessed.

### Good objectives:

- *Use simple, clear language;*
- *Use action verbs that specify definite, observable facts;*
- *Describe an outcome rather than a process;*
- *Limit each objective to a single outcome;*

### Good objectives continued:

- *Link a goal; and*
- *Are realistic and attainable.*

## TASKS

Tasks are actions which when completed accomplish the identified objectives.

## OUTCOMES & PERFORMANCE MEASURES

The primary outcome required in all sites is a decrease in UCR Part I crimes in the target area. In crafting outcomes and performance measures please keep the following in mind:

- State how partners will track, evaluate, and report progress and performance measures on an ongoing basis.
- Identify how process changes (workload, activities, etc.) can be measured.
- Delineate how impacts/outcomes are measured and state specific indicators.
- Make sure baseline data on UCR Part I crimes is included both for the housing areas targeted and also the city as whole for a comparison.
- State the specific percent by which target crime(s) will be reduced through the initiative.

## FINANCIAL/BUDGETARY GUIDANCE

Sites are responsible for establishing and maintaining an adequate system of accounting and internal controls. For example, the system must:

- Provide expense and property controls to ensure appropriate use of funds;
- Track and account for all expenditures;
- Provide financial data for planning, control, measurement, and evaluation of direct costs.

*Note: Funds specifically received for the PHSI may not be used to support other projects.*

## **PROJECT CHANGES/NOTIFICATION**

U.S. Attorney's offices must notify CCDO/ILJ in writing regarding the following:

- Changes in project target location (s);
- Changes which could increase the total cost of the project;
- Changes in budget categories or amounts (use the budget revision form found on the Reference CD);
- Changes in project manager;
- Changes in subcontractors; and/or
- Changes in the scope of project activities or purpose of the project.

## **FINANCIAL GUIDELINES**

CCDO requires adherence to Weed and Seed programming financial policies and guidelines.

- Financial Guide 2005: <http://www.ojp.usdoj.gov/FinGuide/>

## **ALLOWABLE EXPENSES**

Review Weed and Seed allowable expense list:

<http://www.ojp.usdoj.gov/ccdo/docs/2005WSCContinuationSol.pdf>

Because this is a local initiative, travel expenses are not anticipated. In those rare instances when travel is deemed critical to the success of the project, USAO/EOUSA funds should be used for travel for federal personnel. Expenses for non-federal personnel or contractors may be included in the strategic plan budget.

## **UNALLOWABLE EXPENSES**

Review Weed and Seed unallowable expense list:

<http://www.ojp.usdoj.gov/ccdo/docs/2005WSCContinuationSol.pdf>

The following expenses will not be allowed:

**Unallowable expenses:**

- *Indirect cost*
- *Purchase of vehicles*
- *Guns (including gun buy-backs) or ammunition*
- *Canines or any canine-related expenses*
- *Construction, renovations, demolitions, repairs of any kind, or any related materials*
- *Playground equipment*
- *Mini-grants (sub-grants) that are not for criminal justice purposes*
- *Incentives, stipends, or gifts*
- *Monetary awards*
- *Scholarships*
- *Staff bus passes*
- *Staff mileage/transportation between home and the workplace.*

**LIMITS ON OVERTIME**

No more than 50% of the law enforcement portion of the budget should be allocated for officer overtime.

For individual overtime payment, Weed and Seed program policy must be followed, which limits maximum reimbursement for overtime to law enforcement officers employed by state and local agencies at a rate equivalent to \$11,939 (25 percent of a GS-10, Step 1) per officer, per year.

**CONSULTANT RATES**

Rates will be reviewed on a case-by-case basis and must be reasonable and allowable in accordance with OMB cost principles. In no case will the rate exceed \$450 per day. This is non-negotiable.

**CONTRACTING**

Non-federal partners receiving funding will be issued contracts by ILJ and will receive funds on a reimbursement basis. Reimbursements will be made within 30 days of submission of invoices and appropriate documentation (this includes receipts for all expenses, timesheets, etc.). Project funds for all federal partners will be provided directly to the U.S. Attorney's office via an Inter Agency Agreement.

**Note:**

- *All subcontractors must follow the guidelines and policies of the fiscal agent (ILJ).*
- *All non-federal subcontractors must carry liability insurance and add ILJ as an insured in regard to project activities, indemnifying ILJ with regard to project activities.*

# **PART II**

## **Strategic Plan**

### **Submission**

## STRATEGIC PLAN CONTENT AND FORMAT

Sites must use the Implementation Plan template found on the reference CD when submitting project plans.

