



CBCR Implementation Plan for Madison, Wisconsin (Revised)

OUR NEIGHBORHOOD, A SAFE AND BEAUTIFUL PLACE

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Table of Contents

Planning Phase Narrative	p. 1-12
Early Action Project Summary	p. 12-13
Revised Problem Identification	p. 13-17
Revised Crime Reduction Strategies	p. 17-19
Revised Research and Evaluation	p. 19-20
Revised Sustainability Plan	p. 20-27
Revised Project Logic Model	p. 28
Revised Project Timeline	p. 29-31
Appendices	p. 32-46
· Physical and Environmental Factors (p. 32-36)	
· Problem Identification (p. 36-42)	
· Work Plan (p. 43-44)	
· Research and Evaluation (p. 44-46)	
Endnotes	p. 46

Our Neighborhood, A Safe and Beautiful Place

CBCR Implementation Plan for Madison, Wisconsin

Planning Phase Narrative



The Planning Process and Methods

A. Who was involved in your planning process and which partners were involved in determining the planning strategy?

The BCJI Advisory Core Team (Cross Partnership Planning Team) consists of residents that are renters and homeowners representing a cross section of socioeconomic status and education. The invited stakeholders from the neighborhood on the Advisory team are the Meadowridge Library supervising librarian; a staff member from Madison Metropolitan School District; the coordinator from the City of Madison Neighborhood Resource Teams and a local landlord who owns property in the neighborhood.

It was vital to form a team representing various components of the neighborhood in addition to those residents that are not active in official neighborhood associations. We were careful to reflect the residential diversity of the neighborhood in terms of gender, ethnicity, socio-economic status, renter and homeowner status.

Community stakeholders, collectively providing vital resources to the neighborhood, also gave important and diverse perspectives that aided our planning process. These additional stakeholders included the Meadowood Neighborhood Center, Theresa Terrace Neighborhood Center, Wisconsin Youth Company (Elver Park Neighborhood Center), Falk Elementary School, Good Shepard Church, Orchard Ridge Church, The Road Home, South West Employment Partnership, and Dane County Human Services Joining Forces for Families. We have maintained ongoing contact with the organizations.

Targeted outreach was conducted to interested people by phone, one-on-one meetings and community events to ascertain and encourage participation on the Advisory Core Team. The Project Manager attended many community events; multiple meetings of neighborhood associations, Neighborhood Resource Teams (NRTs) and individual meetings to share information about the grant; listen to concerns and hopes expressed by residents and shareholders in order to become familiar with people, assets, and perceptions of safety.

The Project Manager, along with two long-term residents, conducted multiple door-to-door general canvassing efforts in three hotspot areas. In one hot spot area, the Project Manager canvassed with a City of Madison Alder and the Urban League of Greater Madison. During general canvassing, a BCJI flier was given to the resident if home, otherwise a flier was left on the door when possible; explanation of the BCJI grant was provided; and if a focus group and/or community event was being held, the date, time and location of that event was promoted. The resident was asked if they could be re-contacted by email or a phone call and a list was generated. Emails and post cards were sent to many residents after canvassing which included a message of appreciation for taking time to talk with the canvassers and how to contact the Project Manager.

B. What was the process for agreeing upon a planning strategy?

The Byrne Advisory Team began meeting in July 2016 and became familiar with the BCJI goals for the planning process. The team also began a process of reviewing quantitative crime and quality of life data from the Madison Police Department (MPD) covering the years 2013-2016. Over the course of several meetings, the research team, along with the project manager, presented qualitative data from 12 focus groups, representing the racial-ethnic and socioeconomic diversity of the neighborhood (including landlords and Madison police officers) to the Advisory Core Team. The Advisory Team reviewed the data, raised important questions, and used the information in establishing a framework for early action ideas.

Final decisions about data and other research related questions rested with the researchers in consultation with the Core Team and with additional input and direction from the Advisory Team. We used a modified “Art of Hosting” processes to help the Advisory Team process information and make decisions. Team members worked in small groups, answering questions posed by the researcher and project manager to aid in their discussion. These group works

allowed individuals to process the data and contribute their insights. The small group processes made for focused, yet rich large group discussions. Each group had the opportunity to share its perspectives (usually documented on flip charts) with other members having the opportunity to ask questions or comment. The Advisory Team generally reached consensus through facilitated discussion, comparing the similarities and differences that emerged in each small group then making decisions about next steps in the process.

C. Describe your research methods for problem analysis, hot spot identification and analysis.

We conducted four types of quantitative analysis. Data sets for each analysis covered the period 2013 through the third quarter of 2016. Types of analysis included:

- a. Heat maps identifying hotspots within the study area
 1. Raymond Rd. to McKenna Blvd., Russett Rd. to Cameron Dr., Balsam Rd. to Thrush Ln. and Leland Dr. to Thrush Ln.
 2. Theresa Terrace to Hammersley Rd., Bettys Ln. to Theresa Terrace and Hammersley Rd. between Frisch and Loreen Dr.
 3. Park Edge/Park Ridge and Waterleaf Apartment complex
- b. Tables of major incident for each of three identified hotspots in study area and breakdown by age and gender of suspects
- c. IBR data from full study area including victim and suspect incident-type counts by quarter
- d. Service (911) data for the full study area with call-type counts in 3-hour blocks

In addition, the Applied Population Lab at the University of Wisconsin developed maps of housing burden concentrations and female-headed households to determine any associations with crime activity. Data was collected and analyzed that included the Madison Police Department, City of Madison Neighborhood Indicator data, Madison Metropolitan School District data, income equity data from the National Equity Atlas project and census block data. Other data analysis or methods included:

- a. Incident Based Reporting (IBR) data from the full study area including victim and suspect incident-type counts by quarter.
- b. Service (911) data for the full study area with call-type counts in 3-hour blocks.
- c. We subjected quantitative data to a variety of analyses and conducted thematic content analysis with the qualitative focus group data. PowerPoint presentations and handouts that included graphs, tables, maps, and factsheets were created to communicate our analysis to the advisory team. These helped the Advisory Team and Core Team arrive at shared findings.
- d. Twelve focus groups, with over 80 participants, representing much of the geographic, racial-ethnic, and socioeconomic diversity of the study area were conducted. Each focus group lasted 1-2 hours in settings familiar to the participants. We collected data with handwritten notes and recorded two focus groups.
- e. Each focus group addressed the following three broad framing questions with follow-up questions based on participants' answers and discussion.
 1. What contributes to your safety and wellbeing?
 2. What challenges safety and wellbeing?
 3. How can we improve our safety and wellbeing?

- f. Focus Group Analysis: We subjected focus group data to “open coding” to identify common themes and trends, and created response tables to identify common themes within and across focus groups. The following are the most common themes.
1. Concerns about safety and wellbeing: Participants consistently identified **Public safety** and **youth and parenting related issues** as challenges to safety and wellbeing. Public safety issues were about violence and other crimes; policing, and environmental issues. Children and youth related issues clustered around youth behaviors, youth engagement at school, and parenting issues.
 2. Public Safety: **Violence** was a significant public safety concern, including gun violence, gang activity, open air drug dealing, and sex trafficking. Participants also expressed concerns about low levels of trust of police, constantly changing neighborhood police officers (no-call driven officers assigned to a specific neighborhood), and few opportunities for officers to practice pro-active policing and develop relationships with residents.
 3. Focus group participants also identified a few **environmental** concerns, including traffic safety, speeding cars, the need for crossing guards, lack of adequate lighting and sidewalks.
 4. Youth and Parenting: Several participants expressed concern about **drug use** among middle schoolers, peer pressure, **gangs**, and **children living in fear** that can lead to violence. Some expressed concern about disrespectful attitudes and behaviors of male youth toward female youth.
 5. All conversations with adults included concerns about the **struggles of parents** and effective parenting, as well as parental behaviors that enabled youth. Some participants expressed a concern that many children are effectively on their own.
 6. Participants expressed concerns about **school engagement** for youth, low educational achievement among young adults and low literacy rates. Some students reported they found it hard to trust teachers at school.
 7. **Improving Safety and Wellbeing**: Three broad themes accounted for most ideas for improving safety and wellbeing, including activities for youth and children, police-community relationships and guardianship, and fostering community cohesion.
 8. **Activities for youth and children**: Participants expressed a broad consensus on the need for more support of children and youth. Ideas for supporting children and youth included:
 - i. Job and career opportunities including activities like job shadowing, partnering with employers, skills training, and exposure to diverse job and career opportunities.
 - ii. Education and enrichment ideas included arts and theatre, programs to keep kids in school, GED programs, and tutoring for high school students.
- iii. Recreational ideas included extended neighborhood center hours and creating new opportunities for older teens (e.g., a “teen club”), better play equipment in the park, a full-sized gym, and improvements in a nearby vacant lot for youth sports.

Police-Community Relationships and Guardianship

Focus group participants identified police-community relationships as one of the most important public safety issues. Residents and police officers expressed a need to find ways for officers to get to know the neighbors better, especially for patrol officers.

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11. Focus group participants also identified having a Neighborhood Watch or Helping Hand program to improve police-community relationships.
12. Participants identified several ideas for addressing environmental concerns, including more lights in the neighborhood (streets and parks) and installing sidewalks for certain areas.

D. Fostering Community Cohesion

1. Participants consistently suggested various types of community gatherings to build relationships, have fun, and find ways to work together to address neighborhood challenges.
2. Food was a common theme with many suggesting cookouts and more community meals to promote social cohesion.
3. Some youth and adult residents also suggested that establishing a community garden in a vacant lot could provide opportunities for people to connect.
4. Some expressed the desire for intergenerational activities, including connecting experienced parents with younger parents, joint activities for youth and children of all ages, and a peer mentoring program.

E. What data were used in the analysis and how many years of worth of data was examined?

Our team reviewed and used several resources that are listed below:

1. Madison Police Department-IBR and service calls, 2013-2016
2. City of Madison Neighborhood Indicators Project, 2015 edition
3. WI Department of Public Instruction, School Report Card, 2013-2014
4. WI Information System for Education Dashboard, 2014-2015
5. UW-Madison Applied Population Lab, Rent Burden, 2010 Census, American Community Survey (block, block group and block level)
6. Southwest Madison target area neighborhood focus groups, September-November 2016

F. What mechanisms are used to share information?

A variety of approaches have been used to share information about the group's work. These included:

1. Presenting information at neighborhood association meetings
2. Participating in City of Madison NRT meetings for Southwest Madison
 - a. Hammersley/Theresa NRT
 - b. Balsam/Russett NRT
 - c. Park Edge/Park Ridge NRT
3. Meetings of Falk Elementary School Community Partners
4. Providing updates in neighborhood newsletters and other community media outlets
5. Participating in community forums and events
6. In one-to-one meetings with stakeholders and residents.
7. We also solicited and received feedback from focus group participants, Cross Partnership Advisory team members and individual stakeholders.
8. A video on BCJI Madison- <https://www.youtube.com/watch?v=hdLmEq04Alc&t=3s>

A community breakfast forum was held in January 21, 2017 to share more information about what we have learned through the planning process. Our partners were Good Shepard Lutheran Church who provided space and supplies and Breakfast for the Homeless who offered a buffet breakfast meal. Subsequently, we will have additional meetings based on the three identified-

hotspots to further create strategies to address concerns, build upon assets and enhance relationship building.

