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**A FINAL ASSESSMENT OF THE
STRATEGIC APPROACHES TO COMMUNITY
SAFETY INITIATIVE IN NEW HAVEN**

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Abstract

In 1998, the United States Attorney's Office for the District of Connecticut (USAO) and the city of New Haven were selected by the United States Department of Justice to operate one of the five original Strategic Approaches to Community Safety Initiative (SACSI) sites. The goals for this project, named *Timezup*, were to: (a) make New Haven safer for residents, workers, and visitors by reducing illegal gun possession and gun violence; (b) reduce public fear of gun violence so that people would feel safer in New Haven; and (c) institutionalize the successful aspects of the project post SACSI. The *Timezup* core group included the USAO, the State's Attorney's Office, the New Haven Police Department, and Spectrum Associates, and this group met monthly to discuss key issues critical to managing the project. A larger working group, including many organizations and workers, gathered the information necessary to implement the information-driven strategies and conduct daily tasks intended to lead to the desired outcomes. Major *Timezup* interventions used to reduce gun crimes were: Reactive Law Enforcement (gun-related cases were reviewed and, if applicable, tried federally); Proactive Law Enforcement (supervisors and line personnel across agencies met weekly to identify and discuss those individuals thought to be involved in gun-related crimes, and then monitored these individuals for violations or offenses); and monthly "Lever Pulling Meetings" (designed to spread the word about *Timezup* by "inviting" at-risk supervisees from probation, parole and transitional living to attend a meeting where these individuals were warned about the new coordinated efforts to address gun crimes in New Haven and encouraged to utilize existing community services that could help them avoid engaging in future unlawful activities). Research conducted by Spectrum Associates to assess the project's effectiveness in meeting its goals revealed: (a) a variety of indicators demonstrating *Timezup's* effectiveness in making the city of New Haven safer for residents, workers, and visitors (e.g., decreases in violent gun crimes committed, shots fired, and guns seized; positive perceptions of program effectiveness by those involved with *Timezup*; lever pulling meetings having the desired impact on attendees; and effective outcomes of the "reactive" and "proactive" *Timezup* law enforcement

strategies); (b) *Timezup*'s impact on gun crime has reduced public fear and increased public confidence in law enforcement; and (c) *Timezup* has changed the way their agencies conduct their business, and it appears that the agency collaboration and strategic planning efforts developed through *Timezup* will continue.

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MANAGEMENT SUMMARY

I. OVERVIEW OF TIMEZUP

Background and Goals

In 1998, the United States Attorney's Office for the District of Connecticut and the city of New Haven were selected by the United States Department of Justice (DOJ) to operate one of the five original Strategic Approaches to Community Safety Initiative (SACSI) sites. Based on input from the New Haven Police Department, the New Haven State's Attorney's Office, the Office of the Mayor, and other law enforcement and community organizations, the U.S. Attorney's Office for the District of Connecticut identified gun violence as the crime problem to be addressed by the New Haven SACSI project. The goals established for the New Haven SACSI project (subsequently named *Timezup*) were to:

- ◆ Make New Haven safer for residents, workers, and visitors by reducing illegal gun possession and gun violence.
- ◆ Reduce public fear of gun violence so that local residents would feel safer in New Haven.
- ◆ Institutionalize successful aspects of *Timezup*.

TimeZup Organization Structure

There are two organizational structures responsible for managing and implementing *TimeZup*: the “core group” and the “working group.”

- ◆ The core group meets monthly and is responsible for managing *TimeZup* (e.g., develop project interventions, address problems or issues that surface, and discuss new ideas and next steps). The group includes supervisor level representation from the key agencies. By design, *TimeZup* initially started with a small core group: the United States Attorney’s Office; the State’s Attorney’s Office; the New Haven Police Department; and Spectrum Associates. As the project evolved, other important agencies were added to the core group: Board of Parole; Office of Adult Probation; Bureau of Alcohol, Tobacco and Firearms (ATF; Agent in Charge); Department of Corrections; and Juvenile Probation.
- ◆ *TimeZup*’s working group gathers the information necessary to implement the information-driven strategies of the project, and conducts the day-to-day tasks that are intended to lead to the desired outcomes. While some of the core group members are also part of the working group, its membership is less supervisory and includes police detectives and patrol officers, probation officers, parole officers, and community organization workers.

Strategic Planning

As was intended by the Department of Justice, *TimeZup* sought to develop “data/information-driven” strategies that would have a substantial impact in a short amount of time. To better understand the issue of gun violence in the city of New Haven, Spectrum Associates conducted research to assess the scope and nature of the gun crime problem, identify the “hot spots” where gun crimes were occurring, measure the extent of public fear of gun violence, and explore the reasons in-depth behind public fear¹. Following the initial research phase, six strategy development sessions were conducted with various city and state government agencies (law enforcement and non-law enforcement) and community groups within the city. At these sessions, the major findings from the research were presented and the participants were asked to brainstorm strategies that could be used to address New Haven’s gun problem. The participants were urged to “think out of the box,” but were also asked to consider short-term rather than long-

¹ The initial research findings are presented in the Spectrum Associates’ reports that were previously submitted to the U.S. Attorney’s Office and the National Institute of Justice: *An Assessment of The Scope and Nature of Violent Gun Crimes in the City of New Haven*, August 12, 1999; *Greater New Haven Residents’ Perceptions of Public Safety*, August, 12, 1999; and *Greater New Haven Residents’ Public Safety Focus Group Study*, August 12, 1999.

term strategies. Following the strategy development sessions, the various suggestions were organized into categories and the core group evaluated their feasibility. Following this process, an initial set of interventions was selected for implementation.

Regional Phase-in of *TimeZup*

The New Haven Police Department divides the city into 10 districts. Each district has a District Manager that is responsible for the department's activities in that district. Many other agencies in the city work along geographic lines that are similar to those used by the police department. The core group decided that *TimeZup*'s interventions would be first introduced and refined in one district (i.e., Fair Haven) before expanding into other districts. Currently, six of the 10 police districts are receiving interventions (i.e., Chapel/Dwight, Fair Haven, Hill North, Hill South, Newhallville, and Westville).

TimeZup Interventions

Using information gathered from the strategy development meetings and the expertise of the various core group members, it was determined that *TimeZup* would start with three major interventions: (1) reactive law enforcement; (2) proactive law enforcement; and (3) monthly lever pulling meetings.

- ◆ **Reactive Law Enforcement**: All gun cases in the city where a suspect is identified and a gun is recovered are now reviewed for possible federal prosecution. The U.S. Attorney's Office takes those cases found to be eligible for federal prosecution, where it is believed that federal prosecution would have the greatest impact. It was anticipated that this strategy would have a number of likely impacts on the city: (a) gun offenders would be taken off the streets of New Haven for longer periods of time; (b) defendants remaining in state court would be more inclined to plead guilty and do so sooner to avoid the possibility of federal prosecution; and (c) as the word spreads about the longer sentences gun offenders are receiving, potential gun offenders would be deterred.
- ◆ **Proactive Law Enforcement**: In addition to reacting to those arrested for gun crimes, *TimeZup* includes a more proactive attempt to stop gun violence. Supervisors and line personnel from various law enforcement and prosecutorial agencies meet weekly to identify and discuss those people who are thought to be involved in gun-related crime in the city. People identified by the agencies are put on "the list," and are closely monitored by all of the agencies involved with *TimeZup*. The goal of the list is to enhance the group's ability to focus on those individuals in New Haven whose removal from the city would have the greatest impact on making the streets of New Haven safe from gun violence. At these weekly meetings, information is shared by the agencies and approaches are developed for dealing with the people on the list.

- ◆ **Lever Pulling Meetings**: To spread the word about *Timezup*, at-risk supervisees from probation, parole, and transitional supervision are “invited” or instructed by their supervising agency to attend a meeting. The meetings demonstrate that the law enforcement community (i.e., police, federal and state prosecutors, probation, parole, and corrections) are working in a coordinated and coherent manner to ensure that persons who engage in gun-related crime and violence will be subjected to the harshest sanctions available. At the same time, the meetings are designed to promote and provide social services which will assist attendees from engaging in future unlawful activity.

The Role of the SACSI Research Partner

As the research partner to *Timezup*, Spectrum Associates had three primary functions:

- ◆ provide research data and facilitate strategic planning sessions to assist the core group in determining the interventions to be used by the *Timezup* program;
- ◆ provide ongoing and timely feedback on *Timezup* to the core group so that core group members could: (1) have a sense of how well the project was working, and its strengths and weaknesses; (2) make appropriate modifications to the project to address problem areas or emerging issues; and (3) initiate new strategies as appropriate; and
- ◆ measure and document the effectiveness of *Timezup* in meeting its goals.