*Note: Sites that send incomplete plan submissions will be asked to complete and resubmit before receiving final project approval/funding.*

*Following are the prescribed elements of the plan:*

### 1. U.S. ATTORNEY COVER LETTER

Strategic plans must include a cover letter from the U.S. Attorney which states the acceptance of responsibility and accountability for their plan.

### 2. PROJECT TITLE

Provide name for project.

### 3. EXECUTIVE SUMMARY

Provide a concise statement framing the scope and elements of the plan.

### 4. NEEDS ASSESSMENT

Define the nature of the problem being addressed by the project. The following must be included:

- Geographic area (s) and housing area(s) where the project will be targeted;
- Target crime(s) and severity of the problems; and
- Research and other information to that supports target locations and crimes, including community perceptions;

*Note: Sites must provide baseline data for Part I crimes in the target area, as well as any other impact areas of the project for which outcomes will be measured. For Part I crimes, consider working with PSN research partners to see if data has already been collected for the target area(s). If not, contact the local law enforcement agency (which may be the housing authority police or security) to see if they are collecting data or can provide access to it. In this case, a local university or research firm may be able to help access and analyze the data. Use information collected to establish baselines, or use these instruments to collect baseline data at the beginning of the project before programs or activities are implemented.*

## 5. PLAN DESIGN/DESCRIPTION

Identify stakeholders and clearly identify their roles and responsibilities in the project. Include goals, objectives and tasks that *clearly identify intended percentages in crime reduction*. Ensure that proposed interventions are responsive to the needs assessment data presented (*i.e., that law enforcement strategies address the crime issues identified and community-focused activities address intervention/prevention strategies for targeted crimes in particular regions*). Provide timelines and/or milestones for goals, objectives and tasks. Outline outcomes and process measures which will be used in evaluating project effectiveness and results.

## 6. PARTNERSHIPS AND COLLABORATIONS

Describe the roles and contributions of all collaborators. These might include Weed and Seed sites, HIDTA or PSN task forces, other government or private sector projects or organizations, etc.

## 7. EVALUATION

Describe the methods to be used for reporting, monitoring, and assessing the initiative. Focus on the results the site intends to achieve and how the achievement of each result will be measured. Include the process by which:

- Project partners will report progress on activities;
- The U.S. Attorney's office and the advisory committee will monitor this progress; and
- The U.S. Attorney's office will report this information semi-annually to CCDO and ILJ.

*Note: Once plans are developed, the USAO will assist with defining performance measures and the data collection process.*

## 8. MANAGEMENT PLAN

Describe the management structure, coordination of law enforcement and community-focused activities, and monitoring of progress.

*Note: If use of confidential funds is planned, the management plan must show who will oversee and track approval and expenditure of these funds (these will be strictly audited by ILJ).*

## **9. MEMORANDUM OF UNDERSTANDING**

A Memorandum of Understanding (MOU) must be signed by the authorized official of each agency represented on the project advisory committee and enclosed with the plan. Use the MOU template found on the Reference CD.

## **10. BUDGET**

Submit a budget for the project using OMB approval Form 1121-0188 provided on the Reference CD. Law enforcement and community-related expenses must be designated within the budget (or two separate budgets can be submitted).

- All personnel and contractors to be funded through the project must be named, unless they are new-hires, in which case they should be listed as “TBD”
- All law enforcement personnel detailed to the operation must be named, unless they are new-hires, in which case they should be listed as “TBD”
- Designate which agencies will receive equipment, use travel funds, supplies, etc.

## **11. BUDGET NARRATIVE**

A budget narrative must be provided to explain how costs were estimated and to justify the need for those costs.

Also include a subtotal of the funds that each agency will receive for the project, including:

- Name of agency;
- Total amount to be received via IAA through CCDO or subcontract through ILJ;
- Agency point of contact for program issues; and
- Agency point of contact for financial issues.

## **12. SUPPORTING APPENDICES**

Sites are required to provide site maps that include general geographic information about target areas. Sites may also provide other appendices in support of the plan with regard to preliminary data analysis and assessment, crime mapping, etc.

# **PART III**

# **Resources**



## COMMUNITY-FOCUSED COMPONENT

---

Atlanta's **Operation Reclaim and Retain** focuses on youth in public housing and resident homeownership. The first aspect of the project is designed to build on existing collaborations and buoy participation across three public housing communities of youth in Police Athletic League (PAL) activities and Computer-Assisted Debate (CAD) programs.

Expansion of services at two of the existing PAL sites will allow more children residing in focus areas to participate, not only in sports, but in after school tutoring, in PAL-supported mentoring programs, in field trips, and other PAL activities.