The Advisory Team took the information provided from the quantitative data and focus groups' theme areas to develop strategies that address expressed concerns provide visibility to the project and enhance community engagement. The following are the planned projects to be completed by the end of the grant:

- i. **Purchase a Mobile Resource Center:** To support neighborhood events and provide outreach efforts to the three communities. Community groups and stakeholders may use the Mobile Resource Center to transport grills, sports equipment, or other items. The Mobile Resource Center maybe used as place for stake holders to provide outreach. It can be used as a visible location for food and beverage distribution for events. Anticipated outcome: visible use of BCJI funds and activity in the community; enhance social cohesion by supporting community events; and supports community engagement efforts. Evidence influenced effectiveness: Seattle BCJI site Mobile Discovery Center is rotated to various neighborhoods and used by the Rainer Beach Action Coalition's Corner Greeters youth group for their community outreach efforts.
- ii. **Falk/Theresa Terrace activities:** The purpose of these activities is to foster social cohesion, connection making and information sharing as well as reduce idle time. A Saturday youth Dance-a-thon will occur at Falk School on April 29, 2017. Youth from the area will participate either in the afternoon dancing event which will include a DJ. During intermission, 2 youth dance groups, the Falk Dancers and Too Hot To Handle, will provide entertainment during intermission. Falk School is providing the space and Prairie Hills Neighborhood Center donated funds for food. A Juneteenth Celebration will be held on Friday, June 16, 2017 in front of the Theresa Terrace Neighborhood Center. The event will host a youth bike parade, crafts for kids and food to celebrate the June 19 African American Emancipation Day.
- iii. **Landlord/Tenant Workshop:** The purpose of the workshop(s) is to address concerns about evictions, non-renewals of leases, and behavior related issues. The first workshop is being planned for late spring 2017 as a panel discussion that will include landlords, tenant advocate and an attorney. The overall focus is on helping landlords and tenants have improved communication.

G. Findings

The following questions were used to guide the quantitative data analysis:

- Where do hot spots persist in the study area from 2013 and 2016?
- What specific crimes account for persistent hotspots?
- What factors are associated with or contribute to persistent hotspots areas?

1. What specific hot spots were identified and which of these areas will be addressed by your BCJI area?

Analysis of the crime data, National Incident-Based Reporting System (IBR) and calls for service (CFS), revealed three hotspots, all which were identified in the original proposal and will be addressed in the BCJI effort.

- a. **Raymond Road Hot Spot:** Raymond Rd to McKenna Blvd., Russett Rd to Cameron Dr., Balsam Rd to Thrush Ln and Leland Dr. to Thrush Ln. The Balsam/Russett hot spot area is located within the Meadowood Neighborhood Association.
 - i. Between 2000 and 2010, the percentage of owner occupied housing units was stable, around 70%. However, 87% of the units within the hot spot area are apartments and nearly 94% pay 30% or more of their income on housing. Female headed families with children accounted for 8.7% of families in the neighborhood. Like the other hot spot areas, the Meadowood Neighborhood is younger than the City of Madison with youth (0-17) accounting for 25.3% of the population, somewhat higher than the 17.5% for the City of Madison. The African American population doubled from 6.8 to 13.7% between 2000 and 2010. The Latino percentage of population for Latinos more than tripled, increasing from 3.2% to 10.2%.
 - ii. Theft/damage, disorderly/trespass, and battery accounted for 67% of major offenses in the hot spot area from 2013-2016. Data indicates that crime numbers were stable with minor year-to-year fluctuations. Men accounted for between 60-75 % of suspects. Data on the age of suspects is incomplete except for battery, where men 25 and older accounted for 64% of offenses.
- b. **Theresa Terrace Hot Spot:** Theresa Terrace to Hammersley Rd, Bettys Ln to Theresa Terrace and Hammersley Rd between Frisch and Loreen Dr. The Teresa-Bettys Hot Spot is located within the Prairie Hills Neighborhood Association. (See Appendix E)
 - i. Sixty nine percent of the 220 units of housing within the hotspot area are 2-unit rentals, 155 are condominiums, and 16% are single family homes. We do not have specific demographic data for the hot spot, but children for the Prairie Hills neighborhood make up 30% of the population compared with 17.5 % for the City of Madison. Between 2000 and 2010, the percentage of African American increased to 21.9% from 12.5% while the percentage of Latinos more than doubled to 10.4%, both of which are significantly higher than the City of Madison (7.1% and 6.9% respectively in 2010). Female headed families with children increased to 13.9% from 10.8%, well above the 5.4% for the City of Madison. Between 83% and 94% of households in the hot spot area spend 30% or more of their income on housing.
 - ii. Police incident counts dropped by 39% between 2013 and 2014 and have remained stable since. Disorderly/trespass, theft/damage, and battery accounted for 60% of incidents from 2013-2016. Burglary accounted for another 8% of incidents. Men accounted for 60-73% of disorderly/trespass, battery, theft/damage, and burglaries. Men under the age of 25 accounted for most incidents, except for battery where men 25 and older accounted for 64% of incidents.
- c. **Park Edge/Park Ridge/Waterleaf Apartments Hot Spot:** The Park Edge/Park Ridge area is a part of a home owners association. The Waterleaf Apartment

complex, separate but adjacent to part of the home owners association property, is located in the 6700 block of Schroeder Rd.

- i. Park Edge/Park Ridge apartment rentals make up about 50% of the 639 units of housing in the area. Condominiums account for 45% of the housing, with single family homes accounting for only about 5%. The area is younger than the City of Madison. Between 2000 and 2010, the percentage of youth (0-17) in the area increased from 20.4% to 30.1%, significantly above the citywide average of 17.5%. The percentage of African Americans nearly doubled from 16.6% to 31.2% and the percentage of Latinos in the area more than doubled, rising from 5.9% to 13.8%. Female-headed families with children rose from 6.3% to 11.4%, which is more than double the city average. Nearly 80% of the families spend 30% or more of their income on housing.
- ii. Police incident counts by major offenses remained relatively stable between 2013-2016 with Theft/Damage, Disorderly/Trespass, and Battery accounting for 70% of the calls to police. Burglaries nearly doubled during the period and accounted for 9% of incidents. Overall police incidents dropped from 2013 to 2014, but rose again in 2015 and 2016. Most of the suspects were males (75%-79%) under the age of 25.

2. Did your data analysis reveal any changes to the hot spots identified in the original proposal?

Both IBR and CFS data analysis identified the three original hotspots in addition to one other emerging area. The three areas are of moderate to high levels of crime activity from 2013-2016. The emerging area, located in the Prairie Hills Neighborhood, is a small portion of block at McKenna Blvd and Raymond Rd. We will monitor this area over time, but will not focus on this section of the neighborhood. We decided to use resources on areas that have a demonstrated need as well as been problematic for several years.

3. Major findings about crime and its drivers in the target areas?

Based on quantitative and qualitative data, the hotspots have been problematic and persistent from at least 2011. Three years of police incidents (2013-2015) within the hot spots were analyzed for trends in frequency. While three years is a limited window, there are no clear trends or patterns there is a spike with the holiday season in November and December.

Analysis of the 2013-2015 IBR data confirmed that police incidents occurred at a significantly higher rate within the three hotspots than in the surrounding areas. When individual types of incidents were examined, crimes against persons/society were largely confined to the hotspots whereas crimes against property (theft/burglary) were more evenly distributed across the study area.

Calls for Service (CFS)/911 calls were used to analyze the temporal patterns of crime. The peak 911 calls for service for most offenses were between 6 pm and 12 am. The exception was theft then the peak period was at midday. (See Appendix H)

Our IBR data set contained only the demographics of Age, Race and Gender. Notably over the past 3 years 77% of suspects were African American, frequently between the ages of 18-25 (See Appendices D-F). This is especially significant considering approximately 25% of the Study Area and 9% of the City of Madison population are African American. Analysis within the hot spots reveals that up to 82% of suspects are African American. Analysis within the hotspots revealed that up to 82% of the suspects are African American, 73% of all suspects were males and 16% were juveniles.

For 2013-2015, incidents where the race of the victim was known, 49% were African American, 43% Caucasian, 6% Hispanic and 2% Asian. Females accounted for 65% of the victims.

The results of our review of nature of physical/economic environment were interesting. There were two available socio-economic indicators from the census' American Community Survey that correlated with the hotspots - 'Family Households Headed by Females with Children' and "Gross Rent 30% or More of Household Income." As may be expected, there was an elevated rate of female headed households with children within the hotspots (See Appendix I). Often, more than half of hotspot households were headed by females with children. Similarly, housing burden data showed that in hotspots, more than 75% of residents devoted more than a third of their income to rent, whereas areas outside of the hotspots were commonly at a rate of 0%-14%.

When the hotspot maps were overlaid with city tax parcel information it showed the hotspots were primarily composed of rental properties rather than single family homes. Analysis showed the hot spots were comprised of between 84% and 95% rental units. Single family homes were only 5%-16%. A common theme from focus group participants expressed concern about rental policies.

During our discourse with residents and police we found the following issues expressed.

- Police officers and residents agreed on many aspects of the drivers of crime in the neighborhood. Differences largely had to do with what they emphasized.
- For residents, poor relationships among residents, lack of trust and collective efficacy, and struggling parents created the conditions for crime in their neighborhoods. Residents also disliked the mobility of their neighborhood police officer.
- Police officers, on the other hand, expressed concern and frustration with the tendency for the city to move problems from neighborhood to neighborhood, rather than addressing the root causes, which they linked to lack of access to good quality, affordable housing and other poverty related issues. Officers also

expressed frustration with what they perceived as ineffective prosecution that put known criminals back on the street and related reentry issues (e.g., retribution). Finally, officers felt that poor police community relationships resulted in the inability to get information needed to root out or prevent crime.

Although we are not focusing on patterns of re-entry in the southwest neighborhood we did obtain limited information Wisconsin Department of Corrections. The data from 2013 shows the following breakdown of reentry based on the address provided by the offender, which may not be entirely accurate.

Orchard Ridge is a neighborhood closely connected to the boundary of the BCJI area. The areas are delineated by MPD police sectors and align with the hotspot designations.

- Sector 105 (Orchard Ridge): 19 Offenders (14 Felony) (5 Misdemeanor)
- Sector 115 (Prairie Hills, Greentree, Meadowood, Park Ridge): 45 Offenders (28 Felony) (17 Misdemeanor)
- Sector 116 (Prairie Hills, Meadowood): 63 Offenders (40 Felony) (23 Misdemeanor)
- Sector 117 (Prairie Hills, Meadowood): 47 Offenders (34 Felony) (13 Misdemeanor)

We identified emerging trends and patterns based on the analysis of the data. Some of the issues were not surprising. Temporal data was used to identify the trends.

- Each of the three most common types of major offenses (theft, disorderly/trespass, and battery) peaked in the 3rd or 4th quarter of each of the four years of data, the most common being the 3rd quarter of each year. Overall, these incidents are trending down for the study area with some within hotspot variation.
- Many issues correspond to rental housing. Residents and landlords identified mobility, homelessness and high rent burden as concerns (greater than 30%).
- Time of day analysis revealed some variation in when types of incidents were most likely to occur, though overall, the most active time was between 5 pm and 11 pm.
 - § Most **thefts** occurred between 9 am and 8 pm, peaking between 11 am and 2 pm, though burglaries peaked between 5-11 pm.
 - § **Trespassing** occurred primarily between 2 pm and 8 pm, peaking between 5-8 pm, a similar pattern to juvenile complaints.
 - § **Drug related** calls also peaked between 2-8 pm, as did **battery and fights**.
 - § **Disturbances**, however, occurred largely between 5-11 pm, peaking between 8-11 pm.
 - § **Weapons related** calls tended to increase later in the day, peaking between 8-11 pm.
 - § Mid-afternoon, evening and night are when incidents most occur. Incidents often associated with youth (e.g., drugs, trespass, and fights) occurred primarily between 2-8 pm. Weapons and burglary were most likely to occur between 5-11 pm, with the 8-11 pm period most active. Trend data suggest that incidents rise during the summer and generally peak in the fall or 3rd quarter for most incidents.

- Many issues are related to rental housing. Issues can range from high mobility for some renters, homelessness, high rent burden and other complex housing issues.
- The fact that police incidents were concentrated in areas with large numbers of rental properties was not surprising, but the very high level of concentration was unexpected.

Early Action Project Summary

1. The Race2Destiny Dialogue, a board game designed to simulate experiences faced by young black males in Dane County, created an opportunity for participants to obtain a glimpse of challenges faced by many members in the Madison, WI community. Participants were engaged in the board game by simulating what happens when one may get suspended from school, fails to graduate from high school, arrested, or have other life altering situations. The event's purpose was to encourage dialogue and increase social efficacy among attendees.

