

Preventing Violence Before it Occurs

Overview of the UNITY RoadMap

A Framework for Effective and Sustainable Efforts

■ SUMMARY

■ PARTNERSHIPS

- > High-Level Leadership
- > Collaboration & Staffing
- > Community Engagement

■ PREVENTION

- > Programs, Organizational Practices, & Policies
- > Communication
- > Training & Capacity Building

- **HOW** *can we maximize and sustain efforts to prevent violence before it occurs?*

STRATEGY

- > Strategic Plans
- > Data & Evaluation
- > Funding



Prevention Institute

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UNITY builds support for effective, sustainable efforts to *prevent violence before it occurs* so that urban youth can thrive in safe environments with supportive relationships and opportunities for success.

This is a summary of the *UNITY RoadMap*, a comprehensive framework for preventing violence. For complete references and a full version of the *UNITY RoadMap*, please visit our website at www.preventioninstitute.org/UNITY.html or contact us at 510.444.7738.

Additional UNITY Resources to prevent violence

- Information on what works
- Tools
- Training
- Consultation
- Peer networks
- City Voices & Perspectives
- Making the Case

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HOW can we maximize and sustain efforts to prevent violence before it occurs?

Strategy

STRATEGY promotes approaches that are well coordinated, responsive to local needs and concerns, and build on best practices and existing strengths. Further, the *process* of strategy development builds a shared understanding and commitment and enables participants to establish working relationships. **Strategic plans** and their implementation should be informed by **data and evaluation** and have adequate **funding**.

The three elements of strategy in the *UNITY RoadMap* are summarized below and are followed by detailed descriptions for each element, including key characteristics, city examples, and tools and resources.

STRATEGIC PLANS

Strategic plans clarify what prioritized actions will be taken in order to reduce violence. A good prevention plan reduces risk factors, bolsters resilience factors, promotes coordination, is responsive to constituent needs and concerns, and builds on best practices and existing strengths. It can be the foundation for sustainable, effective, scalable, and efficient efforts.

DATA & EVALUATION

Quality baseline data can inform good strategic planning and implementation for a strategic plan by identifying existing assets and resources as well as gaps in services and emerging needs. With the plan in place, evaluation answers the following critical questions: Is the strategic plan working as intended? Is it achieving its objectives? Evaluation aids in determining whether efforts should be continued, improved, expanded, revised, or curtailed; it highlights ways to increase the effectiveness of the plan's management and administration; and it demonstrates accountability to funders and other stakeholders.

FUNDING

Funding is critical for effective violence prevention. Significant investment will help ensure that young people and their families and communities have the necessary supports and opportunities. Many cities already have multiple resources invested in violence prevention and strategic plans, and strategies should inform how this investment can be maximized.



HOW can we maximize and sustain efforts to prevent violence before it occurs?

Strategy

STRATEGIC PLANS

Strategic plans clarify what prioritized actions will be taken in order to reduce violence. A good prevention plan reduces risk factors, bolsters resilience factors, promotes coordination, responds to constituent needs and concerns, and builds on best practices and existing strengths. It can be the foundation for sustainable, effective, scalable, and efficient efforts. Key components of strategy development can include: clarifying vision, goal, and directives; identifying needs and assets; establishing decision-making processes and criteria; determining and engaging the support of key constituents and decision makers; evaluating program effectiveness; fostering sustainability; and ensuring that resources are being appropriately used. While violence prevention plans will vary from one city to another based on needs and assets, there are a number of ingredients which should be considered. These are delineated in Appendix A: Recipe for a Plan/Blueprint to Prevent Violence.

KEY CHARACTERISTICS

- **ESTABLISHES A POSITIVE VISION.** A vision can be an overarching frame for multiple partners to rally around and can galvanize the imagination of a city.
- **DEVELOPED THROUGH AN EFFECTIVE PROCESS.** A good process can help garner traction, assure broad buy-in, and facilitate successful implementation. Elements of an effective process include a vision for preventing violence, focused goals based on key opportunities, efforts to build on existing priorities, relationship-based inter-sector collaboration, selection of the right indicators for maximum leverage in a given sector, establishment of accountability, and a commitment to data source development and ongoing community input (see Appendix B).
- **DELINEATES SPECIFIC PREVENTION PRIORITIES.** Building on a city's values, needs, and strengths, a good plan can clarify what is most important and the what specific objectives and goals are for getting there. The program, practice, and policy priorities should be designed to directly impact the local conditions (risk and resilience factors) that contribute to violence.
- **DELINEATES STRUCTURAL AND SYSTEMS NEEDS.** In addition to prevention priorities, the plan should also include recommendations for systems and

At the heart of successful implementation of community-wide approaches is a deliberate process of bringing together formal and informal leaders. The process these cities engage in includes diagnosing local crime problems, assessing community assets and resources, forming coalition and partnership-based networks, and integrating crime control and prevention strategies into a balanced approach. At a fundamental level, such activities reinforce bonds among partners, holding each accountable for helping co-produce more comprehensive policies, innovative resource development tactics, and specific programs that recognize the fundamental role of prevention-oriented strategies.

National Crime Prevention Council

infrastructure that can help ensure success (e.g., collaboration and staffing structure, training and capacity building, communications, data and evaluation plans, and funding sources).

