

Newhallville Safe Neighborhood Initiative

Funded under the Byrne Criminal Justice Innovation Program / Fact Sheet / 12-16-14

The overall goal of the **Newhallville Safe Neighborhood Initiative (NSNI)** is to revitalize Newhallville into a "neighborhood of opportunity," where people feel safe spending time outside their homes and participate with neighbors in local activities.

Project objectives include: **(1) Reduce the high rate of crime through community-oriented policing and eliminating identified crime hot spots. (2) Cut the number of youth caught in the cycle of violence, fear and retribution that is causing the majority of the violent crime. (3) Build community leadership and social cohesion to transform the neighborhood. (4) Address the physical deterioration of the neighborhood.**

Newhallville was selected for this project due to the high number of shootings and other violent crimes in recent years combined with the determination of the residents and City to come together to address this issue. From 2011 to April 2014, Newhallville had 78 shootings (an average of one victim every two weeks) – more than the city's four next-highest Census Tracts combined, and the area's proportion of total violent crime and calls for service were also trending up at application. Formal and informal criminal groups in the neighborhood include three major gangs. Newhallville residents are disproportionately involved in the State's criminal justice system: 220 adults from the area are currently incarcerated, and 13% of all ex-offenders in the city live here. In the past three years, 400 ex-offenders were released to Newhallville, 13% of the citywide total. Newhallville's official unemployment rate is 21%, twice the citywide rate. 58% of residents live below twice the poverty line (45% citywide). Neighborhood homeownership rates have since seen the largest percentage-wise decline in New Haven – from 832 homeowners in 2000 to 715 in 2010 – even as homeownership rates in the city's other 19 neighborhoods saw a remarkable increase. Just 1 in 10 Newhallville residents feel safe to take walks at night.

Strategies: To reduce crime, NSNI will use community-oriented policing, enhanced street lighting and installation of crime cameras. To reduce the number of youth committing most violent crime, NSNI will employ a combination of focused deterrence and positive alternatives to crime through the Street Outreach Worker Program, the Fresh Start Reentry program, YouthStat, and positive alternatives for youth. To build community leadership, NSNI will work with the Community Management Team and other groups to disseminate prevention and community building messages through regular events, social media, and neighborhood institutions and award mini-grants for neighborhood projects. To address the physical deterioration of the neighborhood, NSNI will target code enforcement, curtail the activities of housing speculators, improve open spaces, and remove nuisance uses that contribute to crime.

During the 4-6 month planning period, NSNI lead partners will work with the community to build trust amongst partners and the broader community; develop a common understanding of the problems/ action agenda; break down programmatic silos, and establish clear program designs, expectations, responsibilities, performance measures, and accountability processes for all partner work. The NSNI Team, supported by a full time Project Coordinator, will formalize the proposed NSNI Plan. Research Partners will describe crime conditions in Newhallville and advise Community Partners will run workshops to ensure resident input on the Project.

Partners: Lead partners include The City of New Haven Community Services Administration (fiscal agent), City Departments of Health, Youth Services, Elderly Services, Project Fresh Start, and Vital Statistics; the University of New Haven College of Criminal Justice and Forensic Sciences and the Charter Oak Group conducting research; the New Haven Police Department; New Haven Public Schools; New Haven Family Alliance, the Justice Education Center, and the Newhallville Community Management Team.

Funding: \$1,000,000 from the Byrne grant and \$868,000 identified in other City and non-City resources.

unlawful discharges) increased from 10.9% during 2002-2006 to 18.2% during 2007-2011, and the area's proportion of total violent crime and calls for service (7% of the citywide total in 2010-2012) are also trending up.