The game masters were 4 young black males between 17-24 years of age and 3 adults (retired assistant district attorney, social worker and an off-duty police officer) who helped with facilitation. The young men also answered questions from the participants during the game and post-game to give perspective on their real life experiences.

The board game simulation is based on the 2012 Race To Equity Report for Dane County, WI. The simulation encourages participants to have open and safe discussions, increase awareness of the various challenges young black males face and have a forum with community members to increase cohesion.

2. A community baby shower was held with partners Theresa Terrace Neighborhood Center, Elver Park Neighborhood Center, Project Babies and Neighborhood Connectors. The purpose of the shower was to provide opportunities for families that are pregnant, have infants and/or toddlers to access items that support families, enhance community cohesion and establish new partnerships.

The Resource Trailer was used to serve food as well as the tables and chairs as a part of the trailer supplies, were set out to facilitate the meal. Madison Police Neighborhood Officer Justin Nelsen help to make the event a success by helping moms with their items as well as making conversations with the kids. Project Babies provided new and gently used clothing items, diapers, and for those that pre-registered a 2 seated stroller.

3. The Theresa Terrace Neighborhood Center and The Meadowood Neighborhood Center held Back to School events. Each year these events serve as a way to welcome a new academic school year with plenty of family friendly fun activities to support kids in their educational transition.

Between the two events approximately 125-150 neighbors participated along with Madison police officers, Madison Fire and other stakeholders from both neighborhoods.

The primary purpose of supporting these events was to enhance community cohesion and efficacy among neighbors. Capacity building started with the neighborhood center connecting as community partners.

Revised Problem Identification

For much of its history, neighborhoods in Southwest Madison have been quiet, stable and cohesive communities, providing residents sustained experiences of wellbeing and belonging. In recent years, these neighborhoods have experienced significant demographic changes that contribute to shifted perceptions and experiences of public safety. Once predominantly white and middle class, these neighborhoods now include more racial-ethnic and socioeconomic diversity that add richness to the neighborhoods' social tapestry, but also challenges social cohesion and trust. Since at least 2011, these neighborhoods have seen a rise in conflict, social uncertainty, and crime levels previously unknown.

These demographic changes also make these neighborhoods somewhat different from the city as a whole. Southwest Madison is more racially and ethnically diverse, younger, poorer, and has a greater percentage of households with children headed by females. As is true throughout Madison, the Southwest neighborhoods experience stark socioeconomic divisions that have a racial-ethnic dimension. Most who live in rental properties experience rent burden, having to devote 30% or more of their income to housing—often much more—while few homeowners have this experience. Renters are largely people of color, homeowners are mostly white.¹

The “Our Neighborhood, A Safe and Beautiful Place” project aims to revitalize the experience of connectedness and reduce crime by increasing guardianship (increased police presence and resident involvement), providing pre-arrest diversions for young adult offenders, increasing support for youth, bringing support to struggling young parents, and having more neighborhood activities through use of the CBCR-funded police “Mobile Resource Center.” We believe these efforts will not only reduce crime in micro hotspots areas, but will contribute to creating community spaces, relationships, and activities that reflect the growing diversity of our neighborhoods. Our project seeks to bring together residents and stakeholders from all socioeconomic and racial-ethnic backgrounds for food, fun, and fellowship, to develop the trust necessary to work together to promote public safety and wellbeing. Robert Sampson reminds us, “Even poor neighborhoods can achieve violence reduction through collective efficacy.”¹

This project aims to increase social efficacy and our ability to work together to reduce violence by building the capacity of youth and adults to manage conflict so that people of all ages, ethnicities, and backgrounds can interact with each other comfortably to improve public safety and community wellbeing. To achieve this vision, we will: 1) reduce disorderly behavior and battery among youth and young adults through policing strategies; 2) improve guardianship by police and residents; 3) support youth in developing pro-social behaviors and conflict resolution skills, as well as supportive relationships with adults; 4) provide parenting support for single, female-heads of household; and 5) sponsor and support neighborhood activities that foster cohesion and trust among residents.

¹ See appendix for detailed description of physical environment.

Enhancing Police-Resident Trust

The Madison Police Department has long recognized the importance of community policing and the daily efforts needed to establish and maintain trust with neighborhoods. Part of the backdrop for our plan is one of the early action projects, which seeks to strengthen police-community trust by enhancing the existing connections and relationships between residents and police. In 2017, we purchased the trailer that serves as a Mobile Resource Center that has been used by police, residents and other stakeholders for outreach and community enrichment activities. We anticipate continued use of the trailer to address a variety of need that might include: 1) Hosting community food events, entertainment and use of transportable grills; 2) Sharing information about community resources and events; 3) Providing mobile medical, dental screenings and health education; 4) Supporting summer programming for youth; and 5) Announcing employment opportunities. MPD will continue to be a full partner in the trailer project, which provides officers the opportunity to engage in activities with community members outside of their normal patrol duties.

Building on our planning process, we are confident our implementation plan strategies will be successful. We assume the following because they 1) reflect a broad consensus of what residents and other stakeholders believe will work and are committed to doing; 2) are supported by research; and 3) can extend or be woven into existing formal and community efforts to reduce crime in the area and 4) served as a basis for identifying our early action project(s). Our strategies are also consistent with those of the “15 Point Plan” the city has adopted to address racial disparities and reduce violence in Madison.²

Neighborhood Micro Hotspots²

In our initial crime analysis of the study area we identified three hotspots in the area: Park Edge/Park Place/Waterleaf, Theresa Terrace, and Raymond Road. Analysis of the 2013-2015 Incident Based Reporting (IBR) data confirms that police incidents occurred at a significantly higher rate within the hotspots than in the surrounding areas.

In our subsequent analyses, we identified several micro hotspots, blocks or block segments that collective accounted for about half of all crime in the area.

An analysis of 2015-2017 hotspot data confirmed the persistence of the three hotspots, with an emergent fourth. Further analysis revealed eight (8) micro-environments relatively high concentrations of crime. When we disaggregate crime data by age six micro-hotspots emerge for juvenile offenders (under 18) and five micro hotspots for young adults 18-24. Each group represents disproportionate levels of criminal offense and thus a focus for intervention and support. Given the developmentally formative nature of these age groups (late adolescence and emerging adulthood), we perceive opportunity to reduce crime while also improving the life opportunities and other outcomes for these age groups.

Juvenile Crime

Given the higher than expected levels of youth incidents and concerns for youth consistently expressed by residents and others who participated in focus groups, we developed micro hotspot maps for juvenile offenses and found the following:

² See appendix for a detailed description of micro hotspot analysis.

- Juveniles accounted for 18% of all crime in the study area, mostly committed by youth ages 13-17.
- These citations were largely issued to African American youth (91%).
- More boys (71%) received citations than girls (29%).

Of the 52 blocks with any juvenile offenses in the study area, 4 blocks accounted for 47% of the citations issued. These blocks often contained higher density housing, retail establishments, or facilities that youth frequent (library and youth center). The map below highlights the blocks with high numbers of youth offenses and unique features that may attract youth. While these areas by nature have more youth, they should be compared with similar blocks within the study area that have fewer offenses to determine if there are other characteristics that set these six blocks apart.

4 Top micro hotspots for juvenile offenses

1. 6700 block of Schroeder (16%)
2. 5700 block of Raymond (13%)
3. 5800 block of Balsam (11%)
4. 5800 block of Russet (7%)

The four juvenile micro hotspots are in the same areas as the top four micro hotspots for all offenders. Three of the micro environments cluster around the eastern edge of Raymond Road in the study area. The fourth is in the Park Edge/Park Ridge hotspot, on the northwest edge of the study area.

The top two citations, **‘disorderly conduct’** and **‘battery’** accounted for between 35-39% in each of the four micro hotspots, with each differing in a third, significant offense as indicated below:

1. Trespassing (6700 block Schroeder, 28% of offenses)
2. Theft (5700 block of Raymond, 26% of offenses)
3. Damage property (5800 block of Balsam, 21% of offenses)
4. Resisting police (5800 block of Russet, 18% of offenses)

Focus group data and input from the CBCR Advisory Team suggests that the lack of after-school opportunities, truancy, and poor or non-existing relationships with adults in the area contribute to the juvenile crime in these micro-hotspots—especially the three east Raymond Road clusters near the middle school.

Young Adult Crime

Four offenses accounted for 75% of the violations involving offenders 18-24 in the study area:

- | | |
|-----------------------|-----|
| 1. Disorderly conduct | 31% |
| 2. Battery | 20% |
| 3. Damage Property | 13% |
| 4. Drugs | 11% |

Offenses within the micro-hotspots show different patterns of offenses, with more violent crime in the among young adults than youth. Micro-hotspot analysis identified four areas of primary interest that included the 6700 block of Schroeder micro-hotspot, and 3 clustered around the eastern edge of Raymond Road (Raymond Road, Russet, and Balsam Road). A fifth micro-spot at the intersection of Raymond and McKenna remains on our watch list.

1. **6700 Block of Schroeder** where males accounted for just over 80% of the offenses, and females, just under 20%. African Americans accounted for 87% of the violations.

Disorderly conduct (38%)

Battery (22%)

Damage property (13%)

1. **5700 Block of Raymond Road** where males accounted for 87% of violations. African Americans accounted for about 67% of violations and whites about 33%.
 - Drug offenses (30%)
 - Battery (23%)
2. **5800 block of Russet** where males accounted for 70% of the violations and African Americans 100% of violations.
 - Trespassing (50%)
 - Damage property (30%)
 - Drugs (20%)
3. **5800 block of Balsam Road** where African Americans accounted for 100% of the violations, however, *females accounted for the majority of violations (58%)*, a significant departure from all other micro-hotspots where males accounted for at least 70% of violations.
 - Battery (42%) and
 - Weapons violations (17%)

Drug offenses and battery account for a large proportion of offenses among the three micro-hotspots clustered around 5700 block of Raymond Road, occurring at a higher rate than other areas within the study area—particularly in and around the strip mall. Collectively, weapons and robberies account for a significant number of offenses, especially in the area near the Balsam Road micro-hotspot. This micro-hotspot has a percentage of female offenders higher than the study area as a whole.

Three Pillars to Reduce Crime

We have identified three “program pillars” that we believe will work together to reduce crime and improve underlying social conditions that contribute to crime:

- Community policing
- Increased guardianship

- Support for struggling parents

Our crime reduction strategies focus on juvenile and young adult offenders, both of which are over-represented in the overall crime data and are at developmentally formative life stages that we believe we can influence. We will describe our crime reduction strategies with youth and young adults, then our plan to support young parents.

Revised Crime Reduction Strategies

Strategies to Reduce Juvenile Crime

Many of the fights among youth in our neighborhoods occur in the hours just after school, when many youth lack supervised activities and congregate in various public locations between school and home. Often, these hostilities are the extension of conflicts that begin in school and turn into fights in the neighborhood. Cohen and Felson's (1979)³ "routine activity theory" suggests crime occurs when three elements come together: motivated offenders, vulnerable targets, and the absence of guardianship. Guardians can disrupt or discourage a potential crime where there is a motivated offender and potential victim. We will use three strategies to reduce juvenile offenses through increased guardianship, and that support youth through supportive youth-adult relationships, including mentoring.

1. A program similar to Safe Passages in Seattle³ whereby adults will spend time in micro hotspot areas and be trained to interact positively with youth (provide informal support and/or mentoring) and de-escalate potential conflict during the hours after school when juvenile offences have tended to occur.
2. A formal mentoring program for middle and high school students, focusing on youth at risk for truancy or otherwise disconnected from school and unsupervised in the neighborhoods.
3. The continued and increased presence of neighborhood officers conducting foot patrols in micro hotspots, particularly during the times after school when Safe Passages adults are present.