- **REFLECTS DIVERSE EXPERTISE.** Multiple perspectives and partners have expertise that can inform a comprehensive plan to prevent violence. *Philadelphia's Blueprint for a Safer Philadelphia*, which was championed by Pennsylvania State Representative Dwight Evans and guided by researcher and author of *Murder is No Accident*, Dr. Deborah Prothrow-Stith, was developed with input from lawmakers, law enforcement officials, public health officials, and community leaders.
- **CLARIFIES ROLES FOR MULTIPLE PARTNERS.** A clear plan can clarify roles, including who is responsible for what, and also institute measures of accountability. Multiple players need to have defined roles that will contribute to overall success. What is the role of the libraries? Of public health? Of probation? Of the economic development agency? Community based organizations? Youth? Community residents? Researchers? Social services, the schools, teachers, elected officials, etc.? What are the actions and where are they taking place? A plan can help clarify these roles.
- **ENJOYS BROAD BUY-IN.** A plan is only as good as its implementation. Ensuring broad buy-in of the plan's goals can help in the implementation process (see Elements of an Effective Process).
- **INCLUDES OR IS ACCOMPANIED BY A CONCRETE WORKPLAN.** Some plans may purposely be designed as long-term frameworks, in which case specific work plans (18–24 months) should be developed and updated on a regular basis. Regardless of the scope and breadth of the plan, it is critical that multiple partners understand their role in implementation and that there is a framework by which they can be held accountable. A concrete workplan can help clarify specific actions, roles, responsibilities, and timelines.
- **INCLUDES A PLAN FOR REGULAR UPDATING.** Because needs and priorities change, it is valuable to institute a process for regular revisiting and updating to ensure an up-to-date plan is in place.

CITY EXAMPLES

Cities throughout the United States have developed violence prevention strategic plans. For an example of a specific city's strategic plan, please go to the UNITY website at www.preventioninstitute.org/UNITY.html.

KEY CHARACTERISTICS OF STRATEGIC PLANS

- Establishes a positive vision
- Developed through an effective process
- Delineates specific prevention priorities
- Delineates structural and systems needs
- Reflects diverse expertise
- Clarifies roles for multiple partners
- Enjoys broad buy-in
- Includes or is accompanied by a concrete workplan
- Includes a plan for regular updating

TOOLS & RESOURCES

- **Recipe for a Plan/Blueprint to Prevent Violence.** A guide on the different elements needed to develop a strategic plan (see Appendix A).
- **Elements of an Effective Process.** The elements of an effective process in developing a strategic plan (see Appendix B).
- **Implementing a Citywide Gang Violence Reduction Strategy: Three Promising Examples.** A strategy paper on promising city efforts to gang violence. Highlights California cities of San Bernardino, San Jose, and Santa Rosa. National League of Cities, 2008.
www.nlc.org/ASSETS/DF19A9EE1C7D4E14AAFF0F1C45F8A8F9/1YEF_C_A_Cities_Strategy_Paper_1.pdf

DATA & EVALUATION

Quality baseline data can inform good strategic planning and implementation for a strategic plan by identifying existing assets and resources as well as gaps in services and emerging needs. With the plan in place, evaluation can answer the following critical questions: Is the strategic plan working as intended? Is it achieving its objectives? Evaluation aids in determining whether efforts should be continued, improved, expanded, revised, or curtailed; it highlights ways to increase the effectiveness of the plan's management and administration; and it demonstrates accountability to funders and other stakeholders.

KEY CHARACTERISTICS

- **COLLABORATIVE DATA WORKGROUP ESTABLISHED.** A collaborative data workgroup must be established and meet regularly. This workgroup assists with the development of the evaluation plan, its components, and its implementation. It will address issues of active and passive data surveillance and collection, link data sets, and identify pertinent variables, indicators, or other data elements to be collected. Data systems should be coordinated and linked for comprehensive analysis. The workgroup members should include experts in areas such as database management, statistics, violence prevention, youth development, criminal justice, geographic information systems (GIS), epidemiology, and other public health disciplines.
- **ASSESSING NEEDS AND ASSETS.** Conducting an assessment of the needs and assets of a community is needed to understand the scope of the problem, and to identify the strengths, assets, and protective factors that exist in the community. The assessment provides the baseline from which to evaluate changes that result from the strategy. The assessment should include data collection, stakeholder input, and key informant interviews.
- **MAPPING DATA OF CITY, NEIGHBORHOOD, AND COMMUNITY.** Geographic Information Systems (GIS) is useful to map the collected data and to present them spatially. Spatial data can be used to detect patterns of violence and to identify risk/protective factors in a city. They can assist in identifying focus areas for a strategic plan and for informing objectives and evaluation questions. In addition, maps generated by GIS can help illustrate changes over time. Strategy indicators can be mapped at baseline and after strategy implementation for comparison.
- **SETTING GOALS AND OBJECTIVES.** A strategic plan must include clearly-defined goals and objectives. A goal is a broad statement of what one hopes to accomplish to make an impact. Objectives operationalize the goal, make it measurable (a specific time frame, a metric change, or an accomplishment), and specifies a defined result of a specific activity (to be achieved in a finite period of time by a specified person(s)). The objectives must be SMART: specific, measurable, achievable, relevant, and time-based. A strategic plan should have

Boston is using youth survey data to work directly with the mayor's office and community partners to help rejuvenate the Boston youth violence prevention initiatives, considered one of the first "national" models for youth violence prevention.

The results from the Boston Youth Survey has galvanized the notion that young people are exposed to a lot of violence, fostering empathy and leading to renewed energy to do something about it.

Boston City Evaluator

multiple objectives categorized as process or outcome. Process objectives specify how the activity is to be delivered to intended recipients within a specified period of time. They specify the means to achieve the outcome objectives. Outcome objectives state expected short- and long-term outcomes of the activities.