Spectrum Associates has submitted and presented research reports to *Timezup* on an ongoing basis. This document focuses on Spectrum Associates’ efforts to assess the effectiveness of the *Timezup* program.

II. OUTCOME RESEARCH FINDINGS

- 1. Research revealed a variety of indicators demonstrating *Timezup*’s effectiveness in making the city of New Haven safer for residents, workers, and visitors. Specifically, we found: (a) decreases in violent gun crimes committed, shots fired, and guns seized; (b) positive perceptions of program effectiveness by those involved with *Timezup*; (c) the desired impact of lever pulling meetings on attendees; and (d) effective outcomes of the “reactive” and “proactive” *Timezup* law enforcement strategies.**

Spectrum Associates measured public safety outcomes by: looking at pre and post data on the number of violent gun crimes, the number of service calls for shots fired in the city, and the

number of firearms seized; conducting core and working group key-person interviews; surveying lever pulling meeting attendees; gathering information on the federal and state prosecution of gun cases, and outcomes of individuals placed on the *Timezup* “list.” These efforts revealed the following:

- ◆ The number of violent gun crimes was much lower for 1998-2001 (average of 487 offenses per year) than for 1994-1997 (average of 719 offenses per year).
- ◆ The number of calls for service for shots fired declined from an average of 1,439 during the two years preceding the startup of *Timezup* (1996-1997) to 1,075 for the year the project was being planned (1998), and to an average of 727 for the first three years of project implementation (1999-2001).
- ◆ The number of firearms seized annually decreased from an average of 376 for the three years preceding startup (1995-1997) to 361 the year *Timezup* was being planned (1998), and to an average of 300 for the first three years of project implementation (1999-2001).
- ◆ Most core and working group members said they believe that *Timezup* was meeting its goal of increasing public safety. Specifically:
 - Those interviewed described *Timezup* as “effective” in reducing gun violence. Reasons given included: effective collaboration across agencies; police officers said they have experienced less of a problem with gun possession than in the past; drug dealers are choosing not to arm themselves to avoid federal prosecution; probation officers have heard clients talk about the project and express second thoughts about carrying a gun; and defense attorneys are warning their clients about the consequences of being caught with a gun.
 - Those interviewed were positive about each of *Timezup*’s primary interventions saying that: (a) federal prosecution has resulted in more appropriate dispositions (federal and state levels), thereby “getting bad guys off the street” and deterring potential offenders; (b) “the list” focused agency efforts on the most violent weapons offenders, as well as increased collaboration, cooperation, and accountability across agencies; and (c) lever pulling meetings were effectively getting the dual message out to target individuals (i.e., those who use guns will serve hard time, and there are services available to those who want to lead law abiding lives).

- ◆ Lever pulling meeting attendee surveys revealed that the meetings were having the desired impacts. Specifically:
 - All lever pulling meeting attendees surveyed said they believed those involved in *Timezup* were serious about stopping gun crime in New Haven, and almost two-thirds said they would be “very worried” if their name was placed on “the list.”
 - Three-fourths of attendees surveyed said they believe that *Timezup* would have “a lot” of impact on the volume of gun crime in New Haven.
 - Almost one-half of the attendee respondents said they expect to contact at least one of the community service organizations represented at the meeting.
 - Almost all of the attendees surveyed said they had spread the word about *Timezup* to others, and almost one-half told at least six people. We estimate 2,500 people were informed about *Timezup* by lever pulling meeting attendees.

- ◆ A total of 44 defendants were indicted in federal court from 1998-2001. A look at these cases reveals: (a) the number of federal indictments increased from 17 in 1998-1999 to 27 for 2000-2001; (b) of the 42 cases with dispositions as of this report, only two were acquitted, as 33 pled guilty, five were convicted after trial, and two were convicted in state court resulting in dismissal of the federal case; and (c) 34 of the 35 federal cases sentenced at the time of this report received jail/prison time (average sentence was 7.4 years).

- ◆ An analysis of 145 firearm cases disposed by state court in 1998-2001 revealed that 70% received jail/prison time (not suspended), and 19% received suspended jail/prison time. The average sentence of those receiving jail/prison time was 4.6 years (total sentence) or 2.0 years (less time suspended by the judge). The data also suggest that the possibility of federal prosecution expedited state plea bargains, as 1999 cases averaged 250 days (from arrest to disposition), 2000 cases averaged 178 days, and 2001 averaged 134 days.

- ◆ A total of 182 people were on the *Timezup* list at some point between June 1999 and October 2001 (51 people were added in 1999, 61 people in 2000, and 70 people in 2001). Of the 152 people for whom data could be obtained, almost two-thirds were “off the street” as of October 31, 2001 (i.e., 42% incarcerated as part of a prison sentence, and 21% were incarcerated while awaiting trial).

2. It should be noted that while there has been a decline in gun crimes in New Haven, the data suggest an increase has occurred in 2001. As such, it is important for the core group to: (a) continue monitoring these data; (b) identify the reasons behind this increase; and (c) look into project intervention modifications or expansions to address the factors behind the 2001 increase.

As noted under Finding #1, there are many indicators showing an overall decline in gun crimes and shots fired since *Timezup*'s inception. However, the data also revealed an increase from 2000 to 2001. Specifically, violent gun crimes increased from 435 in 2000 to 566 in 2001, and calls for service for shots fired increased from 640 in 2000 to 750 in 2001. We suggest that *Timezup* seek to identify the cause or causes for the increase in 2001 and, if applicable, develop new strategic initiatives to address the increased gun activity.

3. Surveys conducted with New Haven residents in 1998 and 2001 suggest that *Timezup*'s impact on gun crime has reduced public fear and increased public confidence in law enforcement. We found that compared to 1998 respondents, those surveyed in 2001 were: (a) more positive about the city and quality of life in the city; (b) less likely to be fearful of being victimized by a street crime; (c) more likely to believe that those carrying and using guns illegally would be arrested and incarcerated for committing gun crimes; and (d) less likely to have heard gunshots in the past 12 months.

A second major goal of the *Timezup* program was to improve community residents' "quality of life" by reducing public fear of being victimized by crime and guns. Thus, not only did the core group want to improve actual public safety in New Haven but members also wanted residents of New Haven to feel safer in the city, in general, and in their neighborhoods, in particular.

Spectrum Associates conducted a baseline survey in the fall of 1998 with 600 New Haven residents on their feelings about New Haven, and repeated the survey with 250 New Haven residents in the fall of 2001. A comparison of the two surveys reveals the following:

- ◆ Residents were significantly more positive about New Haven in 2001 than in 1998 (12% vs. 5% "very positive," and 86% vs. 66% "positive"), and significantly more satisfied

with the quality of life in New Haven (14% vs. 5% “very satisfied,” and 81% vs. 64% “satisfied”).

- ◆ For the most part, fewer 2001 than 1998 respondents said violent crimes committed with guns (60% vs. 71%) was a “major problem” facing the city, and the percentage of residents describing violent gun crime as the most severe problem facing the city dropped from about one-third (32%) in 1998 to about one-fourth (24%) in 2001.
- ◆ 2001 respondents were significantly less likely than 1998 respondents to be “very fearful” of being victimized by a street crime in New Haven (8% vs. 16%).
- ◆ 2001 respondents estimated a significantly greater percentage of offenders were being held accountable (arrested and serving time) for firearm offenses than did 1998 respondents. Specifically:
 - For violent gun crimes, the percentage of offenders estimated as being arrested increased from 46.4% to 55.9% (20.5% increase), and the percentage of those arrested thought to be serving time increased from 52.5% to 64.1% (22.1% increase). Thus, the estimated overall percentage of those committing the offense that serve time increased from 24.4% to 35.8% (46.7% increase).
 - For gun possession, the percentage of offenders estimated as being arrested increased from 28.9% to 33.9% (17.3% increase), and the percentage of those arrested thought to be serving time increased from 34.2% to 46.1% (34.8% increase). Thus, the estimated overall percentage of those committing the offense that serve time increased from 9.9% to 15.6% (57.6% increase).
- ◆ The percentage of respondents who said they had heard gunshots in the past 12 months decreased significantly in 2001 (49%) from 1998 (58%), down by 15.5%. In addition, those who had reported hearing gunshots had heard fewer gunshots. On average, 2001 respondents said they had heard 9.9 gunshots in the past 12 months compared to an average of 14.5 gunshots for 1998 respondents.

4. It appears that *Timezup*'s impact on public fear is more the result of its impact on gun crime than public knowledge about a collaborative and strategic program designed to reduce gun violence in New Haven.