We expect these programs will reduce juvenile offenses by:

1. Increasing guardianship—through a higher presence and active engagement of residents and neighborhood officers during historically high crime times of day and locations (Safe Passages and Neighborhood Officers).
2. Improved youth-adult relationships through Safe Passages and mentoring.
3. Decrease truancy (which is 39.4% at the middle school) and increase school connection through mentoring and in partnership with the school district.
4. Improve youth-police relationships (neighborhood officers partnering with Safe Passages)
5. Potentially increased guardianship by residents in general, as the climate in these high foot traffic areas, improve.

³ See appendix for detailed description of Madison CBCR Work Plan 2018-2019

Strategies to Reduce Adult Crime

Disorderly conduct and battery are the most numerous and pervasive offenses the micro hotspots. We anticipate using two crime reduction strategies to address these issues.

1. **Koper Curve:** MPD has previously used the Koper Curve strategy to reduce gun violence in the city (including in study hotspot areas). We will adapt this strategy and coordinate with MPD to increase presence in neighborhood micro-hotspot areas using foot patrols. We anticipate this strategy will help **improve police-resident relationships** (not looking to arrest, just out to engage and connect with residents) and **guardianship** in the micro hotspots.
2. **Pre-Arrest Diversions:** Our project manager is now a member of the City of Madison's stakeholder group for a planning and implementation plan to provide pre-arrest diversions for young adults 17-25. This initiative aims to reduce the likelihood of reoffending and disruptions to education and employment for young adult offenders and supported by the National League of Cities' Institute for Youth, Education and Families (see work plan). Pre-arrest diversion might include providing training and decision-making tools for officers at the point of arrest to divert to appropriate services, restorative court or other alternatives.

Strategies to Support Parents

Our third pillar seeks to improve parenting skills and offer support to struggling parents, focusing on single female heads of households. Data from focus groups suggest that many parents in the area, especially female-headed households, face numerous challenges to their ability to effectively guide and support their children. Well-functioning families provide protective factors for youth exposed to violence and make it less likely they will be perpetrators of violence.⁴ McCabe and Clark (2010)⁵ found that relatively simple factors like parental warmth and kin network support can provide protection for youth living with negative stress. Using at least one and possibly both of the following programs, we will contract to offer programs that improve parenting skill and efficacy, and that support positive youth behaviors and outcomes.

Families and Schools Together

Families and Schools Together and Raising a Thinking child. Developed by a researcher at the University of Wisconsin, Families and Schools Together is an evidenced-based program that consistently improves parent-child relationships, better school performance by children, and reduces emotional symptoms and behavior problems by children.

Raising a Thinking Child

Raising a Thinking Child (RTC) is also evidence-based and has shown to help parents and children as young as four years of age learn how to solve problems and resolve conflicts they regularly experience with friends, teachers and in their family. The program uses games and activities, and communication techniques that foster healthy family dynamics. Children learn to look for and consider alternative solutions to conflict and gain practice in considering the feelings of others. RTC has been evaluated effective with African American and other parents of color.

We will collaborate and contract with community partners with expertise and experience in providing high-quality, community-based and culturally responsive parenting programs to low-income families to deliver these programs to families in our study area.

Revised Research and Evaluation⁴

The Madison, Wisconsin CBCR project represents a locally innovative approach to crime reduction in Madison. The proposal combines targeted interventions in micro-environments within hotspot areas, along with prevention strategies to decrease the likelihood of criminal involvement by youth and young adults while improving social cohesion and efficacy to create conditions for sustained change. The implementation plan provides meaningful and potentially impactful involvement of local residents already active in the area.

Given the innovative nature of the project and a social setting that is constantly changing, we will use *developmental evaluation* to evaluate the proposed project and help guide *action research* efforts. We will seek to collaborate with the University of Wisconsin Extension and the Wisconsin Evaluation Collaborative to increase our capacity, as well as sustain research and evaluation beyond the life of the grant.

Developmental Evaluation

Developmental evaluation is particularly useful for evaluating innovative projects in settings that are complex and dynamic because it provides stakeholders with support for continuous monitoring of programs in a way that allows for adaptations and changes in response to unforeseen changes in context or setting affecting program efforts.

The researcher will provide training in evaluative thinking to equip the advisory team and program implementers with dispositions and skills to continually learn from what they are doing, reflect thoughtfully on feedback, and make data-informed programming decisions. The researcher anticipates meeting with the evaluation team quarterly to review crime and program data and help establish evaluative questions for the data to promote systematic, data-based decisions throughout the implementation process.

Purpose of developmental evaluation:

1. To capture, guide and learn from the implementation of the project
2. To help the advisory team, program staff, and project participants define key elements and test their models of change for accuracy (test and refine their theory of change)
3. To support real-time feedback, learning, and changes in direction
4. To help the staff and participants understand neighborhood dynamics, interdependencies, and emergent relationships relevant to their goals
5. To find linkages between crime data and program implementation

Action Research

As part of the evaluation, we will monitor changes in crime rates and youth experiences related to our outcomes in the hotspot areas. As important issues arise, we will occasionally use action

⁴ See appendix for Madison CBCR Research and Evaluation Plan for additional details.

research (research that is “conducted *by* and *for* those taking the action”) to explore emergent issues and provide data to refinements or adaptations to programmatic efforts.

We anticipate using youth participatory action research 1-2 times each year, in partnership with program providers to empower and engage youth in investigating changes in the social and physical environment that results from program implementation. We may also use action research to solicit additional input from community members and others affected by programs.

Focus Groups and Surveys

We will hire community members to assist in recruiting affected residents to a community event where we will provide updates on the implementation plan and conduct brief retrospective surveys to measure perceived and experienced changes resulting from the program implementation. The timing and number of surveys and/or events will depend on the nature of the programs chosen by the advisory committee and cross-sector team, though we anticipate having them 1-2 times per year.

Contracting with Wisconsin Evaluation Collaborative (tentative)

Finally, we have had preliminary conversations with the Wisconsin Evaluation Collaborative (WEC), housed within Wisconsin Center for Educational Research at UW Madison, to design a study to test for potential causal relationships between changes in crime rates in micro-hotspot areas and social outcomes (e.g., social cohesion and efficacy), and project programs. They have expressed interest and await details of our crime reduction strategies.

Researcher Responsibilities

1. The researcher will develop and lead developmental evaluation plan, action research and collaboration with Wisconsin Evaluation Collaborative.
2. The researcher will continue to work closely with the cross-sector team, attending all meetings and providing input and updates on research, evaluation, and the use of data in decision-making.
3. The researcher will attend neighborhood advisory team meetings as needed to provide updates on research and evaluation and provide technical assistance and support for assessing program progress with respect to evaluation and outcomes.
4. The researcher will help develop or assess vendor program evaluation plans to insure each establishes outcomes and metrics consistent with CBCR project outcomes. This can include developing a program map or logic model linking program activities to specific outcomes.
5. The researcher will contribute to quarterly, semi-annual and annual reports.

Revised Sustainability Plan

The CBCR Project has developed strong ties to many partners whose commitment and resources will allow us to leverage resources and sustain the project effort during and beyond CBCR funding. These include the following:

The **Cross-Sector Team** initially included the City of Madison Police Department, Common Wealth Development and Researcher, Jeffrey Lewis. The City of Madison

Community Development Division (CDD) has recently been added as a partner. The CDD brings its wealth of knowledge of grants management in addition to possible funding from local, state, and federal sources. Our larger team has met routinely since 2017.

The **City of Madison** has demonstrated its commitment to the Raymond Road target area in a number of ways:

- 1) A Gun Violence Reduction Initiative started in the City of Madison in 2017. This Task Force, led by Public Health/Madison & Dane County, is comprised of representatives from Madison Police, Dane County Department of Human Services, the Mayor's Office, Alders, and several non-profits, including Common Wealth Development. The goal is to advance a city-wide approach to violence and other persistent crime problems in neighborhoods. The study area has had its share of gun violence with several shots fired calls over the past months.
- 2) The Mayor's Office has initiated a Violence Prevention Stolen Auto Rapid Response group that meets weekly to address teens involved in stolen autos, several of whom have connections to the study area. The group includes members similar to the Gun Violence Reduction Task Force but includes Madison Metropolitan School District Security Coordinator, the District Attorney's Office, and clergy from various churches. The CBCR project manager will continue to attend these meetings to help leverage resources toward the Raymond Road Corridor. Effective mentoring for teens has been identified as one long term strategy for prevention and intervention (starting with those confined to the Dane County Juvenile Detention Center).
- 3) Each of the three-identified neighborhood hot spots has a City of Madison Neighborhood Resource Team (NRT) that meets regularly in each neighborhood. The meeting includes reports on City Department activities in each area, discussion of challenges, and opportunities for other stakeholders/residents to share concerns. The CBCR Project Manager and MPD Neighborhood Officers routinely attend all three NRT meetings to share information.
- 4) City of Madison alders from the three districts adjoining the CBCR area provided support for activities during the planning process and we anticipate the same for the implementation phase. During the planning process, we invited alders to attend Advisory Team meetings. We held with each alder to keep them informed. During the implementation process, it will be important to maintain contact to help leverage future City of Madison funds to sustain successful activities. Periodic meetings will continue to be an important asset in enhancing political relationships.
- 5) The City is updating its 10-year Comprehensive Plan "Imagine Madison." The plan uses the guiding lenses of adaptability, equity, health and sustainability to review and update the following city-wide planning topics: Land Use and Transportation; Neighborhood and Housing; Economy and Opportunity; Culture and Character; Green and Resilient; and, Services and Facilities. Each category has identified two goals with strategies developed through extensive public input. A number of these

strategies support the work the CBCR grant and will be identified, where appropriate, in the CBCR's final sustainability action plan.

- 6) The City provides funding to many local community-based organizations that carry out community and neighborhood development programs through CDD. Among the programs funded by CDD is Commonwealth's Southwest Transitional Employment Program (STEP), which connects Southwest neighbors to short-term employment and case management to move into permanent employment.

Dane County Department of Human Services (DHS)

DHS has assigned social workers to staff its neighborhood-based Joining Forces for Families (JFF) office in the Meadowood and Park Edge areas. JFF provides office space STEP. This co-location of services means that residents can make one trip to receive assistance from JFF or STEP staff.

Neighborhood Centers

The CBCR project team has strengthened ties with the Meadowood Neighborhood Center and the Theresa Terrace Neighborhood Center during the planning period. We have initiated communication and partnerships with the Elver Park Neighborhood Center and the Urban League of Greater Madison Employment Center with the strong intention of increasing the partnership role over the next few months.

The Madison Library

The Meadowridge branch is a community library that serves as a hub for youth and adults. Library staff has been helpful to the project and is a point of contact for many in the Meadowood neighborhood. The Supervising Librarian serves on the Advisory Team and has indicated willingness for continued involvement.

Neighborhood Associations

The Meadowood, Prairie Hills and Greentree neighborhood associations have each provided member representatives on the Advisory Team. The neighborhood associations have been a source of funding for small activities in the target areas to support Falk School, community suppers, Make Music Madison, and securing outside resources used to enhance social cohesion as way of getting to know diverse neighbors. Their assistance continues to be invaluable.

Grass root organizations

The implementation phase will provide an opportunity for the CBCR project to help develop the capacity of grassroots organizations to enhance their sustainability. CBCR has established relationships with the Meadowood Health Partnership and the Mellowood Foundation, organizations founded by neighborhood residents. These organizations will be encouraged to apply through the RFP process for implementation phase funding.

CBCR Advisory Team

Comprised of volunteer renters and homeowners, the CBCR advisory team is working to create implementation strategies. During the planning process, the group met monthly

during 2017 and has continued meeting since the planning process ended. A core group of members is extremely committed to the next phase of implementing strategies via the RFP process; recruiting new volunteers to serve; and, moving forward to keep the momentum sustained. As a part of the plan for group engagement, the Advisory Team will have regular check-ins with the organizations that receive funding for implementation.

Potential Organizational Models

Sustainability of the volunteer group once the grant project ends will be an increasing focus of future meetings. Potential leadership models, described below, could involve a planning council, community development corporation, or some hybrid of the two.