New Haven Police Department (NHPD) has pinpointed "hot spots" that routinely account for most of the neighborhood's violent crime. Based on Risk Terrain Modeling,¹ the areas of highest risk are Read Street from

Shelton to Newhall, Lilac Street from

Newhall to Winchester, sections of

Dixwell Avenue including major

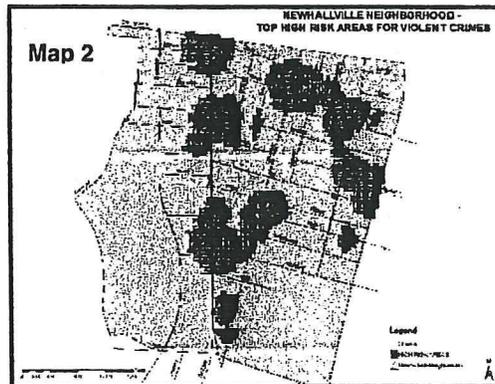
intersections near Shelton Ave and

Bassett St, Division Street from

Dixwell to Shelton, and Newhall

Street from Shepard to Huntington

(See Map 2).



Newhallville residents are disproportionately involved in the State's criminal justice system. Formal and informal criminal groups in the neighborhood include three major gangs identified through Project Longevity (PL), the U.S. Attorney's replication of Chicago's Operation Ceasefire.² Fully 220 adults from the area are currently incarcerated and 13% of all ex-offenders in the city live in Newhallville, with ex-offenders living on nearly every street. In the past three years alone, 400 ex-offenders have been released to Newhallville, 13% of the citywide total. Research shows that recidivism among ex-offenders is a contributing factor to crime.

2010 Census data show that Newhallville's population is 85% African American (versus

¹ Rutgers Risk Terrain Modelling Program (www.rutgerscps.org/rtm)

² Papachristos, A.V., Meares, T.L., Fagan, J. (2007). Attention felons: evaluating project safe neighborhoods in Chicago. *Journal of Empirical Legal Studies*, 4: 223-272;

New Haven Family Alliance, the Justice Education Center, the Newhallville Community Management Team (NCMT) and Community Resiliency Team (NCRT), the University of New Haven, Charter Oak Group, state and federal agencies, and area grassroots organizations and churches. The overall partnership goal is to transform Newhallville into a revitalized "neighborhood of opportunity," where people feel safe spending time outside their homes and participating with neighbors in local activities.

Objectives (for detailed strategies for each see Section II.E.): (1) Reduce the high rate of crime through community-oriented policing and eliminating identified crime hot spots. (2) Reduce the number of youth and young adults caught in the cycle of violence, fear and retribution that is causing the majority of the violent crime. (3) Strengthen community leadership and social cohesion to transform the neighborhood. (4) Address the physical deterioration of the neighborhood.

B. Planning and Research Partner Role. The NSNI, with BJCIP technical assistance, will build on extensive work to date, integrating: (a) our latest data on crime and those who commit it, resident attitudes, health and behavior, and neighborhood conditions, with (b) recent local experience in a wide range of domains (e.g. enforcement, intervention with high risk individuals), to inform an intensive 8 month planning process. This process will achieve key process goals: (1) build interagency and agency-resident trust, relationships, and shared knowledge base; (2) develop a common understanding of the problems/ action agenda; (3) break down programmatic silos, and (4) establish clear intervention designs, expectations, responsibilities, performance measures, and accountability processes for all partner work. The **Core Team**, composed of staff of the primary partners with community representation will formalize the proposed **NSNI Time and Task Plan** (Att 1) and execute the process as depicted,

working with a broader **NSNI Planning Team** throughout the project.

Accomplishing Expected Outcomes. The Core Team will ensure that all the benchmarks and deliverables specified in the **NSNI Time and Task Plan** are met. We will apply the Results Based Accountability (RBA) process and framework,⁵ endorsed by the CT General Assembly, will be used as the planning and performance measurement tool. The team will provide real-time, online reporting of progress and responsibilities.⁶ The first milestone will be hiring a Project Coordinator and establishing NSNI liaisons at all key partners. The Team will confirm meeting agendas for the eight month planning period, aimed at producing detailed **Implementation Plan** to submit for review to the BCJIP by mo. 6. Ad Hoc Work Groups will be established as needed.