- **OBJECTIVES TRANSLATED INTO EVALUATION QUESTIONS.** A strategic plan's process and outcome objectives must be translated into evaluation questions to be answered through the evaluation process. These questions describe the effectiveness of the plan implementation and whether proposed change moved in the expected direction. Results from the evaluation questions are analyzed to determine if the strategic plan met its objectives, and can also help to inform questions of cost effectiveness or cost benefit.
- **INDICATORS AND UNITS OF ANALYSIS DETERMINED; EXISTING AND NEEDED DATA IDENTIFIED.** Specific, measurable indicators—or variables—should be selected to evaluate the plan's progress in achieving each objective. Ideally, selected indicators should have a balance of risk (e.g., truancy and drop out rates) and protective factors (e.g., utilization of libraries and school attendance). Further, the unit(s) of analysis must also be predetermined, such as a city, a neighborhood, a population subgroup, or a school. Secondary data can also be used for evaluation. Existing data can come from county and city departments, the health department, police, school districts, and also from publically available state and national sources. If it is difficult to obtain relevant and consistent data, improving the quality of data available may be an important component of the strategy. Another option is to consider collecting primary data that more accurately fits the identified indicators in the evaluation plan.
- **COMPARISON GROUP SELECTED.** Rigorous evaluation includes a comparison or control group. Impact is assessed by comparing outcomes of those receiving services of the strategic plan (intervention group) with outcomes of those not subject to the services (control group). If the two groups' outcomes differ in the expected way then the evaluator assumes the difference was a result of the strategic plan. To limit the influence of other factors on the evaluation outcomes, the control group should be similar to the intervention group in critical ways. If a control group is not possible, outcomes can be compared against state or national data; or outcomes can be analyzed over time, from before the start of the plan's implementation to a year later.
- **EVALUATION PLAN WRITTEN.** The evaluation plan must be developed at the same time as the strategic plan. The evaluation plan needs to specify the plan's objectives, evaluation questions, the indicators (or variables) for each objective, the unit(s) of analysis, and the comparison group. The evaluation plan should also delineate who is responsible for each of the components of the evaluation as well as the timeline for data collection and analysis. A good evaluation plan will allow for constant feedback on how well the strategy is being implemented as well as successes, failures, and challenges encountered.

KEY CHARACTERISTICS OF DATA & EVALUATION

- Collaborative data work group established
- Assessing needs and assets
- Mapping data of city, neighborhood, and community
- Setting goals and SMART objectives
- Objectives translated into evaluation questions
- Indicators and unit of analysis determined; existing and needed data identified
- Comparison group selected
- Evaluation plan written
- Data collected and analyzed to measure progress in achieving objectives
- Results disseminated
- Evaluation outcomes utilized to inform Strategic Violence Prevention Plan revision and implementation

- **DATA COLLECTED AND ANALYZED TO MEASURE PROGRESS IN ACHIEVING OBJECTIVES.** Data should be collected at specified intervals on an ongoing basis to compare baseline, process, and outcome measures for specific indicators, as determined by the evaluation plan. Collection and analyses of multiple indicators assists in identifying trends and demonstrating the plan's progress in reaching its objectives. Utilizing GIS to map data can provide a visual and spatial representation of the data trends over time.
- **RESULTS DISSEMINATED.** Data surveillance, assessments, and evaluations are only valuable and useful when their results are disseminated to and used by decision makers and other stakeholders. The disseminated materials must include findings, interpretations, implications, and recommendations. Data displays—including tables, charts, maps, and figures that are easy to understand—are critical for policy makers in guiding decision making and setting priority activities. Possible dissemination formats include technical reports, newsletters, opinion pieces in newspapers, news releases/press conferences, journal articles, staff workshops, personal discussions with city officials and stakeholders, and public meetings.
- **EVALUATION OUTCOMES UTILIZED TO INFORM STRATEGIC VIOLENCE PREVENTION PLAN REVISION AND IMPLEMENTATION.** Evaluation is an iterative process. Baseline data informs the development of a strategic plan and its evaluation components. The evaluation outcomes and results in turn inform the revision of the plan and its implementation.

CITY EXAMPLES

BALTIMORE, MD:

Baltimore City Gang Violence Reduction Plan

The Baltimore Gang Violence Reduction Plan was motivated by the Governor's Office of Crime Control and Prevention (GOCCP) and developed by city stakeholders in an effort to prevent gang violence. The stakeholders worked together to examine data to identify causes and responses to gang activity; explore alternative activities for prevention, intervention, and suppression; and develop integrated strategies to reduce violence in their city. In developing the Plan, stakeholders learned that adequate data were not available to do a comprehensive assessment of the problem. As a result, data collection was included as a part of the plan. The Baltimore Gang Violence Reduction Plan takes into account the approaches of public health and law enforcement and uses the Office of Juvenile Justice and Delinquency Prevention's Comprehensive Gang Model. In addition, the Baltimore Gang Violence Reduction Plan mapped their data to show geographic clusters of dense gang and violent crime activity. See www.jhsph.edu/preventyouthviolence/Gang%20Violence%20Reduction%20Plan.

TOOLS & RESOURCES

- **Health Program Evaluation: Is It Worth It?** In *The Practice of Health Program Evaluation*. David Grembowski, Thousand Oaks, CA: Sage Publications, Inc. 2001.
- **Research Methods in Social Relations.** Rick H. Hoyle, Monica J. Harris, Charles M. Judd, 7th ed. Wadsworth Publishing 2001.
- **Evaluation: A Systematic Approach.** Peter H. Rossi, Mark W. Lipsey, Howard E. Freeman 7th ed. Thousand Oaks, CA: Sage Publications, Inc. 2004
- **Community Tool Box.** A practical resource for communities carrying out community health and development programs. <http://ctb.ku.edu/en/>
- **CDC Evaluation Working Group.** This website features information and resources related to program evaluation. www.cdc.gov/eval/index.htm
- **Measuring Violence-Related Attitudes, Behaviors, and Influences Among Youths: A Compendium of Assessment Tools.** 2nd ed., Atlanta, GA: CDC, National Center for Injury Prevention and Control, 2005. www.cdc.gov/ncipc/pub-res/measure.htm
- **University of Wisconsin, Extension, Program Development and Evaluation.** This website provides guidance and resources for program evaluation. www.uwex.edu/ces/pdande/index.html
- **Questionnaire design: asking questions with a purpose.** E. Taylor-Powell. Program Development and Evaluation. <http://learningstore.uwex.edu/QuestionnaireDesign-Asking-Questions-with-a-Purpose-P1028C0.aspx>

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BOSTON, MA:

Operation Ceasefire, The Boston Gun Project

The Boston Gun Project, a problem-oriented policing initiative, implemented Operation Ceasefire, a partnership between researchers and practitioners. Operation Ceasefire assessed the city's youth homicide problem and implemented an intervention focused on changes in policing. The initiative was evaluated and shown to be effective in reducing rates of youth homicide and gun violence. A comparative analysis of youth homicide trends in Boston relative to other major US cities also shows an effect associated with the intervention. See www.hks.harvard.edu/criminaljustice/research/bgp.htm.