- **Planning councils** are neighborhood-based groups comprised of individuals and institutions who have a specific geographic focus on community improvement. Madison has had some success with this model and the City has provided support and technical assistance for three other planning councils. Depending on the neighborhood leadership's commitment to this kind of approach and demonstrated ability through the grant project to help lead the project implementation, the Southwest Neighborhoods may be a good candidate for a future planning council.
- **Community development corporations (CDC's)** are a well-known driver of neighborhood revitalization and community building. CDC's help to bring people together to create vibrant public places at the heart of their community. This place making approach gives community members an opportunity to participate directly in the improvement of the places that matter to them through ideas, plans, and design but also through hands-on co-creation, day-to-day programming and self-management. According to Mickey Northcutt, Executive Director of North Shore Community Development Corporation, "CDCs are perfectly situated to do this work because the skillset of creative place making blends ...real estate and community engagement experience. The project management skills in real estate development can be nicely applied to getting place making projects accomplished."
- **Commonwealth Development** itself is a CDC with a 40-year successful track-record of comprehensive neighborhood revitalization. The agency made significant contributions to the revitalization of Madison's now-thriving Marquette Neighborhood, and it has committed to working in the Meadowood Neighborhood. Commonwealth Development has opened an office in the Raymond Road Corridor to support its work on the CBCR grant, affordable housing development, the STEP Program, health equity, and violence prevention. This space is leased through the next 30 months. CRBC funds are not being used to pay for rent or other costs related to leasing the space.
- **Neighborhood Convener:** There has been an identified need of bringing neighborhood stakeholders together on a periodic basis to share their work not only with colleagues but the community being served. The Advisory Team would function as a volunteer group that convenes meetings of stakeholders to share information on their programming; successes and challenges; and invite resident input into services. The group could work in conjunction with neighborhood associations, community meal opportunities or other opportunities that develop. Recently, Alder Matt Phair held a meeting of stakeholders. A

good number of stakeholders attended, and the full agenda was not completed due to the large amount of information sharing.

Financial Sustainability

The CBCR team will actively pursue funds to support the violence prevention goals in the Raymond Road Corridor and will work towards enhancing linkages with grassroots organizations like the Meadowood Health Partnership and the Mellowood Foundation.

The Community Development Division (CDD) is an agency within the City of Madison Department of Planning & Community & Economic Development. CDD provides funding and technical support to community-based non-profit organizations for their work to improve the quality of life of Madison's low- and moderate-income people and neighborhoods. The agency's *Consolidated Plan, 2015- 2019*, prioritizes funding to community groups whose goals and objectives mirror the core goals and objectives of the CBCR program, including: economic development and employment opportunities; strong and healthy neighborhoods; and affordable housing. As a partner in the CBCR effort, CDD can help leverage funding to facilitate the strategies from the planning process, identify future funding opportunities, and, help connect performance and evaluation metrics to funded activities related to CBCR.

To advance the work of violence prevention, CWD applied for the following funding from the foundations or organizations in 2017-2018:

- 1) City of Madison-Emerging Opportunities-Requested 2018
- 2) Zendesk Community Foundation: Requested 2018
- 3) Public Health Madison and Dane County, Healthy Communities: Declined 2017
- 4) AARP Community Challenge micro-grant: Declined 2017
- 5) Old National Bank Foundation-Workforce Development: Awarded 2017-2018
- 6) Wisconsin Partnership Program, Community Partnership Grant: Awarded 2018

Wisconsin Partnership Program (UW-Madison School of Medicine and Public Health) provide funds on a competitive basis to community partners whose work aims to improve the health and well-being of Wisconsin residents. In February 2018, CWD was awarded a 4-year Community Collaboration Partnership Grant to carry out a health equity demonstration project in Southwest Madison. This project, which aligns well with the goals of the CBCR grant, seeks to show that when people's basic health needs are met, violence goes down. With the Partnership funds, CWD will hire a Coordinator of Care Specialist who will develop a case management program for residents of CWD's rental housing and other Raymond Road Corridor residents. The Coordinator of Care Specialist will have as a portion of their job duties to help the CBCR Project Manager with producing an electronic newsletter, general community outreach, engagement and events. This funding builds on plans developed during the BCJI planning process and implementation phase of the CBCR.

The Partnership Program allows community health workers, including maternal-infant-family practitioners, to connect participants to needed health resources. By helping people gain access

to basic health needs, our work promotes health equity which in turn helps to stabilize the Raymond Road Corridor.

WPP Partners:

- 1) **Harambee Village** is a local collective of birth professionals who support women and families to overcome disparities that lead to negative birth and breastfeeding experiences. The founders are women of color who take significant pride in helping other women of color and lower income women through the birthing experience to improve outcomes for mothers and babies. (MOU to be developed)
- 2) **The African American Breastfeeding Alliance of Dane County, Inc. (AABA)** has been addressing African American breastfeeding disparities for fourteen years. AABA partners with Harambee Village to work in tandem to expand a community-based doula and breastfeeding peer counselor model. CWD will contract with these services to support neighborhood residents. (MOU to be developed)
- 3) **Access Community Health/UW-Madison School of Medicine and Public Health:** Dr. Jonas Lee is clinical assistant professor in the Department of Family Medicine and Community Health for the UW School of Medicine and Public Health. Dr. Lee recognizes housing and job stability as a central social determinant of health and supports CWD's position to enhance the impact of community health teams, building strong linkages with comprehensive case managers through STEP. (supporter)

Old National Bank Foundation (ONB)

ONB provided funding to support the Southwest Transition Employment Program (STEP), which provides adult transitional employment opportunities to individuals with severe challenges who reside and/or live with others in the Raymond Rd corridor. The Job Shop employment services are delivered at the Joining Forces for Family Office and Meadowood Neighborhood Center.

Due to ongoing work with the financial institution to enhance our long-term relationship in the Raymond Rd area, CWD developed an opportunity for residents to make direct rent payments at the Raymond Rd location. We anticipate future opportunities to strengthen our ties by workshops on financial literacy and education.

What is your strategy for sustaining the commitment among key leaders and organizations to the core principles of CBCR, such as the use of research to guide decisions?

The CBCR team has identified key leaders and organizations that have an impact on the Raymond Rd area. Some of these leaders and/or organization representatives have participated on the Advisory Team. Key organizations are the neighborhood centers, Meadowood Library, MMSD schools, Orchard Ridge and Good Shepherd churches, Meadowood Health Partnership, neighborhood associations and the Mellowood Foundation. Becoming better acquainted with informal leaders will be crucial in developing meaningful and lasting relationships.

Primary tools for developing meaningful relationships to create commitment from key people and organization will be to enhance opportunities for community input via hosting stakeholder meetings, elevated visibility in the neighborhood through community events, understanding the importance of shared visions or goals of other organizations in this community and demonstrating ability to work with on common issues related to neighborhood concerns through collaborative efforts.

High visibility in the community, from Advisory Team members to Cross Partnership members is vital to increase the likelihood of building authentic trust of residents who may see organizations or people stay only for a short time, then leave with empty promises. Over the next 24 months, it will be imperative that intentional efforts, focused on building enduring relationships among stakeholders occur as well as becoming acquainted with more residents. The input received from individuals and groups can be used to help shape future funding priorities, collaborative organizational efforts and activities beyond the grant. City alders have been kept informed on the status of the grant's progress via individual meetings as well as attendance at the Advisory Team meetings. Periodic meetings will continue to be an important asset in enhancing relationships as well as an open invitation to

Advisory Team meetings

CBCR team members will continue to attend meetings of the Neighborhood Resource Teams to keep City staff informed on CBCR activities, progress and seek support from department representatives on initiatives. Representatives of local non-profits, such as Justified Anger, and the Road Home as well as individual residents also attend these meetings that can further be a vehicle for dialogue and support.

The CBCR team will maintain its connection with the three neighborhood centers and the Urban League of Greater Madison Employment Center to understand their goals, needs and services, and how to partner on common concerns.

What is your strategy for sustaining the implementation of specific strategies or activities funded by the CBCR grant?

Through the efforts of the Cross-Partnership team and with input from the Advisory Team, we will use the research data collected to help identify successful activities that merit continued funding. It will be important to develop metrics that are fair, measures what is needed, anticipates outcomes, and serve as an effective tool to advance goals. It will also be crucial to encourage and facilitate collaboration/partnerships among competing organizations so that a spectrum of activities can develop which effectively target identified challenges.

Research Sustainability

There are a number of research continuation avenues that we will pursue after the implementation phase. Dr. Lewis recently retired from University of Wisconsin Extension, which has a community-focused mission, and the Dane County Community, Natural Resource and Economic Development (CNRED) educator has agreed to provide support to the advisory

team and may be able to assist with future data analysis, evaluation and research once the project ends.

The City has long-partnered with the UW Applied Population Lab, which has created (and annually updates) the Madison Neighborhood Indicators Project (NI). NI publishes data for dozens of variables that relate to the quality of life in Madison at the neighborhood level. NI now has 9 years of time-series data that can be used to identify emerging trends and early warning signs of stress so that problems can be addressed quickly, effectively and less expensively. The NI database can give CBCR a better understanding of our neighborhoods and help us tailor solutions to our neighborhood's particular needs.

Public Health of Madison & Dane County

(PHMDC) is actively working with us to share data for this project and will be an invaluable resource post-implementation. With its emphasis on community health assessment, health equity and sustainability, PHMDC is available to help shape our post-implementation research and evaluation plan. PHMDC has met with CWD on several occasions to discuss its plans for the Meadowood Neighborhood as well as other areas of Southwest Madison. PHMDC will continue their partnership with Commonwealth Development to provide evaluation technical assistance and data collection support to agencies funded by the CBCR for community work where need persists outside of the scope of the work of our researcher.

PHMDC will also collaborate with Commonwealth Development and Dr. Lewis to develop indicators for violence prevention that translate both to the work that is being done under the BCBR and other violence prevention initiatives across Dane County.

We anticipate their collaboration in the following ways:

- 1) Provision of ongoing support and capacity-building for planning and evaluation, including frameworks like logic models, and collaborative group planning processes.
- 2) Involvement in the Community Health Assessment and Community Health Improvement Plan in 2018.
- 3) Assistance with identifying partnerships to enhance violence prevention in Dane County.

As a part of the UW Partnership grant, technical assistance from the funder will be available over the next 4 years. We will create evaluation metrics in our program outcome objectives to demonstrate program success and systematically address areas to achieve measurable improvements in performance, accountability, and ultimately the outcomes themselves.

The Community Collaboration grant will provide **training** on topics such as evaluation, partnership building, leading and managing teams and collaborations, asset mapping, gap analysis, advocacy, social determinants of health, authentic community engagement, health equity and developing outcomes-based initiatives; **technical assistance and tailored support** to implement actions from training topics, connections to relevant resources, and guidance in developing and refining project vision, goals and scope. As well as offer **peer learning opportunities** and networking during the in-person events and webinars over the 4-year period.

Revised Logic Model

Our Neighborhood: A Safe, Beautiful Place

- **Problem Statement:** Our neighborhoods have seen fighting and other aggressive youth behaviors; parents who struggle to regulate and monitor their children; and low guardianship, cohesion and trust among residents.
- **Goals:** Reduce disorderly behavior and battery and build community cohesion and reduce crime within the target area.
- **Theory of Change:** By employing strategies driven by resident, MPD, and stakeholder input to address crime drivers that impact individuals and families, the Southwest Madison neighborhood will become a safer and more beautiful place for all to live.