Research Partner (RP) Roles. During the planning phase, RPs, with assistance from NHPD Crime Analysis Unit, will update conditions in Newhallville by analyzing crime patterns, hot spot locations, and reviewing the social networks of the perpetrators of serious crimes, fatal and non-fatal shootings.⁷ UNH-HLCL will advise on crime interdiction and policing/deterrence solutions based on their work under this grant and as the research lead on **Project Longevity** and the **Command College**.⁸ COG will assist by defining performance measures for all proposed solutions and applying the RBA framework to all systems and programs in the work.⁹ The RPs will receive further guidance from a **Neighborhood Research Advisory Committee** convened to integrate findings from several research efforts.¹⁰

Working closely with COG and the Project Coordinator, UNH-HCLC will prepare

⁵ see www.raguide.org for full research basis.

⁶ NSNI will use the intuitive VEOCI software platform to create the **NSNI Dashboard** which will Implementation and team training in VEOCI will be supported by its developers, New Haven-based Grey Wall Software. See letter.

⁷ See letters from NHPD and Prof. Papachristos

⁸ Command College is a collaboration with NHPD funded by a \$350,000 DOJ Grant to train police leaders in the latest techniques of Community-oriented Policing using legitimacy-based model of policing.

⁹ See www.raguide.org for research basis.

¹⁰ Primarily research behind this BCJP (Sedlemaier of UNH), Project Longevity (involving Papachristos and Meares of Yale and Kennedy of John Jay along with Lambert and others at UNH), and Yale CARE (Ickovics and colleagues at the Yale School of Public Health). See letters

measures designed to reduce physical and social disorder such as dispersing groups of loiterers, code inspections, and lot clean up; and (3) *Social service actions*, in which social service agencies provide youth with positive alternative and linking residents with resources (see Obj 2).

Community-based policing tactics aimed at building trust with residents include enhancing walking beats in hot spots; scheduling facilitated conversations with residents; and making connections to a full range of police-connected programming (e.g., PAL, Youth and Police Initiative,¹³ My Brother's Keeper mentoring); and the Meet and Greet partnership with Probation and Parole to work with ex-offenders returning. Complementing community policing strategies are (a) a City-funded plan to install a grid of nine cameras to help police monitor hot spots 24/7¹⁴ and (b) our evidence-based CPTED effort, Project Lighten Up, initiated by a local minister, which includes LED street lights; lights with motion detectors for homes.¹⁵

(2) Reduce the number of youth and young adults caught in the cycle of violence, fear and retribution that is causing the majority of the violent crime. This set of strategies offer (a) focused deterrence, (b) positive alternatives to a life of crime (e.g. employment, education), and (c) interventions tailored to the needs of groups defined by their age and situation. NSNI will use effective messengers deliver a clear message that violence and crime are unacceptable to the community and work to offer evidence-based positive opportunities tailored to the needs of each subgroup. One of the primary positive opportunities NSNI will

¹³ A violence prevention initiative adhering to the research and approach of the evidence based OJJDP Comprehensive Gang Model and successful in 15 cities. YPI brings together youth and police officers for a carefully structured experience that break down stereotypes and builds trust

¹⁴ The NSNI team will carefully review methodology/literature to guide details of camera selection, installation, monitoring and other aspects of implementation. Ratcliffe, Jerry H., Travis Taniguchi, and Ralph B. Taylor. 2009. "The Crime-Reduction Effects of Public CCTV Cameras: A Multi-Method Spatial Approach." *Justice Quarterly* 26(4): 46-70.

¹⁵CPTED has a strong evidence base. In a two block pilot area where 11 lights were installed, there was a 25% decrease in violent crime over a 9 ½ month period.