BOSTON, MA: Using Data to Shape Efforts

Boston is using youth survey data to work directly with the mayor's office and community partners to help rejuvenate the Boston youth violence prevention initiatives, considered one of the first "national" models for youth violence prevention. The results from the Boston Youth Survey (conducted in years when the Youth Risk Behavior Survey is not administered) confirmed the notion that young people are exposed to a lot of violence, which in turn helped to foster empathy and reinvigorate prevention efforts.

CHICAGO, IL:

CeaseFire, Chicago Project for Violence Prevention

Chicago CeaseFire is an evidence-based public health effort to reverse the violence epidemic through street outreach workers, public education campaigns and community mobilization. The Institute for Policy Research at Northwestern University conducted a process and outcome evaluation, which showed a reduction in shootings in CeaseFire areas. Changes were measured by comparing trends in CeaseFire areas with those in non-CeaseFire areas. See www.ceasefirechicago.org/.

LONG BEACH, CA:

Interim Report & Re-Examination of the Problem of Youth & Gang Violence in the City of Long Beach

The Long Beach Human Relations Commission conducted a thorough needs and assets assessment of youth and gang violence. They assessed the potential for escalation and de-escalation of conflicts and its effect on the population. They identified best practices and performed an inventory of youth services. They also made recommendations based on their findings, such as utilizing existing services to mediate racialized gang violence. See www.ci.long-beach.ca.us/news/displaynews.asp?NewsID=1677&targetid=32.

TOOLS & RESOURCES, cont'd

- **Planning a Program Evaluation.** University of Wisconsin Cooperative Extension. February 1996. <http://learningstore.uwex.edu/Planning-a-Program-Evaluation-P1033C0.aspx>
- **CDC National Violent Death Reporting System.** www.cdc.gov/ncipc/profiles/nvdrs/default.htm
- **The Federal Interagency Forum on Child and Family Statistics.** www.childstats.gov/
- **Injury Prevention Online.** <http://injuryprevention.bmj.com/>
- **Adolescent Violence Prevention Knowledge Path.** www.mchlibrary.info/KnowledgePaths/kp_adolvio.html
- **WISQARS—Web-based Injury Statistics Query and Reporting System.** www.cdc.gov/ncipc/wisqars/
- **YRBSS—Youth Risk Behavior Surveillance System** www.cdc.gov/healthyyouth/yrbs/
- **A Guidebook to Strategy Evaluation: Evaluating Your City's Approach to Community Safety and Youth Violence Prevention.** Southern California Injury Prevention Research Center (SCIPRC), UCLA School of Public Health, www.ph.ucla.edu/sciprc/pdf/Evaluation_Guidebook_July08.pdf

LOS ANGELES, CA: Advancement Project

In November 2005, the Los Angeles City Council released a “Request for Quotation” for an outside consultant to develop a comprehensive citywide gang reduction strategy. The Advancement Project proposed, and the City accepted, a three-phase Gang Activity Reduction Strategy Project to be carried out over a nine-month period, from March 29 to December 29, 2006. As part of the project, data were mapped to describe the problem and to identify hot zones requiring a saturation of community development activities and gang prevention and intervention services. See www.advanceproj.org/.

SALINAS, CA: Salinas Safe Schools/Healthy Students

Salinas collaborated with city partners (e.g., parks and recreation, teachers, parents, and others) in implementing a violence prevention strategy. This strategy aimed to prevent violence and drug abuse and support positive environments for children through providing improved mental health, educational, law enforcement, and probation services among others. Under this strategy, Salinas provided counseling services, parenting education, family counseling, and also increased training opportunities and literacy. To evaluate this program, Salinas measured social, educational, and violence-related outcomes. The evaluation specifically aimed to measure the extent to which collaborators in the partnership worked together. The evaluation also assessed the contribution of the leadership council and its members. Additionally, the evaluation included a plan to monitor the progress that Salinas is making towards reaching their long-term goals. Salinas brought all of the data obtained from the evaluation together and disseminated the findings to key stakeholders. See <http://schools.monterey.k12.ca.us/~suhsvlsh/>.

SAN BERNARDINO, CA: Operation Phoenix

Operation Phoenix is a strategy led by the Mayor’s Office to fight crime and violence in San Bernardino, California. The vision for the Operation Phoenix plan is stated as: “Suppression, Intervention, and Prevention. These are the pillars upon which we will re-build our city out of the ashes of crime and violence, and into a shining example of peace, prosperity, and renewal.” Prevention strategies include supporting a Healthy Babies Initiative, childcare programs, vocational training for youth, after-school programs and extracurricular activities for youth, a police-sponsored activities league (PAL), and other community development activities. See www.ci.sanbernardino.ca.us/depts/mayor/operation_phoenix/operation_phoenix_homepage.asp.

SAN JOSE, CA: BEST Program—San Jose Mayor’s Gang Prevention Task Force

The Bringing Everyone’s Strengths Together (BEST) program is guided by the Mayor’s Gang Prevention Task Force Strategic Work Plan. BEST distributes money to public and non-profit agencies to implement gang prevention, intervention, and suppression programs for at-risk youth and their families. A component of the funding requirement is evaluation. See www.sanjoseca.gov/prns/grants/best.asp .

Evaluation Framework

In 1999, the Centers for Disease Control and Prevention published a document for evaluation, *Framework for Program Evaluation in Public Health*. It includes six steps and four sets of standards for conducting good evaluations of public health strategies or programs. A pictorial version of the framework is below; with arrows that signify the iterative process of evaluation. Data informs plan development; implementation and ongoing process evaluation inform plan revisions.