Inputs	Activities	Outcomes		
		Short	Medium	Long
<ul style="list-style-type: none"> • Funding • Staff • Mobile resource trailer • Research data • Cross-sector team • Advisory team and work groups • Neighborhood Officers • Community groups and leaders • Community centers and other community organizations • City of Madison 	<ul style="list-style-type: none"> • Planning and monitoring--cross sector & advisory teams, work groups • Police mobile resource trailer activities • MPD foot patrols • Adult and youth input on priorities and focus • Resident involved RFP process for programming • MPD & others provided training in de-escalation and conflict resolution • Pre-arrest alternatives 	<ul style="list-style-type: none"> • Improved parenting and conflict resolution skills • Improved behavior by children • Better communication and support among parents • Better coordination of activities and services • Reductions in DC and battery • Fewer young adults in jail receiving services 	<ul style="list-style-type: none"> • Increased social cohesion • Increase collective efficacy • Increased guardianship • Reduced disturbances and fights, and thefts • Improved school behavior for children • More social stability among young adults 	<ul style="list-style-type: none"> • Sustained social cohesion • Sustained collective efficacy • Sustained downward trend in disturbance, fights, and thefts • Higher number of well-functioning families • Better educational and employment outcomes for young adults

Revised Project Timeline		
Responsibility	Action Steps	Timeline
Strategies for sustaining cross-sector partnership; Advisory Team; and other relationships now and beyond grant		
	Maintain monthly meeting schedule with Partnership Team	Nov. 2017
	Maintain a regular interactive meeting schedule with Advisory Team; include agenda & minutes	Jan 2018 and On-going
	Include AT sustainability/capacity building as regular discussion item on agenda	Monthly
	Recruit and retain residents/stakeholders as members on AT	As needed
	Attend NRT & stakeholders meeting	Monthly
	ID/talk with other community leaders who share similar mission/vision	Monthly
	Participate on the City-wide Gun Violence Prevention Team	As scheduled
	Encourage and support attendance at City Comprehensive Plan Update events to provide Southwest Madison input to Comprehensive Plan.	On-going thru plan adoption
	Cultivate/maintain contact with appropriate staff at Toki, Orchard Ridge, Olson & Memorial schools to obtain their ideas, feedback and/or concerns.	Bi-monthly
	Maintain relationships with Falk school staff through monthly FACE Action team meetings	Monthly
	Evaluate status of crime data with AT	Quarterly
	Develop logic model to clarify sustainability goals, create specific program objectives, and identify measures to track progress and outcomes	Quarterly
	Identify staff and work with UW-Madison, Edgewood College and/or Madison College	As needed

	Enhance relationship with UW Population Lab to assist with ongoing neighborhood research on hotspot areas	AS needed
	Nurture the partnership with Dane County/Madison Public Health Department on community health issues that underlie crime issues	Quarterly
	Be accountable to community by being accessible, inclusive, and transparent in sharing information	Quarterly
	Promote the work of the AT and funded organizations in the Raymond Rd corridor	On-going
	Schedule and hold community meetings	Bi-annual
	Create MOU's for collaborations and shared common goals with appropriate organizations	As needed
	Encourage and support Community Development Division funding through Emerging Opportunity grants and additional mini grants	Yearly
	Identity and apply for funds through private and other non-city public sources	On-going
Strategies to obtain commitments from key leaders		
	Continuously identify informal and formal leaders	Monthly
	Identify potential informal leaders	Monthly
	Share information with newly identified leaders	Monthly
	Meet with City Alders, representative from Mayor's Office, County Board Supervisor	Quarterly
	Attend stakeholders' meetings to share information	As scheduled
	Ask all the above for their support	As needed
	Create MOUs for collaboration/partnership opportunities and shared common goals with appropriate organizations	As needed
Strategies for sustaining implementation activities funded by the CBCR grant		

	Encourage and support Community Development Division funding through diverse organizations	On-going
	Identify and apply for funds through private and other non-city public sources	Q2 - 2019
	Build capacity of the Advisory Team to support its evolution into a self-sustaining entity (Neighborhood Planning Council, Economic Development group, larger stakeholders' group)	Monthly
	Develop reliable metrics to document fidelity	Bi-annual

Appendices

Physical and Environmental Factors

In reviewing hot-spot areas of crime for the CBCR Grant, it is apparent there are environmental and “access” challenges to the area. Those challenges include a variety of basic life necessities, which will be explored in greater detail.

Schools serving students in the CBCR area

- 3 Elementary (Falk, Huegel, Orchard Ridge)
- 1 Middle School (Toki)
- 1 High School (Memorial) – with onsite, full time police officer
- 1 known alternative learning site (WI Youth)

The cross-sector team has no formal relationship with the Madison Metropolitan School District (MMSD), though various MMSD staff have either been consulted, invited to join the team, and occasionally attending meetings, but not consistently.

Transportation

Madison Metro has bus routes with stops throughout the CBCR area, connecting residents to almost anywhere in the city where they need to travel. However, to travel short distances outside of the CBCR area can require stopping at a Transfer Point and changing buses regularly. Madison also has several taxi companies and ride-share programs for those needing accommodations.

Housing

The city of Madison has housing challenges that include a very low vacancy rate of 1.66% (compared to WI at 4.67% and the U.S. at 5.85%) and a high monthly rental rate of \$933 (2015 data). The analysis of the hotspot areas included an audit of the number of multi-family housing units per street. This did not include every housing unit, but a count was conducted where crime data typically is increased. The following data illustrates the street and number of multi-family housing structures (2, 4 or 8-unit structures). Each of the streets are only in the CBCR area.

South portion of CBCR area:

- Balsam Road: 18
- Leland Drive: 5
- Raymond Road (south side): 11
- Raymond Road (north side): 11 (Orchard Apartment complex only)
- Russet Road: 21

Central portion of CBCR area:

- Bettys Lane: 7 duplexes
- Theresa Terrace: 12 duplexes (two of which are “boarded up” without tenants)
- Hammersley: 8 duplexes

Northwest portion of CBCR area:

- 100s of mixed-use apartments, duplexes, condominiums and multiplex units.

Appendices

Studies show that high-density housing, along with socio-economic, employment and education factors, contribute to a higher propensity for crime. These all exist in the CBCR area. (Indiana University School of Public and Environmental Affairs article, 2013). Our micro-hotspot analysis illustrates our highest rates of crime occurring in higher density housing units.

It is important to note that the higher density areas are surrounded by single-family homes. The entire area was developed from the 1960-1980s and many buildings show evidence of external decay. Anecdotally, police officers who have been inside the apartment complexes also note apartments in decay as well. We have no estimate as to the volume of these units.

There are dozens of landlords owning the multifamily properties in the hotspot area, which contributes to the lack of consistent management throughout the area. There is gross negligence on behalf of landlords regarding physical maintenance, rent collection and screening of tenants. Although this is not all encompassing, there are several landlords who simply collect rent and do nothing further to help advance the livelihood of the neighborhood. Mixed with these aforementioned landlords are responsible non-profit and other landlords who share apartments within a building, street and neighborhood.

Adding to the complexity for residents is a major apartment complex called “Waterleaf” that has changed owners and property managers three times in the last two years. This inconsistency does not help in building a safe, thriving neighborhood. The lack of ownership and management consistency can result in poor tenant screening, downgrade in conditions, and lack of holding renters accountable in many ways. We must also note that beginning in 2011 the Wisconsin State Legislature and Governor passed laws empowering landlords far more with regard to handling leases, screening, evictions and rent than before.

Adjacent to most multi-unit housing complexes is an older, middle-class home. There have been many “theft from autos”, “burglaries” and “vandalism” contacts with the police department over the last several years. The Police Department hears the constant concerns of “homeowners vs. renters.” Specifically, homeowners blame those living in the multi-unit buildings for the uptick in crime over the years. There is an element of racial tension as well, as the homeowners are predominantly middle-class white, while those living in multi-unit apartments are working class and low-income people of color.

The City of Madison has a Building Inspection (BI) Department has stated the CBCR study area has been a point of emphasis as there are hundreds of violations over the last three years, including within the micro hotspots—mainly to multi-unit dwellings. The director of the department stated:

“I do believe these areas would be considered some of the largest BI users in the City for housing and property maintenance violations. Park Edge / Waterleaf pose consistent problems for us partly due to the structural layout of the area with cul-de-sacs, private roadways, and unusual site layouts that contribute to ongoing problems. We are generally more in tune with particular property owners than general areas however these areas are consistently on our radar.”

Appendices

Access to basic needs

There are basic necessities that families need to thrive. For the CBCR study area, these include access to affordable healthy food; transportation to the grocery store (none exists in the study area), access to well-paying employment opportunities, and access to medical facilities. Many residents within the CBCR Grant area do not own a vehicle, limiting their ability to get to meet basic needs and take advantage of employment opportunities elsewhere in the city. Lack of transportation can contribute to poor health outcomes. For example, one diabetic resident reported that lack of transportation to health care facilities contributed to inadequate care and amputation of some of her toes. Access to reliable and affordable transportation would remove a serious impediment to meeting basic needs and participating in other activities such as school functions for their children, job interviews and other events/socialization/educational opportunities.

Perceptions of Crime in the Community

Between focus groups, community meetings and surveys, the community's perceptions of crime, fear of crime, the historical perspective of neighborhoods and what should be done has been well documented; both formally and informally.

Police officers in the CBCR area engage in day-to-day foot patrols and talking with residents, as well as servicing police calls. They express concern about the exposure of young children to unhealthy environment. They worry that little is being done for middle school youth who glorify gang life, are disengaged from school.

Officers often deal with those in this age group who steal, commit retail thefts, disrespect teachers and police, damage property, steal cars, flash gang signs, run away and possess either facsimile or real guns. Officers feel by this age the youth do not have the personal or resources, support, or mental capacity to walk away from the pressures and temptations of these choices.

Additionally, officers observe that, for many youth, home life does not promote good lifestyle choices. They perceive that many single parent households lack a male role model and observe that youth are exposed to abuse (physical and/or drug/alcohol) at a very young age. The long-term key to success is to disrupt this process and more positive, healthy environments and additional, supportive opportunities like positive youth programming and educational and parent support programs for families.

Finally, officers express concern and some frustration about inadequate parental accountability for their children and failure to ensure a safe environment for their children.

Large-scale street fights, drug-dealing and weapons offenses disrupts neighborhood and are often not addressed through the City-funded, community-based conflict resolution approach that service agencies to provide. Problem families have become well-known, but real help or even "cooling off" options are minimal.

The three "pillars" that are outlined in this report are a culmination of CBCR efforts with the community, Advisory Team and data to address crime issues in our micro hotspot areas.

Appendices

Community Views about Safety and Wellbeing

We conducted 11 community conversations, gathering perspectives and insight from about 70 individuals including youth, homeowners, renters, landlords, police officers, and others concerned about safety and wellbeing within neighborhoods in the study area. A content analysis of the meeting notes identified a number of areas of agreement regarding public safety that could improve the experience of well-being and safety.

Concerns about Children, Youth and their Families

Many adults, especially women living in low-income rental properties stressed concern for children in the area. They expressed concern about drug use among young children, bullying, peer pressure, and many of them being used as “foot soldiers” for gangs. They also expressed concern about the lack of respect given adults or others in authority by youth. In addition, adult residents shared a concern for “struggling family dynamics,” “struggling parents,” and the lack of supervision and guidance for youth. Madison police officers also expressed concern about the influence of adult gangs on children and others in the area.

Madison police added a concern with irresponsible ownership by some landlords, evictions, and transiency. In the hotspot areas, between 43% to over 93% of families experience housing burden, facing rents in excess of 30% of their incomes—often significantly above this threshold—resulting in families doubling up. The apartment communities also have significant number of single female heads of household with children (and thus, vulnerable), ranging from pockets with 25%-49% and one hotspot areas with 50%-100% female heads of household.

All conversations with adults included concerns about the struggles of parents and effective parenting, as well as parental behaviors that enabled youth or treated them as peers. Some participants expressed a concern that many children are effectively on their own.

Adult concerns about violent crime and police relationships

Participants across all groups identified violent crime as a major contributor to their safety and wellbeing. Multiple groups expressed concern about gun violence and related violence. Youth said they were fearful of shootings, especially at night. They also expressed concern about “speeding cars” and “kidnapping.” The focus group with African American women yielded a similar concern about speeding vehicles adding the need for more street lights. Landlords In particular, they expressed concern about gun violence, gang activity, open air drug dealing, and sex trafficking.