“criminal groups” based on the Operation Ceasefire model which has successfully reduced homicides and shootings in many cities.¹⁹ The PL model is a 3-pronged strategy organized by a PL Coordinator with partners: (1) Identification/Call-In, hosted by law enforcement, criminal justice staff, social service providers, and community leaders, (2) access to/presentation from the Social Services Team providing an option to accept help and change their behavior, and (3) the moral voice of community and faith based leaders. PL has created call-in lists of at risk based on analyses of the social networks of those involved in most of the shootings.²⁰

Reengaging Youth: NSNI will focus another model on school-age youth 13-18 who are in danger of going off track. In the wake of recent shootings (including the killing of a Newhallville teen in April), the Mayor challenged her top officials in Police, Fire, Education, and Community Services to create **YouthStat**, a process modeled on the NHPD’s CompStat data-driven policing sessions, to coordinate a cross-partner response to identify and intervene with youth/young adults 13-24. The schools have identified a first group of over 250 in-school youth (many from Newhallville) at high risk of dropping out. The YouthStat community and school-based teams mobilizing community mentors, conducting door-knocking tours to visit the families. Complementing both these efforts, the City will expand **Street Outreach Worker Program (SOWP)**, modeled on the Boston Gun Project,²¹ to focus on Newhallville. The SOW will engage at-risk/high-risk youth outside the schools, providing them with counseling to re-direct them into pro-social activities and link them to needed services.²²

¹⁹ Papachristos, A.V., Meares, T.L., Fagan, J. (2007). Attention felons: evaluating project safe neighborhoods in Chicago. *Journal of Empirical Legal Studies*, 4: 223–272; Braga, A. A., & Weisburd, D. (2011). The effects of focused deterrence strategies on crime: A systematic review and meta-analysis of the empirical evidence. *Journal of Research in Crime and Delinquency*

²⁰ Also based on work in Chicago by Papachristos and Meares (now both at Yale and part of the PL Research Team)

²¹ Braga Anthony A., Reducing Gun Violence :The Boston Gun Project’s Operation Ceasefire, Measuring the Impact of Operation Ceasefire National Institute of Justice September 2001 NCJ 188741

²² Of the six neighborhoods where street outreach workers are assigned, 26% of all youth reside in Newhallville. To date, SOWP has served over 500 unduplicated youth at high risk of gun violence.

door communication network through which area Alder and Block Leaders fan out to deliver any important message. NCMT will host Neighborhood Workshops to develop the Implementation Plan. The Project Coordinator will provide direct staff support to the NCMT, and the **Team Newhallville Dashboard** (see VEOCI plan above) will be used to send email, robo-call reminder, and text for those who have opted in. For those who cannot attend meetings, the most important will be live streamed to the web and/or local access cable and archived.

3. Capabilities/Capacity of Partners A. Partners. Lead partners in the NSNI cross sector partnership include (see Att 3): The City of New Haven Community Services Administration (CSA) (fiscal agent); the University of New Haven Henry C. Lee College of Criminal Justice and Forensic Sciences (UNH-HCLC) conducting research, data collection, and analysis together with the Charter Oak Group (COG) and complimented by members of the Neighborhood Research Advisory Committee (NRAC); the New Haven Police Department; the New Haven Family Alliance (NHFA); the Justice Education Center; and the Newhallville Community Management Team (NCMT), as the on the ground leader for community engagement. Additional key partners include state Dept of Correction, Dept of Children and Families, and adult / juvenile probation).

B. Capacity: The City is currently successfully administering over \$85 million in grant funded projects across numerous sources. The NHPD is currently administering over 20 grants totally over \$2.5 million. NHPD collects, manages and tracks data and is able to share it with NSNI. NHPD, under Chief Dean Esserman, is committed to revitalizing its community-based policing. Our cross-sector partner, NHFA, established in 1994, employs multiple approaches to reach its goal of improving children's developmental outcomes. Programs include the regional Juvenile Review Board (JRB) and the Street Outreach Worker Program (SOWP) (see letter).

The lead research partner (UNH-HCLC) has earned a national reputation as one of the best

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relationships with an average 4,300 constituents.