Efforts to get the word out about *Timezup* have focused on reaching likely offenders (e.g., displaying posters in target neighborhoods, police substations, the state court house, and

probation and parole offices; targeted radio spots; and lever pulling meetings) rather than using media directed at the larger residential community. As such, the hope was that a reduction in gun crimes would, in itself, serve to reduce public fear.

Our 2001 survey of New Haven residents revealed that only 22% of the respondents said they knew there was a program in New Haven designed specifically to reduce gun crime, and none of these individuals knew the name of the program. Moreover, about two-fifths (43%) of those who said they knew there was a program did not know any of the agencies participating in the program. When asked directly about *Timezup*, only 8% of the respondents said they were familiar with *Timezup*. These data suggest that it is unlikely that the decline in public fear has resulted from New Haven residents being knowledgeable about the *Timezup* program.

5. Interviews with core and working group members suggest that *Timezup* has changed the way their agencies conduct their business, and that the agency collaboration and strategic planning efforts developed through *Timezup* will continue. The one component of the program that will likely be missing in New Haven is the research partner.

The third major goal of *Timezup* was to have an impact beyond the time period supported by DOJ funding. It was hoped that the efforts developed to reduce gun violence and public fear would continue, as would the collaborative and problem-solving approach of SACSI. Questions were included in core group interviews to determine the expected long-term impact of New Haven's involvement in SACSI. The interviews suggest that many aspects of SACSI will survive beyond federal funding.

Specifically, we found:

- ◆ All core and working group respondents said that *Timezup* has been “very effective” or “effective” in bringing together and obtaining input from a variety of perspectives, agencies, and community groups.

- ◆ Many of the respondents said their agency has undergone “major changes” in the way in which it handles gun cases as a result of *Timezap*. Specifically:
 - U.S. Attorney’s Office: lowering the criteria for taking firearms cases; assigning more Assistant U.S. Attorneys to handle these cases; and being more open to input from state prosecutors and local police on which cases to pursue in federal court.
 - State’s Attorney’s Office: moving to vertical prosecution (i.e., one prosecutor stays with a gun case all the way through); aggressively seeking dispositions for people on “the list;” increased contact with police and the U.S. Attorney’s Office; increased use of the “persistent offender” statute; and more strategizing by state prosecutors on how to handle gun cases.
 - Police: higher priority given to gun crimes including a person dedicated to seizing weapons for restraining orders; utilization of a new protocol for handling gun investigations resulting in improved evidence collection and preservation; the firearms unit more aggressively looking into who is buying multiple guns; developed a better working relationship with ATF; using drug fire to link guns to numerous incidents; and improved communication with ATF, State’s Attorney’s Office, and U.S. Attorney’s Office.
 - Probation: “the list” cases funneled to Project One Voice or reviewed for Intensive Supervision and added stipulations.

- ◆ All of the core and working group respondents said that *Timezap* is a good use of their agency’s resources and of their time.

- ◆ All of the respondents said that it is “very likely” that their agency will continue to be involved in *Timezap* a year from now.

As discussed in this report, Spectrum Associates served as the Research Partner to *Timezap*. Funding for Spectrum Associates involvement was provided by NIJ. While Spectrum Associates provided some work on SACSI beyond the funding received and has remained active working with the U.S. Attorney’s Office on Project Safe Neighborhoods (PSN), its role now is to serve as Research Partner for the two new PSN sites, Bridgeport and Hartford, and due to severe PSN budget limitations, discontinue research activities in New Haven.

III. LESSONS LEARNED FROM TIMEZAP

Based on our involvement in *Timezap* over the past four years, we offer the following observations regarding federal efforts to coordinate SACSI-type programs and local sites’ efforts to implement the programs.

1. The National Institute of Justice (NIJ) needs to develop an efficient system for expediting the process of approving research partners for SACSI-type projects.

Research is the beginning point of developing local SACSI-type programs. It is the baseline data gathered by the Research Partner that drives the selection of target offenders and intervention strategies. Our experience suggests that, even under the best scenarios, law enforcement agencies need to be coaxed to wait for the research data before acting to reduce violent crimes. As such, it is critical that NIJ (and other federal agencies) expedite the process of approving research partners for these programs. Just as SACSI was not “business as usual,” neither should be the process through which Research Partners are approved. Delays in approving the Research Partner put the researchers in the uncomfortable position of either: (a) delaying the start-up of baseline activities until receiving formal approval which serves to frustrate law enforcement and strain the relationship of the Research Partner with law enforcement; or (b) initiating work on the project with no assurance of being compensated for their work.

2. Those reviewing the research proposals need to understand the evolving nature of the research tasks to be performed and the non-traditional nature of the researcher role required.

Individuals reviewing SACSI-type program research proposals need to understand that, unlike most research projects, the research activities for SACSI-type programs cannot be accurately described at the time of proposal submission. Rather, the research activities will reflect the nature of the project, the interventions selected, and the priorities of those in the core group. As such, we believe proposal reviews should focus more on the qualifications and experience of the research organizations and researchers involved than on traditional research design descriptions. Moreover, consideration needs to be given to the researchers’ experience in conducting the type of research required for this type of initiative.

3. NIJ should encourage and promote local researcher collaboration across sites.

We believe that NIJ should encourage local researchers to benefit from the experiences and knowledge of each other. This would include scheduling Research Partner sessions at the cluster

conferences held for the programs, as well as arranging for meetings that bring only the Research Partners together.

4. National evaluators should be selected, introduced, and involved at the same time as the local research organizations, and the respective role of the local Research Partners and the national evaluator should be clearly defined at the outset of the project.

We believe that it is critical that the national evaluator be selected at the beginning of SACSI-type projects. We feel this is critical for two key reasons: (a) bringing on the national evaluator several months after the projects have started creates confusion on the part of local projects as to the respective roles of the national evaluator and the local researcher; and (b) local researchers and the national evaluator need to understand their respective roles at the outset of the project to promote trust and cooperation.

5. There is a need to obtain and maintain commitment from the highest levels in the participating agencies.

Our experience suggests a critical factor to success is obtaining the commitment from the highest levels of each of the participating agencies. An even greater challenge is maintaining this commitment when individuals in key positions change.

6. As personnel changes at the various agencies are inevitable, it is important that processes or systems be put in place at the agencies that enable the program to continue.

All five original SACSI sites experienced changes in key personnel. It is critical that the people involved in the program implementation processes or systems within agencies continue to function even when new people are brought into their position at the agency.

7. All law enforcement agencies must actively participate, and each agency must put “turf issues” and egos aside.

It is critically important that the police department, U.S. Attorney's Office, State's Attorney's Office, probation, parole, corrections, and community organizations actively participate in SACSI-type programs. Moreover, participants need to understand the value of effective relationships and working partnerships, and make sure each agency feels like it is a valuable equal partner.

8. Ideally, SACSI-type projects should have a full-time project coordinator. The coordinator needs to be someone who: (a) sees the big picture and can keep the core group focused on its goals; (b) has the time to address the many details inherent in managing a large collaborative multi-agency effort; (c) works well with both law enforcement and community service organizations; and (d) can engage and motivate both management and staff at the participating agencies.

Our experience suggests that coordinating SACSI-type programs is a very time consuming effort. While it is possible for the program to succeed with multiple people taking on different coordinator roles, we believe it is preferable to have one person working full-time on this effort.

The project coordinator needs to always keep the overall goals of the program in mind and help the core group stay focused on the goals. While it is commendable to attempt to "fix all that ails," the group needs to stay focused on the problems they are trying to address to be most effective. The program will not be a "cure-all" and realistic and attainable goals should be set. Although it is commendable to have high expectations, they should not be set so high as to be virtually unattainable.

While it is fairly easy to schedule meetings or activities for the program, there are many details that must be addressed for the meetings or activities to be successful. The project coordinator must ensure that all of the details are addressed.

The project coordinator needs to appreciate the importance of and work well with both the law enforcement and community service organizations that are critical to the success of SACSI-type programs. The coordinator is a key player in making sure that all of the agencies feel they are an equal partner and a valued component of the program.

Moreover, the project coordinator needs to continually nurture the support of the management of the various agencies involved as well as inspire the agencies' staff to stay motivated in striving to achieve the program's goals.

9. To get a more thorough understanding of the crime problem being addressed and the program's impact on the problem, both quantitative and qualitative methodologies should be used.

While it is obvious that the baseline research conducted for a program addressing gun violence should assess the number of gun crimes committed over time (pre and post intervention), the research should also include an examination of what is behind those crimes.

- ◆ Who are the perpetrators (e.g., age, gender, race, criminal history)?
- ◆ Who are the victims (e.g., age, gender, race, criminal history)?
- ◆ What is the relationship of the victim and the offender?