Steps of Evaluation

STEP 1: Determine who your key stakeholders are and get their involvement in the evaluation process.

STEP 2: Describe the strategy you want to evaluate.

STEP 3: Design your evaluation plan and develop an action plan to carry it out.

STEP 4: Obtain the data you need to answer your evaluation questions.

STEP 5: Analyze your data and report your findings.

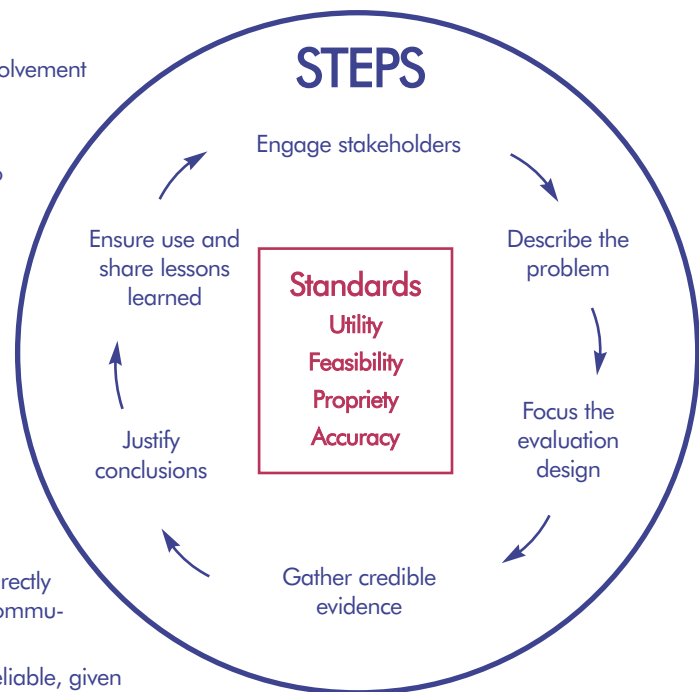
Standards

Utility: Who needs the evaluation results? Will the evaluation provide relevant information in a timely manner for them?

Feasibility: Are the planned evaluation activities realistic given the time, resources, and expertise at hand?

Propriety: Does the evaluation protect the rights of individuals and protect the welfare of those involved? Does it engage those most directly affected by the program, such as participants or the surrounding community?

Accuracy: Will the evaluation produce findings that are valid and reliable, given the needs of those who will use the results?



Reproduced from CDC, 2005. Taken from *A Guidebook to Strategy Evaluation: Evaluating Your City's Approach to Community Safety and Youth Violence Prevention*, SCIPRC, UCLA School of Public Health, June 2008.

FUNDING

FUNDING is critical for effective violence prevention. Significant investment will help ensure that young people and their families and communities have the necessary supports and opportunities. Many cities already have multiple resources invested in violence prevention and strategic plans, and strategies should inform how this investment can be maximized.

KEY CHARACTERISTICS

- **SIGNIFICANT INVESTMENT.** Prevention programs, practices, and policies require financial resources for successful implementation. Funding sources should be directed to support interdisciplinary collaboration and staffing, training and capacity building, communication, data and evaluation, facilities, and other costs associated with successful outcomes, scalability, and sustainability.
- **ALIGNMENT OF RESOURCES.** Once priorities are established, existing and new resources should be aligned for the greatest impact. Once the city council of Salinas, California adopted *Cultivating Peace in Salinas*, they used the recommendations as a screen for new proposals and only accepted those that were in alignment with the goals of the plan. In Cleveland, Ohio, the mayor has organized the police department and the public school system in coming together to develop a plan to align resources for youth violence prevention and engaged a wide range of partners. He meets regularly with nonprofit groups, school district representatives, the chief of education, and the recreation department to ensure that resources are aligned for this issue.
- **APPROPRIATE ALLOCATION.** Since resources are scarce in comparison to need, they should be allocated to meet the greatest need, with the greatest chance of success, and in sufficient dosage to have an effect. One emerging approach is the coordination of significant resources into specific neighborhoods that are highly affected by violence. For example, San Diego, California's Gang Prevention and Intervention Strategy delineates a goal to advance effective and promising gang prevention and intervention programs and strategies on a neighborhood basis.
- **ADEQUATE RESOURCES TO SUPPORT IMPLEMENTATION OF ALL ELEMENTS OF THE UNITY ROADMAP.** In order to implement and sustain efforts at the level needed for success, resources and attention must be deliberately and strategically allocated to programs, organizational practices, policies and, the infrastructure that support them. The supporting infrastructure is encompassed in the *UNITY RoadMap* as high-level leadership, collaboration and staffing, community engagement, communication, training and capacity building, strategic plans, and data and evaluation.

All too often our public policy process ignores the wisdom of prevention, funding repairs rather than maintenance, prisons rather than positive interventions, and restoration rather than prevention. To the extent that policy is a promise, we promise that if someone is bad, expensive and sometimes harsh solutions await. We need a companion promise.

Jack Calhoun,
consultant to National League of Cities

- **FLEXIBILITY FOR LOCAL PRIORITIES.** Investments should be made based on local priorities and needs which don't necessarily correspond to federal, state, or local funding streams. One example of a flexible funding stream was SB555 in Oregon which required state agencies to blend their funding streams to support implementation of county-level strategic plans. Cities can support neighborhoods in similar ways.
- **SUSTAINABLE REVENUE SOURCES.** Violence prevention efforts should be long-term, and this requires sustainable revenue. Some cities have used ballot initiatives, such as Measure Y in Oakland, California, to generate ongoing funding. In many cases, diversified funding sources (see Potential Funding Sources) can help ensure sustainability. Too often, prevention efforts are cast adrift in tough budget times, in spite of the promise that prevention can improve quality of life, while saving lives and money. In Cleveland, Ohio, Mayor Jackson has framed his approach using an economic lens arguing that if teens are not going to school and not being prepared to enter college, a tech school, or a job, they cannot contribute to the tax base. He encourages investment or warns that the numbers of youth not prepared will continue to increase.
- **DIVERSIFIED FUNDING SOURCES.** In order to ensure adequate, sustainable funding levels, a combination of funding sources may be helpful. Examples of diverse sources include designated city resources; agency and department contributions; in-kind staffing, government and foundation grants; federal and state appropriations; filing, registration, and licensing fees; local tax initiatives; and private and business sectors contributions. Through the leadership of a state representative, Philadelphia, Pennsylvania received more than \$20 million in state funds to support the *Blueprint for a Safer Philadelphia*. In Alameda County, California, the *A Lifetime Commitment to Violence Prevention: The Alameda County Blueprint* recommends establishing stable funding sources to support effective violence prevention efforts in the county and to develop resources for special projects. A combination of potential funding sources includes 1) designated city resources; 2) agency and department contributions; 3) in-kind staffing; 4) government and foundation grants; 5) federal and state appropriations; 6) filing, registration and licensing fees; and 7) private contributions.