Participants also expressed concerns about low levels of trust of police, constantly changing neighborhood officers, and few opportunities for officers to practice pro-active policing and develop relationships. Officers expressed frustration with not having enough officers to cover the area. Patrol officers felt they had few opportunities to develop relationships with residents due to the nature of their roles in policing.

At the time of these focus group, there were many reports of police shootings of African American males in the news, including the shooting death of a local African American young adult by a Madison police office. Youth made it clear that these news stories and the general talk

Appendices

of police shootings in the media lowered their trust. Madison police officers expressed frustration at feeling “shut out by people,” and a political environment that did not provide opportunity for officers to give their perspectives, which they said were at times in agreement with the public concerns critical of the actions of some officers.

Youth fear of shootings perspectives on crime

Given the shared concern for youth, we asked 12 adolescent boys, mostly of color, to offer their perspectives on what contributed to and challenged their sense of safety and well-being. The boys focused on two issues that challenged their experience of safety and well-being.

- 1) First, they described at length many ways that they have negative interactions with adults in various parts of school and community life, which aligns with adult perceptions.
- 2) Most agreed they found it hard to trust teachers at their school. This might be reflected in Madison Metropolitan School absenteeism data shows well over one-third of African American students are “chronically absent” and another one-third is at risk for absenteeism.

Percent of Chronic Absenteeism for African Americans (Rolling 45-day winter 2018)

Orchard Ridge Elementary School	45.5%
Falk Elementary School	38.5%
Toki Middle School	39.4%

- 3) Youth also expressed frustration with having police called on them by adults “because you have your pants down” and reported being cursed at by the mall security guards.
- 4) Many of the boys expressed fear of the shootings occurring in their neighborhoods, particularly those that come at night. They also expressed concern for speeding cars and kidnappings in the neighborhood.

Problem Identification

Our analysis of 2013-2016 crime data in the study area identified three hotspot areas we describe as Raymond Road, Teresa Terrace, and Park Edge/Park Ridge. Analyses of hotspot data revealed three categories of offenses accounting for the majority of police incidents in the area:

- 1) Disorderly conduct/trespassing (n=383),
- 2) Battery (n=241),
- 3) Theft damage (n=145).

In addition, there were 21 armed robberies and 53 drug-related charges in the study area.

Top Incidents for Suspects and Victims

Appendices

We developed suspect/victim comparative analysis based on 2015 crime data. Suspects and victims show up in distinctly different ways in the data, though we see consistencies between the hotspots.

Top victim impacts

- Theft damage
- Burglary

Top suspect offenses

- Disorderly Conduct
- Battery

The only other incident that appeared in the data was armed robbery in the Raymond Road hotspot area. As of May 2017, burglary drops from the list of top crime impact on victims, accounting for only about 3.5% of incidents. However, disorderly conduct/trespass, theft damage, and battery continue to top the list of offenses. Weapons charges accounted 13% of incidents in the Raymond Road hotspot during the first half of 2017.

Top incidents for Suspects and Victims by Hotspot 2015 Top Incidents (Combined Victim & Suspect) 2017

Hotspot	2015 Top suspect incidents	2015 Top victim incidents	2017 Top Incidents Combined
Park Edge/Park Ridge	1. Disorderly Conduct/Trespassing 2. Battery	1. Theft Damage 2. Burglary	1. Disorderly Trespassing/DC (36%) 2. Theft Damage (36%) 3. Battery (12%)
Teresa Terrace	1. Disorderly Conduct/Trespassing 2. Battery	1. Burglary 2. Theft Damage	1. DC/Trespass (48%) 2. Theft Damage (26%) 3. Battery (17%)
Raymond Road	1. Disorderly Trespass 2. Battery 3. Theft Damage	Theft Damage Burglary Armed Robbery	1. DC/Trespass (33%) 2. Theft Damage (28%) 3. Battery (17%) 4. Weapons (13%)

Based on these findings, victim-focused interventions would focus on theft damage and burglary, with additional focus on armed robbery in the Raymond Road area. Suspects were most contacted for disorderly conduct and trespassing, and battery.

Age of Offenders

We organized the data by three age groups: minors (under 18), young adults (18-24), and adults 25 and older.

Offenders 18-24 represent a particular concern. Adults in this age group account for roughly 10% of the population (based on national averages), but account for 30% of offenses 2013-2016. They also accounted for the most armed robberies.

Racial Disparities and Concerns

Appendices

Race is a key component of this analysis. The 2015 Madison Neighborhood Indicator study for the Meadowood Neighborhood found African Americans accounted for 13.7% of the neighborhood population (2010 data), which was nearly twice the city average of 7.1%. However, **African Americans were involved in 82% of all incidents** in the hotspots. **African American youth accounted for 91% of citations issued to youth.**

Micro Hotspots in the Study Area.

An analysis of 2015-2017 hotspot data revealed the following eight (8) micro-environments relatively high concentrations of crime:

- 1) Lumen Waterleaf Apartments
- 2) Balsam Road
- 3) Leland & Raymond
- 4) Meadowood Center
- 5) Raymond & Brittany Place
- 6) Hammersley Road and Bettys Lane between Frisch and Theresa Terrace
- 7) McKenna between Hamersley and Park Heights Ct.
- 8) Park Ridge/Park Edge and Gammon

Disaggregation of crime data by age (offenders under 18 and those 18-24) six micro-hotspots for juvenile offenders and five micro hotspots for young adults 18-24. Each group represents disproportionate levels of criminal offense and thus a focus for intervention and support. Given the developmentally formative nature of these age groups (late adolescence and emerging adulthood), we perceive opportunity to reduce crime while also improving the life opportunities and other outcomes for these age groups.

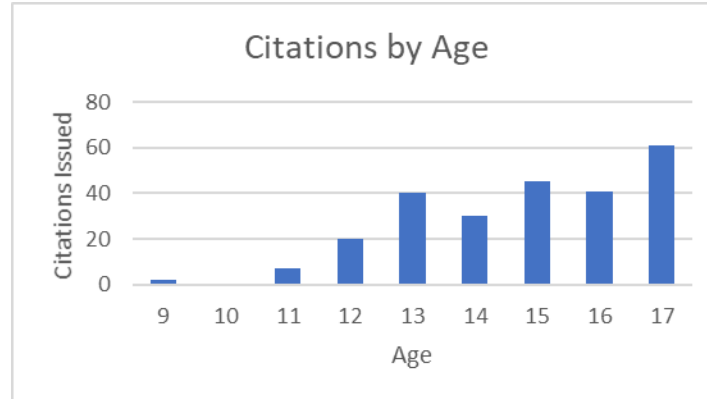
Juvenile Offenses, 2015-2017

Given the higher than expected levels of youth incidents and concerns for youth consistently expressed by residents and others who participated in focus groups, we developed micro hotspot maps for juvenile offenses and found the following:

- From 1/1/2015 to 5/14/2017 there were 246 citations issued to juveniles ages 9 through 17 within the study area. (Citations for domestic or warrant/probation offenses were excluded.)
- These citations were largely issued to **African American youth** (91%, 224 of 246).
- Youth **ages 13-17** received the most citations (see Figure 1).
- **More boys (71%) received citations** than girls (29%), 175 to 71.

Figure 1

Appendices



Of the 52 blocks with any offenses in the study area, **4 blocks accounted for 47% of the citations issued.** These blocks often contained higher density housing, retail establishments, or facilities that youth frequent (library and youth center). The map below highlights the blocks with high numbers of youth offenses and unique features that may attract youth. While these areas by nature have more youth, they should be compared with similar blocks within the study area that have fewer offenses to determine if there are other characteristics that set these six blocks apart.

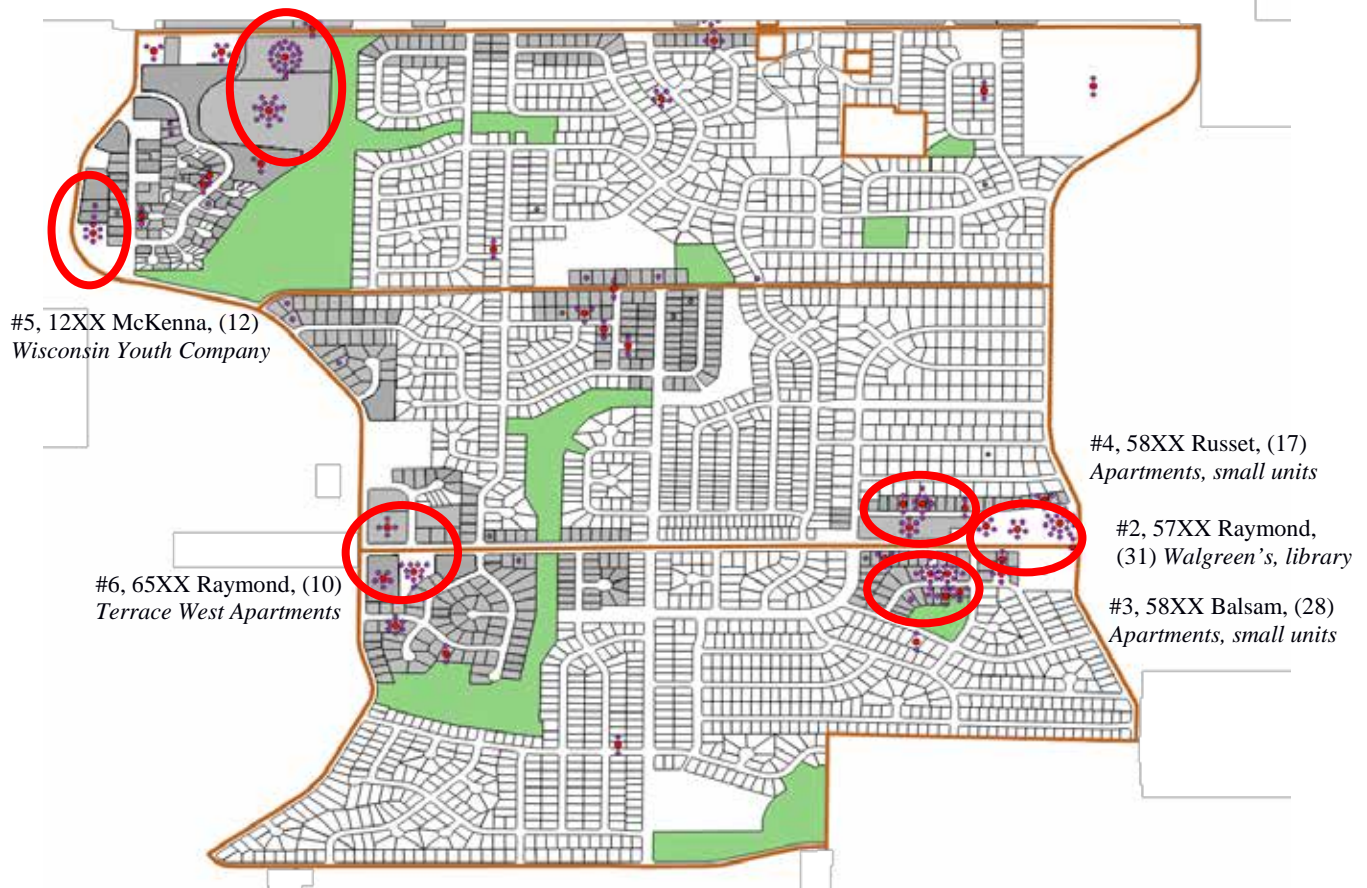
Micro Hotspots by juvenile incidents

- 1) Lumen Waterleaf Apartments, 6700 block of Schroeder (16%)
- 2) Walgreen's & Library 5700 block of Raymond (13%)
- 3) Apartments at 5800 block of Balsam (11%)
- 4) Apartments at 5800 block of Russet (7%)

The top four (4) juvenile micro hotspots are in the same areas as the top four micro hotspots for all offenders. Three of the micro environments are cluster around the eastern edge of Raymond Road in the study area. The fourth is in the Park Edge/Park Ridge hotspot.