E. Management of Interagency, Cross-sector Partnerships: CSA works closely with community partners and city agencies. Notable initiatives highly relevant to this grant are: (a) the SOW Program, addressing youth engagement and violence prevention, with NHFA; (b) Project Fresh Start, a Prison Re-entry Initiative, (c) Boost!, a partnership with United Way of Greater New Haven and the New Haven Public Schools to give students and their families the services they need for school success, and (d) the Elm City Resident Card. NHPD has worked for years with the Yale Child Study Center to reduce the trauma of children affected by violence, a model for the nation.²⁴ NHPD posts School Resource Officers in schools among its activities with NHPS.

4. Plan for Collecting Data Required and Sustainability. Evaluation Approach. The overall evaluation approach to the grant will be guided by a Results-Based Accountability model²⁵ that identifies population-level desired results to be achieved for the neighborhood. The extent to which these population-level results are achieved will be measured through the use of indicators, like crime rate (by type), % of youth justice-involved, recidivism rate, and the % of residents responding that they feel safe in their neighborhood (using multiple questions to get at multiple dimensions of safety).

Table IV-1 Evaluation Framework

Objectives	Strategies	Performance Measures (data sources)
1. Reduce the high rate of crime through community-oriented policing and eliminating identified crime hot spots	<ul style="list-style-type: none"> Evidence-based Community Policy focused on hot spots; police cameras; Crime Prevention through Environmental Design. 	<ul style="list-style-type: none"> % increase in neighborhood police presence hours(NHPD) Number of substantive environmental changes implemented (LCI records) Reduction in crime rate by type of crime(NHPD)
2. Reduce the number of youth and young adults engaged in crime	<ul style="list-style-type: none"> Project Fresh Start reentry support Project Longevity focused deterrence. , Street Outreach Worker intervention 	<ul style="list-style-type: none"> Number of Project Longevity and Street Outreach Interventions (program records) Reduction in number of violent incidents (NHPD)

²⁴ CDCP reference here

²⁵ See Friedman, Mark, *Trying Hard Is Not Good Enough*, Tafford Publishing, 2005.

quantitative measures will be integrated with additional qualitative data (such as stakeholder and resident interviews, and observation of programs in operation). These data will be analyzed using statistical techniques, including descriptive and inferential statistics, the general linear model, structural equation model, as well as methods based on the use of mapping, density and domain analysis. The University of New Haven and The Charter Oak Group, LLC will conduct these analyses. These analyses will allow the partners to identify best practices, demonstrate success, and identify opportunities for improvement. Where possible, comparison groups from different neighborhoods or different jurisdictions will be used to determine whether these approaches have resulted in outcomes that would not have been achieved in the absence of these approaches. Regular program data will be reported monthly, more extensive data reported as required by the grant on a quarterly and annual basis.

Sustainability Plan. The City is fully committed to sustaining this work well beyond the grant period, and will work with our state, nonprofit, and philanthropic partners to secure any financial or other resources required. The collaborative efforts on community policing (Obj#1), on interceding with the different at-risk groups (Obj #2), community building (#3), and physical improvements (Obj #4) all have a substantial support base as can be seen from the letters and MOUS. Sustainability will be bolstered by the strong research base for the project that extends beyond Byrne-funded activities to include a broad commitment of our local research universities to advance this work. **By the fourth year, the project will be fully funded by sources other than Byrne funds.**

physical deterioration of the neighborhood.

6. Proposed strategies: To reduce crime (obj. 1), NSNI will use community-oriented policing; enhanced street lighting and installation of crime cameras. To reduce the number of youth committing most violent crime (obj. 2), NSNI will employ focused deterrence, offer positive alternatives to crime, and implement tailored interventions. To build community leadership (obj. 3) NSNI will disseminate prevention and community building messages through regular events, social media, and neighborhood institutions; and award mini-grants. To address the physical deterioration of the neighborhood (obj. 4) NSNI will target code enforcement, curtail the activities of housing speculators, improve open spaces, and remove nuisance uses that contribute to crime.