By understanding the "nature" of the crimes, the program will be in a better position to develop interventions that will produce a substantial and sustainable reduction in crime.

Additionally, while crime statistics should be examined to determine if the crimes have increased, decreased, or stayed the same over time, it is also important to determine what other types of impact the program has had on participating agencies and the community (e.g., changes in the agencies that impact their effectiveness in doing their jobs, relationships developed across agencies that are advantageous beyond the scope of the program, reduction in public fear).

The impact on the relationships between the agencies participating in the program and the manner in which they carry out their work may ultimately be the most important long term accomplishment of the program.

FINAL REPORT

I. BACKGROUND

A. Gun Possession, Gun Violence, and Public Fear

It has been estimated that:

- ◆ forty-four million people own guns in the United States, including 40% of all households and 25% of all adult residents (Cook & Ludwig, 1997);
- ◆ an average of 93 Americans die each day from gunshot wounds (Office of Analysis, Epidemiology, & Health, 1996); and
- ◆ an average of 240 people are injured each day from gunfire (Annest et al., 1995).

Of particular concern is the alarmingly high rate of gun possession and gun violence for our country's youth. Research studies have found that 14% of male juveniles reported carrying a gun outside the home within the preceding 30 days (Cook & Ludwig, 1997), and that this number increases to 22% for inner city high school students and 88% for convicted juvenile offenders (Sheley & Wright, 1993). Moreover, while gun-related homicide victims have declined considerably for those over 25 years of age, it has increased substantially for 15 - 24 year olds. In fact, a teenager in the U.S. today is more likely to die from a gunshot than of all the natural causes of death combined (Fingerhut, 1993).

While gun violence peaked in the late 1980s and early 1990s, these data clearly display that the problem of gun violence remains a major national problem.

Gun violence not only harms those who are personally threatened and physically injured, but through the fear that it creates, gun violence can impact us all. As stated by Williams and Pate, (1987, p. 53):

Fear of crime has become a major problem in our nation. Left unchecked, it can destroy the fabric of civilized society, causing us to become suspicious of each other, locking ourselves in our homes and our offices, and relinquishing our streets to predators.

Not only does public fear impact quality of life issues, but it may serve to reinforce and bring about the very behavior that created the fear in the first place. As noted by Brown and Wycoff (1987, p. 71):

Fear of crime by citizens has been hypothesized as one factor, perhaps in a chain of other factors, that can lead to abandonment and deterioration of neighborhoods.... Insofar as fear leads to neighborhood decline that may in turn lead to a higher crime rate, fear reduction programs can be viewed as another form of crime prevention.

B. New Haven Police Department's Pre-SACSI Efforts To Address Crime and Safety

Like other urban areas across the United States, the city of New Haven has experienced a considerable level of gun violence. To address crime and safety in its city, the New Haven Police Department (NHPD) implemented numerous activities in the 1990s, including:

- ◆ converting to a community-based policing approach, whereby every neighborhood has its own police officers and supervisors on permanent assignment;
- ◆ participation in the New Haven Gang Task Force which has successfully investigated and prosecuted scores of violent gang members;
- ◆ establishing Project One Voice to bring together police, prosecutors, court, probation, and parole to more closely monitor offenders' behaviors;
- ◆ building seven permanent substations;

- ◆ joining with the Yale Child Study Center to form The Child Development-Community Policing Partnership to assist New Haven families who have been affected by violence;
- ◆ implementing the “Guns Are Not Toys Program” in the schools; and
- ◆ working with the University of New Haven to encourage officers to obtain advanced degrees.

It would appear that these and other activities implemented by the NHPD has had a significant impact on violent crime in New Haven. Uniform Crime Report data reveal that the rate of violent crime in New Haven declined by 41% from 1990 to 1997, compared to declines of 30% for the state of Connecticut and 10% for the United States overall during that time period.

While the rate of violent crime in New Haven decreased considerably in the early and mid 90s, no one believed the battle had been won or that the new violent crime levels should be tolerated. Rather, the city continued to seek out opportunities to further reduce violence in its streets. In 1998, the United States Attorney’s Office for the District of Connecticut and the city of New Haven were selected by United States Department of Justice (DOJ) to operate a Strategic Approaches to Community Safety Initiative (SACSI) site in New Haven.

Based on input from the New Haven Police Department, the New Haven State’s Attorney’s Office, the Office of the Mayor, and other law enforcement and community organizations, the U.S. Attorney’s Office for the District of Connecticut selected gun violence as the crime problem to be addressed by the New Haven SACSI project. Three specific critical problems were identified as points of focus for this initiative: illegal gun possessions associated with stops, arrests, and searches in New Haven; violent crimes committed with firearms; and public safety concerns that appear to have emanated from firearm crimes and the media attention directed at these offenses.

The goals established for the New Haven SACSI project (subsequently named *Timezup*) were to:

- ◆ Make New Haven safer for residents, workers, and visitors by reducing illegal gun possession and gun violence by deterring gun possession and usage, increasing the

system's incapacitation of those illegally carrying and using guns, and motivating offenders to take advantage of interventions targeted at high risk populations.

- ◆ Reduce public fear levels so that local residents would feel safer living in or going into New Haven.
- ◆ Institutionalize successful aspects of *Timezup* within the United States Attorney's Office, including: (1) greater outreach to non-traditional partners in the development of anti-crime strategies; (2) greater reliance on data collection and analysis in the development and pursuit of anti-crime strategies; and (3) improvement in the capacity of law enforcement partners to plan long-term, strategic anti-crime strategies designed to maximize the impact of the targeted application of resources.

C. Strategic Approaches to Community Safety Initiative

As noted above, the U.S. Department of Justice selected New Haven as one of its five original SACSI sites². While each of the five SACSI sites targeted a different aspect of violent crime (e.g., homicide, juvenile violence, gun violence, sexual assaults) and implemented a unique set of interventions to reduce violence in its city, all five SACSI sites shared a common conceptual model. Specifically, SACSI sites adopted a new way of doing business that includes:

- ◆ A United States Attorney who serves as a proactive problem-solver actively seeking solutions to public safety problems in the local communities.
- ◆ An interagency core group (e.g., federal, state, and local organizations) that meets regularly and works together to address the problem at hand.
- ◆ A project coordinator who manages the daily process, coordinates the various groups involved in the initiative, and moves the group towards its goals.

² The original five SACSI sites were: Indianapolis, Indiana; Memphis, Tennessee; New Haven, Connecticut; Portland, Oregon; and Winston-Salem, North Carolina.

- ◆ A research partner that systematically gathers and analyzes data and street-level information and, unlike traditional researchers, actively participates in the problem-solving process.
- ◆ Designing and implementing strategic interventions to address the problem identified in a way that “has the biggest impact in the shortest amount of time and uses the least amount of money.”
- ◆ Assessing and modifying the interventions on an ongoing basis.

II. THE NEW HAVEN SACSI PROJECT: TIMEZUP

This section of the report provides a brief description of *Timezup*. Discussed below are: (a) the organizations participating in the *Timezup* core and working groups; (b) the information sources and strategic development process used to identify the *Timezup* interventions; and (c) the key intervention strategies used by *Timezup*.

A. Organizations Participating in *Timezup*

From an organizational standpoint, there are two “groups” responsible for managing and implementing *Timezup*: the “core group” and the “working group.”

1. The Core Group

The core group meets monthly and is responsible for managing *Timezup*. At the monthly meetings the core group addresses any problems or issues that have surfaced and discusses next steps or new ideas for *Timezup*. The group includes supervisor level representation from the key agencies. By design, *Timezup* initially started with a small core group of people:

- ◆ the United State’s Attorney’s Office (the U.S. Attorney as well as several Assistant U.S. Attorneys);
- ◆ the State’s Attorney’s Office (Supervising State’s Attorney);
- ◆ the New Haven Police Department (Assistant Chief and Grants Writer/Planner); and

- ◆ Spectrum Associates (Project Director and Project Manager).

As the project evolved, other important agencies were added to the core group:

- ◆ Board of Parole (Supervisor and key parole officer);
- ◆ Office of Adult Probation (Supervisor and key probation officer);
- ◆ Alcohol, Tobacco and Firearms (Agent in Charge);
- ◆ Department of Corrections (Supervisor of Transitional Supervision); and
- ◆ Juvenile Probation (Supervisor and key probation officer).

2. The Working Group

Timezap's working group includes a wider range of agencies and levels of personnel within the various agencies. It is the working group that gathers the information necessary to implement the information-driven strategies of the project (e.g., gathering intelligence needed for the list strategy), and which conducts the day-to-day tasks that are intended to lead to the desired outcomes.