#1, 67XX Schroeder, (39)
Lumen Waterleaf Apartments

Appendices



When we examined the rates of citation type within these high activity blocks, some unique block-level characteristics were found. This analysis compared rates of the top nine citation types within the full Study Area to each individual hotspot block. The results can be found in Figure 2 below.

The top two citations, **'Disorderly Conduct'** and **'Battery'** accounted for between 35-39% in each of the four micro hotspots. Each differed in a third area of concern that included:

- Trespassing (6700 block of Schroeder, 28% of offenses)
- Theft (5700 block of Raymond, 26% of offenses)
- Damage property (5800 block of Balsam, 21% of offenses)
- Resisting police (5800 block of Russet, 18% of offenses)

Focus group data and input from the CBCR Advisory Team suggests that the lack of after-school opportunities, truancy, and poor or non-existing relationships with adults in the area contribute to the juvenile crime in these micro-hotspots—especially the three east Raymond Road clusters near the middle school.

Micro-Hotspot Analysis of Young Adult (18-24) Offenders, 2015-2017

Appendices

Violation Hot Spots Ages 18-24 (2015-2017*) *Data from 1/1/2015 - 5/14/2017



Overall, four offenses accounted for 75% of the violations involving offenders 18-24 in the study area:

- Disorderly conduct 31%
- Battery 20%
- Damage Property 13%
- Drugs 11%

Offenses within the micro-hotspots show different patterns of offenses, with more violent crime in the data. Micro-hotspot analysis identified five areas of interest that included the Waterleaf Apartments micro-hotspot, and 3 clustered around the eastern edge of Raymond Road (Meadowood Center, Russet, and Balsam Road). A fifth micro-spot at Raymond and McKenna remains on our watch list.

1. 6800 block of Schroeder

- Disorderly conduct (38%)
- Battery (22%)
- Damage property (13%)

Appendices

Males accounted for just over 80% of the offenses, and females, just under 20%. African Americans accounted for 87% of the violations.

5700 block of Raymond Road

- Drug offenses (30%)
- Battery (23%)

African Americans accounted for about 67% of violations and whites about 33%. Males accounted for 87% of violations.

5700 block of Russet

- Damage property (30%)
- Drugs (20%)

Trespassing accounted for the other 50%. Males accounted for 70% of the violations, and African Americans 100%.

5800 block of Balsam Road

- Battery (42%) and
- Weapons violations (17%)

African Americans accounted for 100% of the violations, however, *females accounted for the majority of violations (58%)*, a significant departure from all other micro-hotspots where males accounted for at least 70% of violations.

Summary note

Drug offenses and battery account for a large proportion of offenses among the three micro-hotspots clustered around Raymond Road, near Whitney, occurring at a higher rate than other areas within the study area—particularly in and around the Meadowood Center. Collectively weapons and robberies also account for a significant number of offenses, especially in the Balsam Road micro-hotspot. This micro-hotspot has a percentage of female offenders higher than the study area as a whole.

It is also of note that whereas African Americans accounted for 91% of juvenile offenses, the percent of African American offenders drops to 82% among those 18-24. The percentage of male and female offenders remained constant overall, though the Balsam Road micro hotpot (58%) and Russet micro hotpot (30%) had higher rates of female offenders than other micro-hotspots and the study area as a whole.

Appendices

Implementation and Work Plan 2018-2019

Evidence-Based or Innovative Strategy	Program or Project to Implement Strategy	Tasks/Activities	Lead Responsible Party	Expected Completion Date	Funding Source
1. “Koper Curve,” to increase police visibility in hotspot areas at “hot times.” ⁵	Police Foot Patrol	Develop schedule to assign officer foot patrols in micro hotspots areas	Madison Police Department	December 2019	CBCR 50% MPD 50%
2. Madison’s City Leadership to Reduce the Overuse of Jails and Disrupting disorderly behavior ⁶	Pre-arrest diversion programs	Attend stakeholder meetings; develop and implement strategies from stakeholder planning process	Madison CBCR Cross-Sector Team	December 2019	CBCR 100%
3. Families and Schools Together (FAST) ⁷	School or community-based program to build protective factors, decrease risk factors	Develop an RFP to select a vendor to deliver program.	Community Development Division and Cross-Sector Team	December 2019	CBCR 100%
4. Raising a Thinking Child (RTC) ⁸	School or community-based program to help children solve problems and resolve conflict.	Developing an RFP to select a vendor to deliver program.	Community Development Division and Cross-Sector Team	December 2019	CBCR 100%
5. Guardianship	Safe Passages Program ⁹	Recruit, train, and deploy adults to support and positively interact with youth through hotspot areas during the hours immediately after school.	Community Development Division and Cross-Sector Team	December 2019	CBCR 100%
6. Mentoring	One-to-one	Recruit, train and match	Community	December	CBCR

⁵ Koper, C. (1995). Just enough police presence: Reducing crime and disorderly behavior by optimizing patrol time in crime hotspots. *Justice Quarterly*, 12(4): 649-672.

⁶Furr, L. (2017) How Your City Can Receive Technical Assistance to Reduce the Use of jails (<https://www.nlc.org/article/how-your-city-can-receive-technical-assistance-to-reduce-the-use-of-jails>), accessed April 5, 2018.

⁷ Families and Schools Together (<https://www.familiesandschools.org>). Accessed April 5, 2018

⁸ Raising a Thinking Child. University of Wisconsin-Extension (2018) (<https://fyi.uwex.edu/rtcprogram/>). Accessed April 5, 2018.

⁹ Gill, C., Vitter, Z. & Weisburd, D. (2016). Rainer Beach: A Safe and Beautiful Place for Youth. Final Evaluation Report to the Bureau of Justice Assistance and City of Seattle, September 30, 2016. (Award Number: 2012-AJ-BX-0006)

Appendices

	adult-youth mentoring and informal mentoring	mentors and youth for one-to-one mentoring using guidelines for MENTOR. ¹⁰	Development Division and Cross-Sector Team	2019	100%
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Research and Evaluation Plan

The Madison Wisconsin “Our Neighborhood, A Safe and Healthy Place” (Community-Based Crime Reduction project) represents a locally innovative approach to addressing crime in Madison. The proposal combines a focus on targeted interventions in micro-environments within hotspot areas, prevention activities and programs to decrease the flow of youth into unsafe, criminal behavior and improve social cohesion and efficacy to strengthen the resilience of neighborhoods and create conditions for sustained change. The implementation plan provides meaningful and potentially impactful involvement of local residents already active in the area. Given the innovative nature of the project and a social setting that is constantly changing, we will use a developmental evaluation approach to evaluate the proposed project and help guide action research efforts. We will seek to collaborate with the University of Wisconsin Extension and the Wisconsin Evaluation Collaborative to increase our capacity, as well as sustain research and evaluation beyond the life of the grant.

Developmental Evaluation

Developmental evaluation is particularly useful for evaluating innovative projects in settings that are complex and dynamic because it provides stakeholders with support for continuous monitoring of programs in a way that allows for adaptations and changes in response to unforeseen changes in context or setting affecting program efforts.

Depending on the particular issue or focus, the evaluation team, under the leadership of the researcher, will bring together key stakeholders to establish specific goals and outcomes, markers of progress (indicators), and a way of measuring or describing change and improvement. The researcher will provide training in evaluative thinking for an evaluation team, which, ideally will include members of the advisory team, individuals directly involved in programming and a partner such as UW Extension. This training will equip the advisory team and program implementers with dispositions and skills to continually learn from what they are doing, reflect thoughtfully on feedback, and make data-informed programming decisions. The researcher anticipates meeting with the evaluation team once a quarter to review crime and program data and help establish evaluative questions for the data to promote systematic, data-based decisions throughout the implementation process.

Purpose of developmental evaluation:

- 1) To capture, guide and learn from the implementation of the project

¹⁰ MENTOR (2015). *Elements of Effective Mentoring Practices*, published by MENTOR: The National Mentoring Partnership (http://www.mentoring.org/new-site/wp-content/uploads/2016/01/Final_Elements_Publication_Fourth.pdf, accessed, April 6, 2018).

Appendices

- 2) To help the advisory team, program staff, and project participants define key elements and test their models of change for accuracy (test and refine their theory of change)
- 3) To support real-time feedback, learning, and changes in direction
- 4) To help the staff and participants understand neighborhood dynamics, interdependencies, and emergent relationships relevant to their goals
- 5) To find linkages between crime data and program implementation

Action Research

As part of the evaluation, we will monitor changes in crime rates and youth experiences related to our outcomes in the hotspot areas. As important issues arise, we will occasionally use action research (research that is “conducted *by* and *for* those taking the action”) to explore emergent issues and provide data to refinements or adaptations to programmatic efforts.

We anticipate using youth participatory action research 1-2 times each year, in partnership with program providers and youth participants, to empower and engage youth in investigating changes in the social and physical environment that results from program implementation. We will also use action research to solicit additional input from community members and others affected by programs.

Purpose of the action research

Action research allow individuals to work collaboratively to learn from activities in which they participate within the context of their day-to-day lives. Action research promotes collaboration, critical, evidence-based thinking and reflection, and relevance and utility of program efforts. One example of an action research approach might be working with youth and adults in a program such as “safe passage” to collect additional data: photos of parts of the neighborhood/physical environment that are of concern, and gathering the perspectives of residents, store managers, and others currently impacted by youth crime and problems behaviors, to get their perspective on important questions related to reducing crime and improving social relations. These data would establish a baseline for change. Later, we might have youth collect “post program” data to describe or measure change and help set a course for future programming.

Focus Groups and Surveys

We will hire community members to assist in recruiting affected residents to a community event where we will provide updates on the implementation plan and conduct brief retrospective surveys to measure perceived and experienced changes resulting from the program implementation. The timing and number of surveys and/or events will depend on the nature of the programs chosen by the advisory committee and cross-sector team, though we anticipate having them 1-2 times per year.

Contracting with Wisconsin Evaluation Collaborative (tentative)

Finally, we have had preliminary conversations with the Wisconsin Evaluation Collaborative (WEC), housed within Wisconsin Center for Educational Research at UW Madison, to design a study to test for potential causal relationships between changes in crime rates in micro-hotspot areas and social outcomes (e.g., social cohesion and efficacy), and project programs. They have

Appendices

expressed interest and we will continue to pursue this once strategies and micro-hotspot focus is established.

Researcher Responsibilities

- 1) The researcher will develop and lead developmental evaluation plan, action research and collaboration with Wisconsin Evaluation Collaborative.
- 2) The researcher will continue to work closely with the cross-sector team, attending all meetings and providing input and updates on research, evaluation, and the use of data in decision-making.
- 3) The researcher will attend neighborhood advisory team meetings as needed to provide updates on research and evaluation and provide technical assistance and support for assessing program progress with respect to evaluation and outcomes.
- 4) The researcher will help develop or assess vendor program evaluation plans to insure each establishes outcomes and metrics consistent with CBCR project outcomes. This can include developing a program map or logic model linking program activities to specific outcomes.
- 5) The researcher will contribute to quarterly, semi-annual and annual reports.

Endnotes

¹ Schmid, J. "Neighborhoods matter for a city's overall health." JS (Journal Sentinel) Online, Sept 12, 2015. (<http://archive.jsonline.com/news/opinion/neighborhoods-matter-for-a-citys-overall-health-b99573823z1-326855821.html>)

² 15 Point Plan: A Framework Presented by Leaders of Color to Address Racial Disparities, Violence Prevention, & Recidivism in the City of Madison (host.madison.com/point-plan/pdf_da0e9766-982c-5676-a299-738510ceb5b4.html).

³ Cohen and Felson *American Sociological Review* 44(4):588–608, 1979

⁴ Gorman-Smith, D, Henry, D, & Tolan, P. (2010). *Exposure to Community Violence and Violence Perpetration: The Protective Effects of Family Functioning*

⁵ McCabe, K. & Clark, R. (2010). *Family Protective Factors among Urban African American Youth.*