CITY EXAMPLES

OAKLAND, CA:

Ballot Initiatives for Sustainable Revenue Sources

In 2004, voters passed Measure Y: The Violence Prevention and Public Safety Act of 2004. Drawing on funds from a new parcel tax plus a parking surcharge on parking in commercial lots, Measure Y provides approximately \$19.9 million for public safety and violence prevention activities. Approximately a quarter of these funds support prevention programs and activities in the city, including youth outreach counselors, after-school and in-school programs for at-risk youth, domestic violence and child abuse counselors, and ex-offender and parolee employment training and wage incentives. The oversight requires an annual independent eval-

KEY CHARACTERISTICS OF FUNDING

- Significant investment
- Alignment of resources
- Appropriate allocation
- Adequate resources to support implementation of all elements of the *UNITY RoadMap*
- Flexibility for local priorities
- Sustainable revenue sources
- Diversified funding sources

uation of police and violence prevention programs, an annual independent audit of expenditures, and an 11-member oversight committee, with three members appointed by the Mayor and one member appointed by each Councilmember. The measure will sunset on January 1, 2015. See www.oaklandhumanservices.org/initiatives/VPPSA/measurefacts.htm .

PHILADELPHIA, PA: Using State Money

The *Blueprint for a Safer Philadelphia* Initiative is a 10-year, community-based violence prevention initiative with the goal of eliminating all youth homicide in Philadelphia by the year 2016. State Representative Dwight Evans created the *Blueprint* by securing \$16 million in state funding and bringing a number of key partners to this historic effort. The plan was written after a year of community meetings—including a meeting of over 300 youth and input from lawmakers, law enforcement officials, public health officials, and community leaders. The *Blueprint* supports the Violence Reduction Partnership Program, Witness Relocation, Pennsylvania Injury Reporting and Intervention System, Local-State Firearm Task Force, and the Gun Courts. The *Blueprint* consists of two strategy groups: 1) the Management team which serves as the implementation group and is comprised of staff of Rep. Evans, Greater Philadelphia Urban Affairs Coalition (GPUAC), MEE Productions, and CHOICE (a health consumer-centered agency operating in Philadelphia for over 35 years), and 2) the Strategic Advisory Committee, which is comprised of community leaders including Rep. Evans, GPUAC, Dr. Paul Fink, MEE Productions, United Way of Southeastern Pennsylvania, Philadelphia District Attorney's Office, Philadelphia Safe and Sound, Philadelphia Anti-Drug Anti-Violence Network and The School District of Philadelphia, and Philadelphia Youth Network. See www.phillyblueprint.com/index.cfm?page=overview .

TOOLS & RESOURCES

- **National Youth Violence Prevention Resource Center** maintains a current listing of grants. www.safeyouth.org/scripts/funding_resource.asp
- **Federal Grants.** A central storehouse and application gateway for grants from the 26 federal grant-making agencies. www.grants.gov
- **Foundation Center.** Directory of US grantmakers, plus grant writing resources and a list of the top 100 US foundations by asset size. www.foundationcenter.org
- **Foundations Online.** Directory of charitable grantmakers. www.foundations.org/page2.html
- **Children's Safety Network's Finding Funding for Injury and Violence Prevention.** [http://notes.edc.org/HHD/CSN/csnpubs.nsf/cb5858598bf707d58525686d005ec222/07f12e066b841c85257091005d9058/\\$FILE/FUNDING.pdf](http://notes.edc.org/HHD/CSN/csnpubs.nsf/cb5858598bf707d58525686d005ec222/07f12e066b841c85257091005d9058/$FILE/FUNDING.pdf)
- **Using Community Development Block Grants to Support Community-Based Youth Programs.** This report was issued in January 2008 by the Finance Project and is available at: www.financeproject.org/publications/CDBGyouthprograms.pdf

The UNITY RoadMap Gauge: How is your city doing?



THIS UNITY ROADMAP GAUGE can provide a snapshot of your city's efforts, gauge your city's level of effort and effectiveness, and prioritize areas of focus for a city committed to preventing violence. For each characteristic associated with STRATEGY, please rate how well your city is doing as follows:

- 1. EXISTING:** Is this in place at all? Use a check [✓] next to the items that are in place in your city.
- 2. EFFORT:** How hard is your city trying? From 0% to 100%, rate how much effort your city is putting into accomplishing each item.
- 3. EFFECTIVENESS:** How well is your city doing? Use a grading scale of A-F, (A=successful, F=failing).
- 4. PRIORITIZATION:** What is most important to focus on? Use high (H), medium (M), and low (L) to rate how important it is for your city to focus on improving that particular issue.