Typically, the working group includes personnel from:

- ◆ the United State's Attorney's Office (Assistant U.S. Attorney);
- ◆ the State's Attorney's Office (Supervising State's Attorney and Assistant State's Attorney);
- ◆ the New Haven Police Department (Assistant Chief, Captain of Patrol, Captain of Investigative Services Unit, multiple District Managers, Narcotics Unit Detectives, Firearm Unit Detectives, a patrol officer or two);
- ◆ Spectrum Associates (Project Manager);
- ◆ Office of Adult Probation (Supervisor and key probation officer)
- ◆ Board of Parole (Supervisor and key parole officer);
- ◆ Department of Corrections (Supervisor and key corrections officer);
- ◆ Alcohol, Tobacco and Firearms (an agent or two);
- ◆ Juvenile Probation (key probation officer); and
- ◆ Community organizations (CT Works, Strive New Haven, and Crossroads).

B. Developing *Timezup*

1. Early Activities

It should be noted that the various law enforcement agencies involved in *Timezup* increased their emphasis on gun crimes and gun offenders from the very first meetings on the project held in the summer of 1997, and made modifications to their efforts to address this problem prior to formally developing intervention strategies for the project.

For example, due to the early coordinated investigative efforts of the New Haven Police Department and Alcohol, Tobacco and Firearms, eight defendants were indicted in federal court on firearms charges in November 1998. A press conference was held at the U.S. Attorney's Office on November 28, 1998, to announce the Strategic Approaches to Community Safety Initiative based in New Haven and the first wave of federal indictments. These activities preceded research and strategic planning activities.

2. Research and Strategic Planning

As was intended by the Department of Justice, *Timezup* sought to develop “data/information-driven” strategies that would have a substantial impact in a relatively short amount of time. To better understand the issue of gun violence in the city of New Haven, Spectrum Associates conducted research³ to:

- ◆ assess the scope of the gun crime problem (i.e., guns seized, violent gun crimes, and shots fired);
- ◆ identify where within New Haven gun crimes were occurring;

³ The initial research findings are presented in the Spectrum Associates' reports that were previously submitted to the U.S. Attorney's Office and the National Institute of Justice: *An Assessment of The Scope and Nature of Violent Gun Crimes in the City of New Haven*, August 12, 1999; *Greater New Haven Residents' Perceptions of Public Safety*, August, 12, 1999; and *Greater New Haven Residents' Public Safety Focus Group Study*, August 12, 1999.

- ◆ explore the nature of the gun crimes (e.g., gang/group related, drug related, relationship of the offender and victim, and demographic and legal characteristics of the offenders and victims);
- ◆ determine the nature and type of guns seized;
- ◆ measure the extent of public fear of gun violence; and
- ◆ explore the reasons behind public fear.

These research activities were conducted September 1998 to February 1999. Following the initial research phase, six strategy development sessions were conducted with various city and state government agencies (law enforcement and non-law enforcement) and community groups within the city. These sessions were held in March through May 1999. At these sessions, the major findings from the research were presented and the participants were asked to brainstorm strategies that could be used to address New Haven's gun problem. The participants were urged to "think out of the box," but were also asked to consider short-term rather than long-term strategies.

Following the strategy development sessions, the various suggestions were organized into categories and the core group evaluated its feasibility. The feasibility of each strategy was assessed by five questions⁴.

1. How long will it take for the intervention to have an impact?
2. How big an impact will it have?
3. Can we really do it? (Do we have the money, knowledge, power?)
4. Do we want to do it?
5. What are the other costs involved?

Following this process, an initial set of interventions was selected for implementation.

⁴ The questions were developed by David M. Kennedy, Senior Researcher in Criminal Justice Policy and Management at Harvard's John F. Kennedy School of Government, Harvard University and shared with SACSI sites at a Cluster Meeting sponsored by the Department of Justice.

3. Phased-in Approach

The New Haven Police Department divides the city into 10 districts. Each district has a District Manager that is responsible for the department's activities in that district. Many other agencies in the city work along geographic lines that are similar to those used by the police department.

The core group decided that *Timezup*'s interventions would be first introduced and refined in one district (i.e., Fair Haven) before expanding into other districts. Fair Haven was identified as one of the "hot spots" for gun activity by Spectrum Associates' early work on *Timezup*. At the time of this report, six of the 10 police districts were receiving interventions (i.e., Chapel/Dwight, Fair Haven, Hill North, Hill South, Newhallville, and Westville).

C. Timezup Interventions

Using information gathered from the strategy development meetings and the expertise of the various core group members, it was determined that *Timezup* would start with three major interventions: (1) reactive law enforcement; (2) proactive law enforcement; and (3) monthly lever pulling meetings.

1. Reactive Law Enforcement

One of the strategies implemented by *Timezup* is increased federal prosecution of firearm offenses in New Haven. All gun cases in the city where a suspect is identified and a gun is recovered are now reviewed by both a State and Federal prosecutor. While the State's Attorney's Office still prosecutes the majority of the cases, gun cases are reviewed for federal prosecution (e.g., possession by a prohibited person, armed career criminal) and the U.S. Attorney's Office takes those cases where federal prosecution would have the greatest impact. It was anticipated that this strategy would have a number of likely impacts on the city: (a) gun offenders would be taken off the streets of New Haven for longer periods of time; (b) defendants remaining in state court would be more inclined to plead guilty, and to do it sooner to avoid the possibility of federal prosecution; and (c) as the word spreads about the longer sentences gun offenders are receiving, potential gun offenders would be deterred.

In the summer of 1999, the New Haven Police Department, State’s Attorney’s Office, and U.S. Attorney’s Office implemented a systematic process by which copies of incident reports for crimes involving firearms were provided by the police to a designated prosecutor in both the State’s Attorney Office and U.S. Attorney’s Office in a timely fashion. Prior to implementation of this protocol, there was only sporadic sharing of information on firearm cases between the various agencies.

2. Proactive Law Enforcement

In addition to reacting to those arrested for gun crimes, *Timezup* includes a proactive component designed to stop gun violence.

Supervisors and line personnel from various law enforcement and prosecutorial agencies meet weekly to identify and discuss those people who are thought to be involved in gun-related crime in the city. People identified by the agencies are put on “the list,” and are closely monitored by all of the agencies involved with *Timezup*. The goal of the list is to enhance the group’s ability to focus on the individuals in New Haven whose removal from the city would have the greatest impact on making the streets of New Haven safe from gun violence. At these weekly meetings information is shared by the agencies and approaches are developed for dealing with the people on the list.

The first weekly meeting was held in the Fair Haven police substation in June 1999, and they have been held on a weekly basis since that time. Over time, the meetings were expanded to include Chapel/Dwight, Hill North, Hill South, Newhallville, and Westville. Each weekly meeting includes representatives from each district.

3. Lever Pulling Meetings

To spread the word about *Timezup*, supervisees from probation, parole, and transitional supervision are “invited” or instructed by their supervising agency to attend a meeting.

The meetings demonstrate that the law enforcement community (i.e., police, federal and state prosecutors, probation, parole, and corrections) is working in a coordinated and coherent manner to ensure that persons who engage in gun-related crime and violence will be subjected to the

harshest sanctions available. At the same time, the meetings are designed to promote and provide social services which will assist attendees from engaging in future unlawful activity.

The meetings are typically held in a neutral location in the police district being focused upon for that particular session (e.g., a local school). The supervising agencies notify those offenders under their supervision in the district who are most in need of hearing the *Timezup* message; either because they were thought to be at-risk of carrying or using guns themselves, or may be associating with people who are.

The meetings start with presentations from the police, state prosecutors, and federal prosecutors. The law enforcement/prosecutor presentations focus on how closely the agencies are working together and sharing information, the ways each agency will come down on offenders who are caught with guns, and their dedication to reducing gun violence in New Haven. In addition, many of the law enforcement/prosecutor presenters talk about “personal responsibility,” emphasizing that each of the meeting attendees have a choice to make and can control what happens when they walk out of the meeting. They can choose to not use their guns and get their lives on the right path, or they can choose to use their guns and risk having the “heavy hand” of *Timezup* come down on them. The meetings are intended to warn the offenders of the harsh consequences of engaging in gun-related criminal activity before the person is involved rather than after.

Following the law enforcement/prosecutor presentations, an Assistant U.S. Attorney transitions the meeting to the community service portion of the meeting. At each meeting there are multiple speakers to talk about the many support services available in New Haven. The service presenters discuss how to access the services, and pledge their support to the meeting attendees if they seek out the services. Typically, the final speaker is a current parolee who now works for a social service agency. He is able to talk to the meeting attendees in a very personal way and explain that while it might be a struggle, it is possible to take control of their lives in a positive way.

The first lever pulling meeting was held in the Fair Haven district in August 1999, and have typically been held on a monthly basis rotating across the six police districts included in *Timezup* since January 2000.