During the planning period, NSNI lead partners will (1) build trust amongst partners and the broader community; (2) develop a common understanding of the problems/ action agenda; (3) break down programmatic silos, and (4) establish clear intervention designs, expectations, responsibilities, performance measures, and accountability processes for all partner work. The NSNI Management Team will address how to better leverage the over \$55 million in public funds annually invested in Newhallville and will formalize the proposed NSNI Time and Task Plan. The Management Team will hire a Project Coordinator and establish NSNI liaisons at all key partners. The Team will confirm meeting agendas for the eight month planning period, aimed at producing detailed Implementation Plan to submit for review to the BCJIP by mo. 6. Research Partners will describe crime conditions in Newhallville. Community Partners will run workshops to ensure resident input on the Project.

7. Total funding requested: \$1,000,000.

8. Other resources identified that will support the BCJI efforts: The City of NEW Haven has allocated \$868,000 for NSNI. In addition, NSNI will receive substantial in-kind resource from our cross-sector partners, Yale University, and various agencies of the State of Connecticut.

Attachment 4: Three-Year Budget Narrative

Newhallville Safe Neighborhood Initiative

YEAR 1a: Planning Period (8 Months)

A) Personnel (\$44,000 total)

Project Coordinator (\$40,000) – (0.66 FTE x \$60,000/ year): The Project Coordinator, an experienced administrator working for the Department of Youth Services, with a Bachelor's degree and who is familiar with Newhallville youth engagement, will coordinate the planning of the Newhallville Safe Neighborhood Initiative in addition to the work of all its partners.

New Haven Police Department (NHPD) Crime Analyst (\$4,000) – (0.05 FTE x \$80,000/ year) The Crime Analyst, an experienced police officer for the city of New Haven, will collect and analyze criminal data of the Newhallville neighborhood. In an effort to identify meaningful pattern, to aid in designing initiatives directly catered to the Newhallville Safe Neighborhood Initiative.

B) Fringe Benefits (\$22,000 total)

Fringe and Payroll Taxes (\$22,000) – (0.5 FTE): The City of New Haven, Connecticut uses a fringe rate of 50% of direct salary to cover health benefits, payroll taxes, and Worker's Compensation

C) Travel N/A

D) Equipment N/A

E) Supplies N/A

F) Construction N/A

G) Consultants/ Contracts (\$47,000 total)

Other than money for the Project Coordinator and the New Haven Police Department Crime Analyst, all funds for the planning period will be spent contractually. Because all contractors are partners in the Newhallville Safe Neighborhood Initiative all contracts have been awarded during the proposal-writing period.

University of New Haven (UNH) (\$20,000): The Henry C. Lee College of Criminal Justice and Forensic Science at UNH will perform research, data collection, analysis and interpretation, and advising. They will communicate researched policies and tactics to implement into the community. These funds support the underwriting of UNH faculty and staff.

Justice Education Center (JEC) (\$15,000): will subcontract with Charter Oak LLC who will act as a research partner responsible for technical assistance with data, survey, and performance measurement, and Results Based Accountability

Farnam Associates, LLC (\$12,000): will provide Planning and Technical Assistance to the partners to facilitate the effective completion of all planning tasks and their translation into implementable strategies and activities.

Neighborhood (\$3,779)

- Promise Land (\$2,000): contractual agreement Promise Land Church funding for grassroots mentoring and sports programming for Newhallville youth.
- Neighborhood Housing Service (\$1,779): Provide Community Leadership Program, training for residents, and support for community organizing staff in support of neighborhood stabilization.

Research & Evaluation (\$12,500)

- Evaluation- University of New Haven (\$10,000) (See 1a for description.)
- Data and Performance Measurement- Justice Education Center and Charter Oak LLC (\$2,500) (See 1a for description.)

H) Other - (\$24,500 total)

- Newhallville Management Team - Mini Grants (\$5,000): Funds will support community projects aimed at addressing hot spots and building community cohesion projects through competitive mini grant process.
- Cross training of Newhallville partner staff (\$12,000): training and topics to be determined during planning and development of initiative.
- Web Site Enhancement (\$6,000): development and maintenance of initiative website
- Printing (\$1,500): (See 1a for description.)

Total Direct: \$246,039

I) Indirect Costs N/A

Total: \$246,039