HOW? STRATEGY	1. Existing? (✓ if yes)	2. Effort? (0-100%)	3. Effective? (A-F)	4. Priority? (H,M,L)	
STRATEGIC PLANS	Establishes a positive vision	_____	_____	_____	
	Developed through an effective process	_____	_____	_____	
	Delineates specific prevention priorities	_____	_____	_____	
	Delineates structural and systems needs	_____	_____	_____	
	Reflects diverse expertise	_____	_____	_____	
	Clarifies roles for multiple partners	_____	_____	_____	
	Enjoys broad buy-in	_____	_____	_____	
	Includes or is accompanied by a concrete workplan	_____	_____	_____	
	Includes a plan for regular updating	_____	_____	_____	
	Strategic Plan	_____	_____	_____	
DATA & EVALUATION	Collaborative data work group established	_____	_____	_____	
	Needs and assets assessed	_____	_____	_____	
	City, neighborhood, and community data mapped	_____	_____	_____	
	Goal set; process and outcome objective set using SMART format	_____	_____	_____	
	Objectives translated into evaluation questions	_____	_____	_____	
	Indicators and unit of analysis determined; existing and needed data identified	_____	_____	_____	
	Comparison group selected	_____	_____	_____	
	Evaluation plan written	_____	_____	_____	
	Data collected and analyzed to measure progress in achieving objectives	_____	_____	_____	
	Results disseminated	_____	_____	_____	
	Evaluation outcomes utilized to inform Strategic Plan revision and implementation	_____	_____	_____	
	Data & Evaluation	_____	_____	_____	
	FUNDING	Significant investment	_____	_____	_____
		Alignment of resources	_____	_____	_____
Appropriate allocation		_____	_____	_____	
Flexibility for local priorities		_____	_____	_____	
Adequate resources to support implementation of all elements of the UNITY RoadMap		_____	_____	_____	
Sustainable revenue sources		_____	_____	_____	
Diversified funding sources		_____	_____	_____	
Funding		_____	_____	_____	

APPENDIX A

RECIPE FOR A PLAN/ BLUEPRINT TO PREVENT VIOLENCE

The following recipe provides a guide for the kinds of ingredients that constitute a strategic plan. While every ingredient may not be necessary in a particular locale, it is important to be deliberate about which to include and which to not.

- ✓ **VISION:** A vision is a broad statement that encompasses an ideal outcome for the city/community. A vision statement is an inspirational, future-oriented statement that communicates a hopeful, violence-free community. A clearly articulated vision can help unify diverse partners and be used as the anchor for a plan. For example, in Oxnard, California's SAFETY BluePrint, the vision is: "A thriving Oxnard in which all people feel safe and all young people have hope and opportunity supported by caring adults, strong families, and empowered communities."
- ✓ **STATEMENT OF PURPOSE:** An agreed upon statement about what the plan will accomplish can help direct the plan and ensure everyone is on the same page. The *San Francisco Violence Prevention Plan* has three major purposes: 1) to modify the way city agencies work together so local government is more capable of achieving violence prevention; 2) to increase the capacity of community agencies working to achieve violence prevention, and 3) to hold both city and community accountable for achieving concrete measurable outcomes—both short-term triage outcomes for the most at-risk community members and long-term outcomes in ten major policy areas.
- ✓ **PRINCIPLES/SHARED VALUES:** Principles speak to the values that undergird the plan. They can be used to guide the development and/or implementation of the plan. The Alameda County Violence Prevention Blueprint was grounded in the following principles: "Violence is preventable; Violence prevention is local; Honor what's working; Respect for diversity; Prevention is not containment or suppression; We are all stakeholders; Violence prevention is a long-term effort."
- ✓ **DEFINITIONS:** Having agreed-upon definitions can help ensure that all participants are on the same page. Oxnard, California's SAFETY Blueprint includes definitions for words such as prevention, intervention, suppression and enforcement, gangs, etc.
- ✓ **PROBLEM/NEEDS STATEMENT:** The problem statement can include answers to the following kinds of questions: What is the problem? What is the scope of the problem? Who is affected by the problem? How large is the population affected by the problem? What characterizes the population affected by and/or perpetrating the violence? The *Blueprint for a Safer Philadelphia* includes descriptions of Philadelphia crime trends and its need for expanding partnerships. Some problem statements also characterize the key risk and resilience factors.
- ✓ **GOALS/OBJECTIVES:** This section clarifies the emphasis, major priorities, and what the plan is trying to achieve. Minneapolis, Minnesota's *Blueprint for Action: Preventing Youth Violence in Minneapolis* states four goals to prevent youth violence. They are: 1) Connect youth to trusted adults; 2) Intervene at the first sign of risk for violence, 3) Restore youth who have gone down the wrong path, and 4) Unlearn the culture of violence.
- ✓ **STRATEGIES/RECOMMENDATIONS/ACTIVITIES:** This section delineates the prioritized programs, practices, and policies that will reduce priority risk factors and bolster priority resilience factors. Oakland, California's City of Oakland Violence Prevention Plan delineates six policy areas around which the Plan is constructed. They are: 1) Prevention and Positive Alternatives for Youth; 2) Breaking the Cycle of Family Violence and Sexual Assault; 3) Adult and Young Offender Initiatives; 4) Reduce Access to Illegal Weapons; 5) Reduce the Negative Impact of Alcohol and Drug Abuse; and 6) Community Building and Problem Solving Strategies.
- ✓ **DELINEATION OF SYSTEMS/STRUCTURES:** These elements delineate the infrastructure that can support successful implementation of efforts to prevent violence, such as interdisciplinary collaboration and staffing, training and capacity building, data and evaluation, and funding. Taking into account structural considerations, the Los Angeles, California's *A Call to*

Action: A Case for a Comprehensive Solution to LA's Gang Violence Epidemic, proposes a governance structure that has enough muscle to command cooperation from other city departments and external entities. The entity created to achieve this mission will have to: streamline bureaucracy; show results and ensure accountability; secure cooperation and participation from other city departments; maximize impact from current expenditures; find and develop internal and external expertise; collect and use good data, evaluation, and performance measures; and centralize coordination governance and structural options for a new city entity charged with neighborhood safety.