III. The ROLE OF THE SACSI RESEARCH PARTNER

As the research partner to *Timezup*, Spectrum Associates had three primary functions:

- ◆ provide research data to assist the core group in determining the interventions to be used by the *Timezup* program;
- ◆ provide ongoing and timely feedback on *Timezup* to the core group so that core groups members could: (a) have a sense of how well the project was working, and its strengths and weaknesses; (b) make appropriate modifications to the project to address problem areas or emerging issues; and (c) initiate new strategies as appropriate; and
- ◆ measure and document the effectiveness of *Timezup* in meetings its goals.

The key point to understand is that serving as a research partner to a SACSI site differs greatly from the traditional role of outside evaluators or researchers. In traditional studies, the evaluators make every effort to “step back” from the program being studied, observe and describe the program’s developmental process and implementation, and independently and objectively measure the effectiveness of the program in meeting its goals and objectives. Unlike traditional evaluations, the role of “Research Partner” to the U.S. Attorney and the *Timezup* program meant that Spectrum Associates would: systematically gather and present baseline data on gun violence, violent offenders, and public fear to be used by the core group members in understanding the scope and nature of the problem; facilitate the six strategy development meetings with various organizations to identify and discuss possible intervention strategies for the *Timezup* program; and actively participate in frequent core group meetings to discuss the *Timezup* program and ways to modify and enhance it.

While Spectrum Associates has made every effort to objectively measure the impact of the *Timezup* program, we readily acknowledge our role as “Research Partner” and that we were, in fact, part of the *Timezup* program, and that we developed highly valued collegial relationships with other core and working group members grounded in four years of working together to address gun violence in New Haven. While we do not believe our role as research partner has

impacted or comprised our interpretation or report of the findings, we acknowledge we may not be in the best position to make that judgment. Please note, that we offer some thoughts about serving as a research partner in the Lessons Learned section of this report.

IV. OUTCOME RESEARCH

Consistent with the primary objectives of *Timezup*, Spectrum Associates sought to measure the impact of the program on:

- ◆ Public safety (e.g., a comparison of pre and post gun crime data, core and working group members' perceptions, offender assessment of the lever pulling meetings, lever pulling meeting attendee outcomes, impacts on the prosecution of gun cases, and impacts on the list offenders).
- ◆ Public fear (e.g., fear of crime and gun violence in the city and the individual's neighborhood, and perception of criminal justice system effectiveness).
- ◆ Law enforcement relationships and operations in the city of New Haven (e.g., assessment of partnerships, impact on handling gun cases, and institutionalization of *Timezup*).

A. Timezup Impact on Public Safety

Without question, the most critical objective for *Timezup* was to make the city of New Haven safer for residents, workers, and visitors by reducing illegal gun possession and gun violence. *Timezup* seeks to reduce gun crimes by deterring possible offenders, connecting those at-risk with appropriate community-based programs, and locking up offenders engaged in gun crimes.

To assess the impact of *Timezup* on public safety, Spectrum Associates:

- ◆ Gathered pre and post data on:
 - the number of violent gun crimes (i.e., homicides, robberies, and assaults with a firearm) committed in New Haven (data provided by the NHPD);

- the number of calls for service for shots fired in New Haven (data provided by NHPD); and
 - the number and types of firearms seized by the New Haven Police Department (data abstracted from NHPD case files).
-
- ◆ Included questions on program effectiveness (i.e., reducing gun possession and gun violence) and perceptions of the different *Timezup* program components designed to reduce gun crime (i.e., proactive law-enforcement, reactive law enforcement, and lever pulling meetings) in systematic interviews conducted by Spectrum Associates with individuals participating in the *Timezup* program.
 - ◆ Included surveys with probationers, parolees, and inmates on transitional supervision who had attended a lever pulling meeting.
 - ◆ Gathered information from the supervising agencies on lever pulling meeting attendees to determine their status following the meetings.
 - ◆ Gathered information from the federal and state prosecutors to determine the extent to which *Timezup* increased prosecutorial effectiveness for individuals involved with guns in New Haven.
 - ◆ Gathered information on offenders who had been on “the list” to determine the extent to which *Timezup* had incarcerated those individuals thought to be most involved with guns in New Haven.

1. Comparison of Pre and Post Data on Violent Gun Crimes, Shots Fired, and Guns Seized

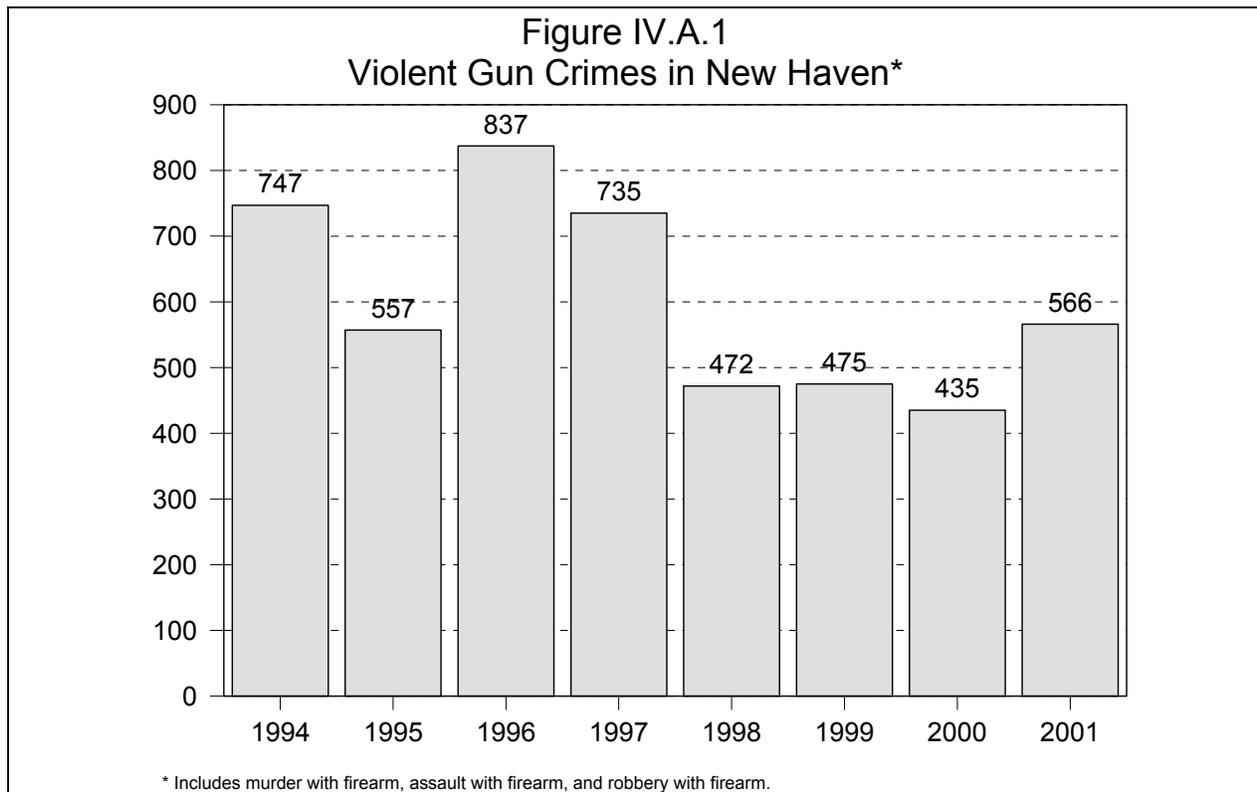
Data were gathered from the New Haven Police Department on violent gun crimes (1994-2001), calls for shots fired (1996-2001), and firearms seized by the NHPD (1995-2001).

For violent gun crimes and calls for shots fired, the information was received from the NHPD’s computerized systems. For firearms seized, Spectrum Associates received a log from the NHPD

Property Room that included all entries for firearms and/or firearm accessories. Spectrum Associates identified those entries that seemed to involve a firearm, retrieved the case files from the NHPD record room to confirm the type of firearm, and abstracted information about incidents where firearms were actually seized.

a. Violent Gun Crimes

Figure IV.A.1 displays the total number of violent gun crimes committed in New Haven each year from 1994-2001. In looking at Figure IV.A.1, the reader should keep in mind: (1) preliminary efforts to develop and publicize the program began in 1998; and (2) the implementation of the lever pulling and working group meetings began in 1999.



As shown in Figure IV.A.1:

- ◆ On the positive side, the number of violent gun crimes was much lower from 1998-2001 (average 487 per year) than for 1994-1997 (average 719 per year).

- ◆ On the negative side, the number of violent gun crimes increased in 2001 from 2000 (up by 30%).