The CAD program is a collaboration of the Housing Authority (HA), the Boys and Girls Clubs, the National Debate Project (with participating members from universities), the public school system, and others designed to provide instruction to middle school students from HA communities in the basics of argument, research and evidence, organization, and presentational skills.

The other aspect of Atlanta's community-focused plan promotes and facilitates resident homeownership for those in public housing and residents on federal assistance through leveraged subsidies to augment housing down-payments. It builds on the HA Homeownership Program in partnership with Consumer Credit Counseling to provide financial literacy, money management, and credit and housing counseling services to HA families interested in achieving homeownership. The program also helps to link families to lenders, real estate agents, and homeownership opportunities.

The HA and the Bureau of Housing will use the \$100,000 provided by the initiative to serve 20 prospective homeowners, providing prospective down payments of \$5,000 to each. The Bureau of Housing will leverage the \$100,000 funding provided by the initiative with funding from HUD's American Dream Down-payment Initiative. The 20 prospective homeowners receiving funding from the PHSI will qualify for matching funds up to \$10,000 or six percent of the purchase price of the home, whichever is greater.

## PHSI CONTACT INFORMATION

### CCDO CONTACT INFORMATION

Dennis Greenhouse  
Director  
810 7th Street, NW  
Room 6224  
Washington, DC 20531  
202-616-9971 (office)  
202-616-1159 (fax)  
[dennis.greenhouse@usdoj.gov](mailto:dennis.greenhouse@usdoj.gov)

Sonia Klukas (Lead Contact)  
Community Partnership Officer  
810 7th Street, NW  
Room 6222  
Washington, DC 20531  
202-616-3454 (office)  
202-616-1159 (fax)  
[sonia.klukas@usdoj.gov](mailto:sonia.klukas@usdoj.gov)

### ILJ CONTACT INFORMATION

Marti Kovener (Lead Contact)  
Senior Research Associate  
Institute for Law and Justice  
1018 Duke Street  
Alexandria, VA 22314  
703-684-5300 (office)  
703-298-9941 (cell) and  
703-739-5533 (fax)  
[marti@ilj.org](mailto:marti@ilj.org)

### OFFICE OF JUSTICE PROGRAMS

Joan B. LaRocca  
U.S. Department of Justice  
Office of Justice Programs  
Office of Communications  
202-514-8875 (office)  
202-514-5958 (fax)  
[joan.larocca@usdoj.gov](mailto:joan.larocca@usdoj.gov)

### URBAN INSTITUTE CONTACT INFORMATION *(Evaluation Resource)*

Shelli Rossman (Lead Contact)  
Senior Research Associate  
Justice Policy Center  
2100 M Street, NW  
Washington, DC 20037  
202-261-5525 (office)  
202-296-2252 (fax)  
[Srossman@ui.urban.org](mailto:Srossman@ui.urban.org)

## 2005 DOJ/HUD PUBLIC HOUSING SAFETY SITES

<b>Miami, Florida</b>	Southern District of Florida Office: 305-961-9001
<b>New Mexico</b>	District of New Mexico Office: 505-346-7274
<b>Philadelphia, Pennsylvania</b>	Eastern District of Pennsylvania Office: 215-861-8200
<b>Seattle, Washington</b>	Western District Washington Office: 206-553-7970
<b>Chicago, Illinois</b>	Northern District of Illinois Office: 312-353-5300
<b>Los Angeles, California</b>	Central District of California Office: 213-894-2434
<b>Baltimore, Maryland</b>	District of Maryland Office: 410-209-4800
<b>Dallas, Texas</b>	Northern District of Texas Office: 214-659-8600
<b>Richmond, Virginia</b>	Eastern District of Virginia Office: 703-299-3700

## **2004 DOJ/HUD PUBLIC HOUSING SAFETY SITES**

<b>Atlanta, Georgia</b>	Northern District of Georgia Office: 404-581-6000
<b>Houston, Texas</b>	Southern District of Texas Office: 713-567-9000
<b>Kansas City, Missouri</b>	Western District of Missouri Office: 816-426-3122
<b>New Orleans, Louisiana</b>	Eastern District of Louisiana Office: 504-680-3000
<b>New York, New York</b>	Eastern District of New York Office: 718-254-7000
<b>Oakland, California</b>	Northern District of California Office: 415-436-7200
<b>Rosebud Reservation, South Dakota</b>	District of South Dakota Office: 605-330-4400
<b>San Juan, Puerto Rico</b>	District of Puerto Rico Office: 787-766-5656
<b>Washington, DC</b>	District of Columbia Office: 202-514-7566