☑ **PLAN FOR EVALUATION/ONGOING ASSESSMENT:** This section clarifies how the plan and its implementation will be evaluated. This is critical to ensure that efforts are achieving the desired results and to inform necessary modifications. Evaluation models provides a step by step guide. San Francisco, California's *Comprehensive Strategic Coordination Plan to Achieve Violence Prevention in San Francisco* includes an objective to: Measure performance through shared data, evaluation, and information systems with specific action steps, such as 1) streamline program and contract monitoring for funded community agencies; 2) develop shared data agreements and confidentiality protocols; 3) create evaluation protocols for city grantees; 4) complete, with an independent entity, an annual evaluation of city-funded programs to measure effectiveness and progress to help shape guidelines and expectations around future funding opportunities; 5) use data generated from evaluation and performance reviews to inform budget and other funding decisions; and 6) analyze and report quarterly on the progress toward benchmarks, the status of implementation, and fidelity to minimum standards.

☑ **PLAN FOR COMMUNICATION:** Effective communication can help build and sustain efforts. Informed by effective framing, successful communication via multiple channels such as the media, public officials, and others in the public sphere can convey positive messages about youth, build an understanding of effective violence prevention, and foster buy-in into prevention strategies and priorities. MEE Productions Inc. in Philadelphia, Pennsylvania—a cutting edge communications and research company—has been intricately involved in the *Blueprint for a Safer Philadelphia*. They provide a strategically-targeted social marketing campaign using a wide range of strategies, including various media venues and community forums, to effectively communicate violence prevention and positive messages from youth.

☑ **PLAN FOR TRAINING & CAPACITY BUILDING:** Practitioners, service providers, program directors, and elected officials need skills to prevent violence and successfully implement a plan. Therefore, ensuring attention to training and capacity building is critical. San Jose, California's *Reclaiming Our Youth: Mayor's Gang Prevention Task Force Strategic Work Plan* includes a long-range goal to build and expand the capacity to effectively redirect youth away from gangs. Strategies include a "Gang Intervention Training Institute" which builds capacity of team members, identifies "best practices," and provides opportunities to "cross train" with peers at monthly meetings.

☑ **PLAN FOR RESOURCE DEVELOPMENT/SUSTAINABILITY:** Funding is critical for preventing violence. Significant investment will help ensure that young people and their families and communities have the necessary supports and opportunities. Many cities already have multiple resources invested in violence prevention and strategic plans should inform how this investment can be maximized. The *San Diego Gang Prevention and Intervention Strategic Action Plan* includes a specific goal to develop a sustainable funding strategy for the Strategic Action Plan by: working with public and private groups to establish a funding source for the Plan; pursuing creative funding streams; and fiscally collaborating with community-based organizations. These recommendations are supported by specific outcome goals and a timeline.

☑ **CLEAR ACTION/IMPLEMENTATION PLAN:** It is critical that multiple partners understand their role in implementation and that there is a framework to which they can be held accountable. In addition to a specific management and oversight structure with specific delineated roles, for each of its priority areas, Washington, DC's Youth Development Strategy Implementation Plan includes: Outcomes, Performance Measures, Implementation Milestones, Stakeholders, Lead Implementer, Oversight Responsibilities, Management Structure/Approach, Budget, and Fiscal Source.

APPENDIX B

ELEMENTS OF AN EFFECTIVE STRATEGIC PROCESS

The process of developing a plan is important in order to gain traction and contribute to change. Based on *Good Health Counts: A 21st Century Approach to Health and Community*,^{*} the elements of an effective process are as follows:

- **A VISION FOR PREVENTING VIOLENCE:** The development process can facilitate dialogue on what really matters, translate collaboration into a meaningful product, and allow communities to think through a vision for a safe, healthy future. An effective process begins with an understanding not only of violence prevention, but also of what residents already value in their communities, as well as areas they consider in need of attention or improvement. In defining a vision for preventing violence, the voice of youth, ethnic communities, sexual minorities, the disabled, and other disenfranchised groups must be represented. A clearly articulated vision and set of positively stated values can be used as the anchor for a plan.
- **FOCUSED GOALS BASED ON KEY OPPORTUNITIES:** Defining a vision for preventing violence provides a forum to identify key opportunities and goals. This can come from the ground up or from leadership, but it should include some form of legitimacy (i.e., a “mandate” or charge from a governmental commission or agency). It is crucial that the goals or key opportunities be clearly articulated. They can be framed in a number of ways, including categories or questions.
- **RELATIONSHIP-BASED, INTER-SECTOR COLLABORATION:** A diversity of representation by organization, sector, and expertise is key to preventing violence. It is important to include many perspectives and to involve community representatives and nonprofessionals in the process. Facilitators in these efforts may convene representatives from organizations and agencies with sufficient resources, oversight, policy influence, or presence in the community to shape services and interventions, to nurture community capacity for improvement, and to influence a given outcome. Throughout the process, the level of interaction among individuals and the organizations they represent is probably the most essential ingredient. These collaborators share a willingness to form or strengthen relationships and work together for community improvements. Stakeholders make and secure commitments to take action on the indicators in the reports.
- **ESTABLISHMENT OF ACCOUNTABILITY:** Strategic plans can be useful in establishing and engendering accountability, holding both governmental and nongovernmental partners responsible for making changes that produce results and “move the needle” on preventing violence. In the most successful efforts, those who will be accountable should be pulled into the work early. This allows trust to build and relationships to provide the basis for meaningful future progress. Recognizing common indicators often means that partnering organizations need to do business differently or change internal policies or systems to have an impact.
- **A COMMITMENT TO ONGOING COMMUNITY INPUT:** Maintaining a community voice (youth and adult) in the process helps the planning and implementation stay relevant to local priorities. It also helps keep the process and outcomes transparent and clearly understood by people from a variety of backgrounds. Ideally, the community should own the strategic plan, otherwise the plan may have diminished impact. Making the plan and its implementation continuously relevant to communities is an ongoing challenge but an integral part of the effectiveness of the strategy.

^{*}Available at: www.preventioninstitute.org/documents/GoodHealthCounts-final.pdf