Figure IV.A.2 shows the number of each type of firearm crime (i.e., murder with firearm, assault with firearm, and robbery with firearm) from 1994-2001.

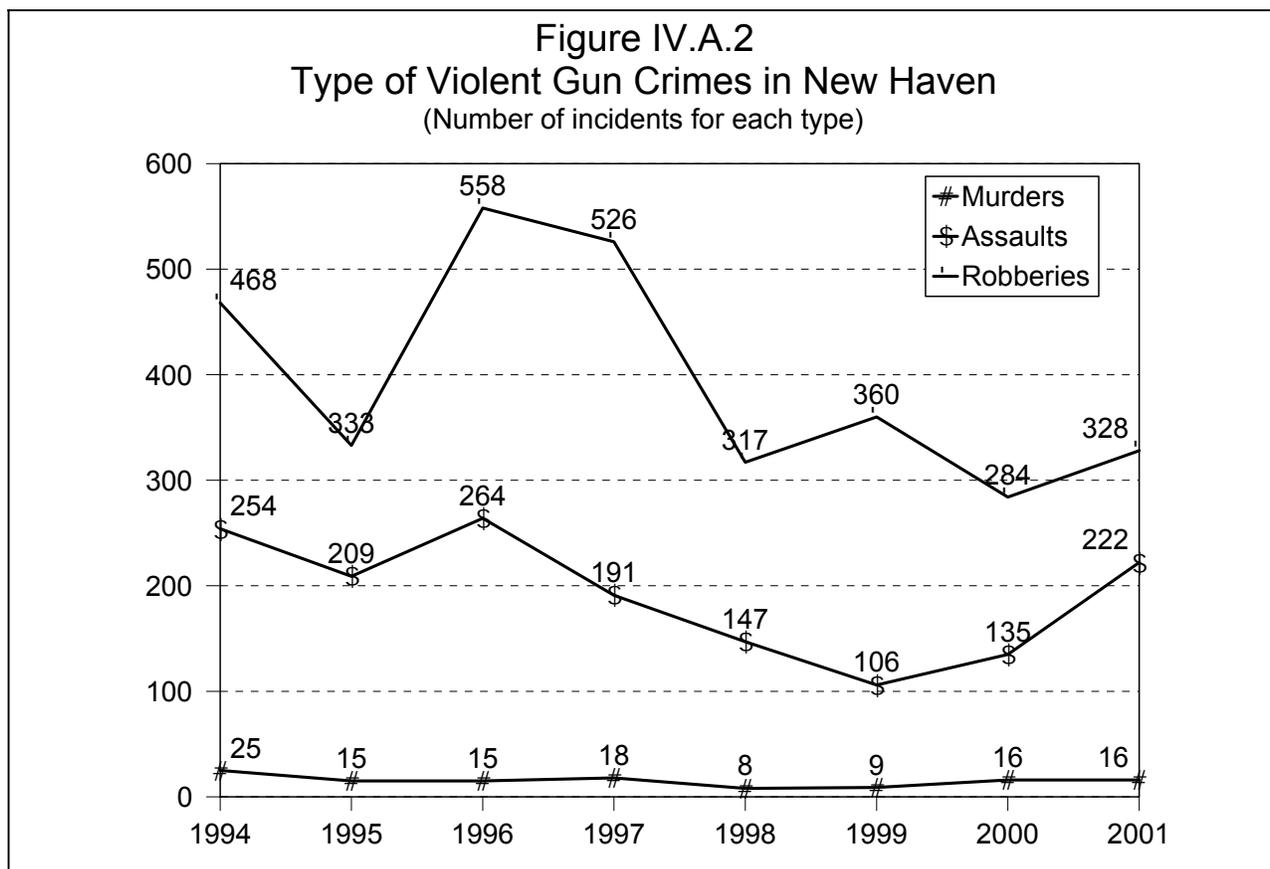


Figure IV.A.2 reveals the following:

- ◆ Assaults/Robberies with a Firearm: Fewer assaults and robberies with a firearm were reported for 1998-2000 than for 1994-1997, but large increases were observed for both in 2001.
- ◆ Murders with a Firearm: After a sharp decrease in the number of murders in 1998 and 1999, the number increased in 2000 and 2001 returning to the levels similar to the years preceding *Timezap*.

b. Shots Fired

Figure IV.A.3 displays the total number of calls for service regarding gunshots for New Haven 1996-2001.

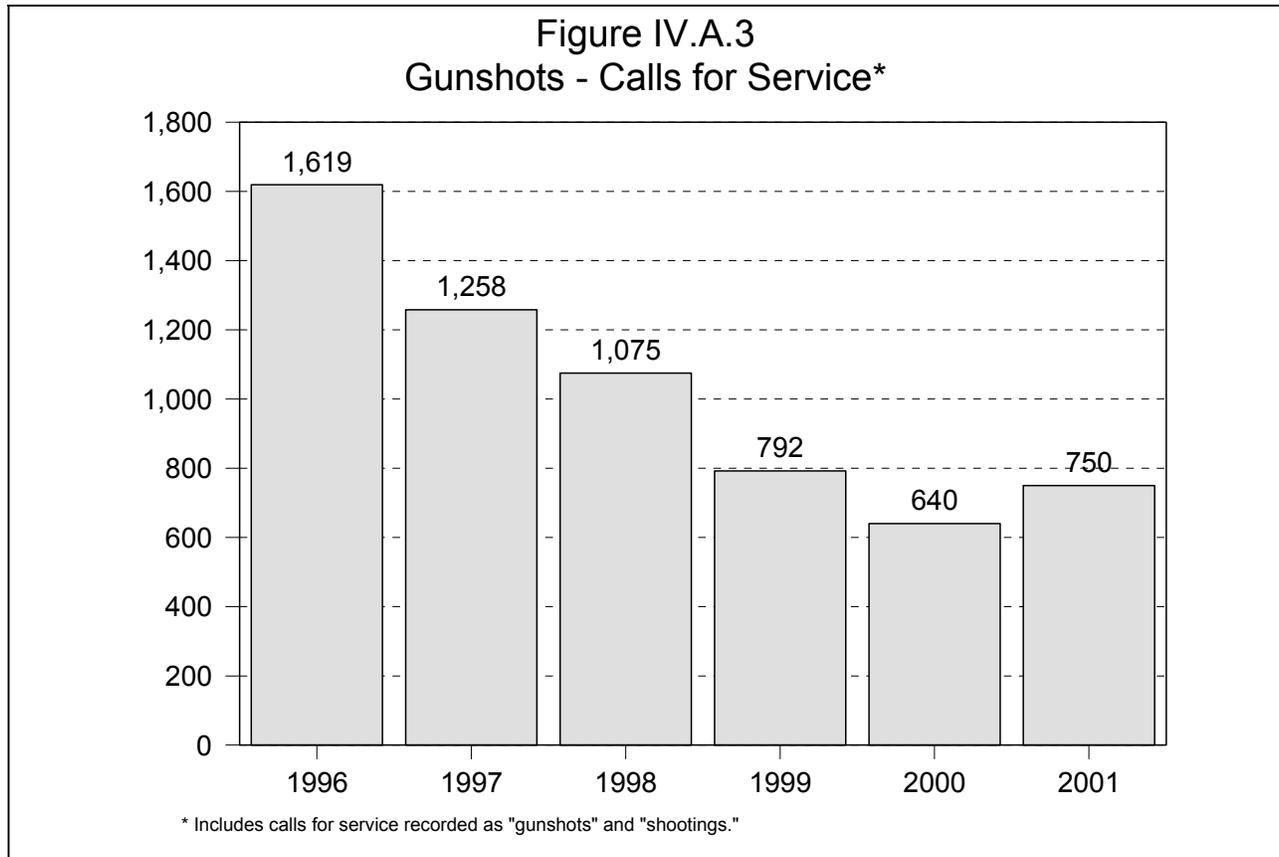


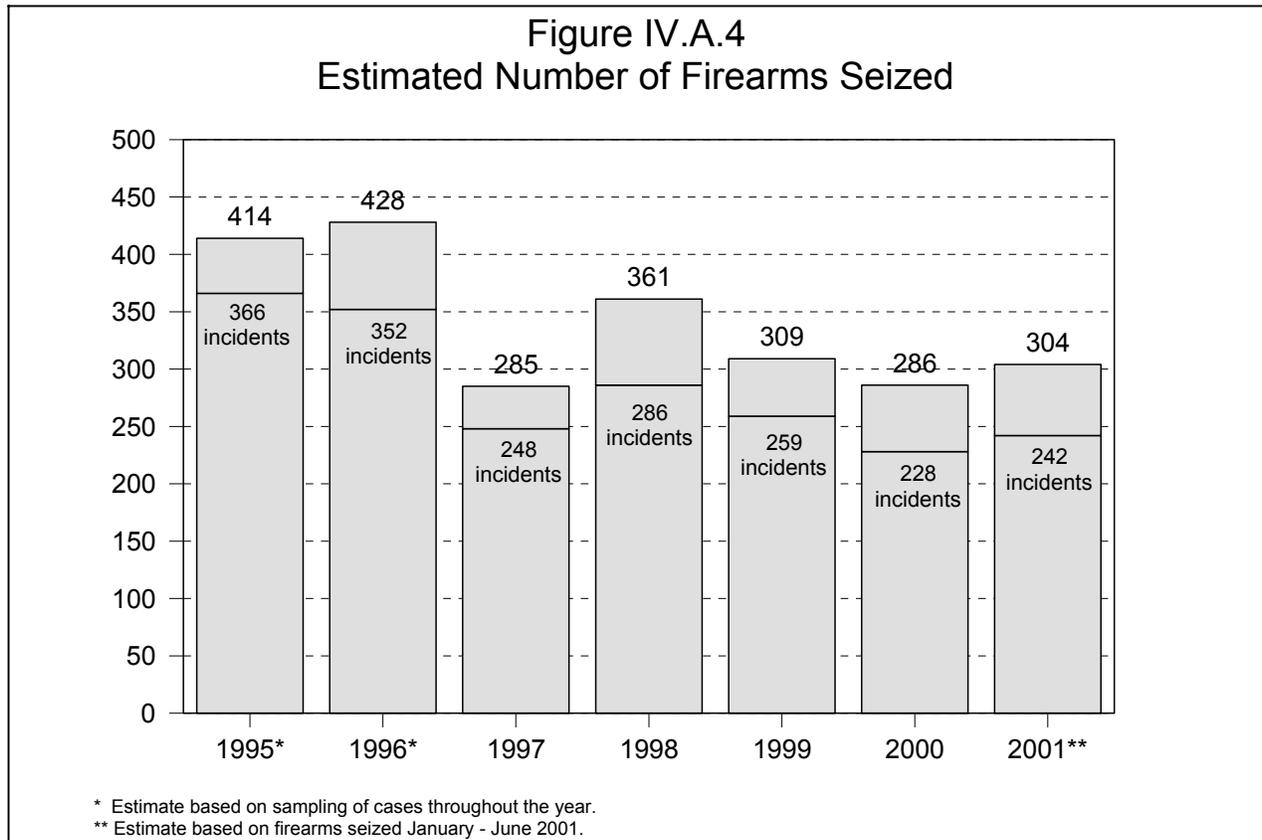
Figure IV.A.3 reveals the following:

- ◆ On the positive side, the number of calls for service for shots fired averaged 1,439 during the two years preceding the startup of *Timezap* (1996-1997), dropped to 1,075 for the year the project was being planned, and dropped to an average of 727 for the first three years of project implementation.
- ◆ On the negative side, the number of calls for service for shots fired increased in 2001 from 2000 by 17%.

c. Firearms Seized

Number of Firearms Seized

Figure IV.A.4 displays the number of firearms seized each year from 1995-2001.



As revealed in Figure IV.A.4:

- ◆ The numbers of firearms seized averaged 376 for the three years preceding startup (1995-1997), was at 361 the year *Timezup* was being planned, and averaged 300 for the first three years of project implementation.

- ◆ The number of firearms seized increased slightly (6%) in 2001 from 2000.

Types of Firearm Seized

Figure IV.A.5 displays information on the type of firearms seized from 1995-2001.

**Figure IV.A.5
Type of Firearms Seized (1995-2001)**

	1995	1996	1997	1998	1999	2000	2001
Handgun	70%	60%	66%	50%	57%	55%	54%
Rifle/Shotgun	7%	17%	12%	21%	12%	14%	19%
Airgun/BB gun	17%	19%	19%	25%	28%	28%	25%
Base	205*	207*	284	358	283	261	140**

* Includes a sample of about one-half the firearms seized in 1995 and 1996.

** Includes firearms seized January-June 2001.

As revealed in Figure IV.A.5:

- ◆ The percentage of firearms seized that were handguns averaged 65% for 1995-1997, was at 50% during the planning year, and averaged 55% during the first three years of project implementation.
- ◆ The percentage of firearms seized that were airguns/BB guns has increased, averaging 18% for 1995-1997, 25% for 1998, and 27% for the first three years of project implementation.

2. Core and Working Group Member Perceptions of Timezup's Impact on Public Safety

As not all of the important indicators of success can be obtained from official records, Spectrum Associates conducted a series of qualitative interviews with key people from the core and working groups to gather information on their perceptions of *Timezup's* impact on public safety.

Spectrum Associates conducted 12 in-person, one-on-one interviews with core and working group members in August through September 2001. Agencies represented were the United State's Attorney's Office, the New Haven Police Department, the State's Attorney's Office, Office of Adult Probation, Board of Parole, and the Department of Corrections.

All interviews were conducted by Ms. Dorinda Richetelli, and interviews averaged about 40 minutes to complete.

Respondents were first asked to assess each of the three interventions, and then asked about the impact *Timezup* has had on gun possession and gun violence.

a. Assessment of Reactive Law Enforcement

Core and working group members were asked how satisfied they were with *Timezup*'s efforts to deal more harshly with gun cases (e.g., determining whether the most severe sanction can be obtained through federal or state prosecution, preventing cases from falling between the cracks by having one prosecutor follow the case from beginning to end, and pushing for upper limits on sentencing and pretrial release). Those interviewed were also asked why they felt the way they did, and how they would change the reactive law enforcement strategy. We found:

- ◆ Eight of eleven respondents said they were either “very satisfied” (N=4) or “satisfied” (N=4) with *Timezup*'s reactive law enforcement, two were “somewhat satisfied,” and one was “not too satisfied.”
- ◆ Reasons given for being positive about the project's reactive law enforcement were:
 - the commitment made by the State's Attorney's Office;
 - the increased use and effectiveness of federal prosecution, and the leverage it provides state prosecutors with offenders resulting in “stronger, more appropriate dispositions” and “getting bad guys off the street”; and
 - the greater attention to gun cases has served as a deterrent for potential offenders.
- ◆ Suggestions offered to improve *Timezup*'s reactive law enforcement activities were:
 - improve the logistics and timeliness of police getting incident reports to federal and state prosecutors;
 - have the U.S. Attorney's Office determine more quickly if it will handle the case and take more cases;
 - improve prosecutors' (state and federal) communication on case outcomes back to the police and other *Timezup* participants;
 - create a designated “gun prosecutor” in the State's Attorney's Office;

- focus more efforts on 16–21 year olds arrested for possession of handguns (e.g., most of these offenders do not qualify for federal prosecution, it takes months for the state to prosecute these cases, and the offenders are not receiving the one year mandatory sentence and are returning quickly to the streets);
- have a bi-annual review by top administrators of all the agencies to assess what is being done and determine what resources are needed to make improvements; and
- expedite the process by which search warrants to seize weapons are obtained.

b. Assessment of Proactive Law Enforcement

Core and working group members were asked how satisfied they were with *Timezup*'s proactive law enforcement strategies (e.g., the list and weekly meetings), why they felt the way they did, and how, if at all, they would change the list strategy. We found:

- ◆ All 11 respondents who answered the question said they were either “very satisfied” (N=6) or “satisfied” (N=5) with the proactive law enforcement component of *Timezup*.
- ◆ Reasons given for being positive about this project component were:
 - people whose names are put on the list are done so for a sound reason, by people with their “fingers on the pulse of the community,” based on their criminal history, and based on a discussion by the various agencies involved;
 - the list focuses participating agencies’ resources on the most violent weapon offenders and worst narcotic dealers who are causing the most difficulty in the community;
 - agency representatives attending the weekly meetings are “dependable” and “committed”; and
 - the weekly meeting creates continuity and discipline, holds all agencies accountable, and improves relationships among various law enforcement agencies.
- ◆ Suggestions offered for improving the proactive law enforcement list strategy were to:
 - increase consistency in the weekly participation by some organizations (e.g., the United States Attorney’s Office Organized Crime Drug Enforcement Task Force; statewide narcotics; Bureau of Alcohol, Tobacco and Firearms; the regional Auto Theft Task Force);
 - increase the frequency and district representation of patrol officers at weekly meetings;
 - improve the ability to apprehend those on the list when there are no informants;

- engage in more proactive efforts to take people on the list off of the street; and
- move people off the list who no longer seem to warrant attention or who are involved with drugs but are not prone to violence.

c. *Assessment of Lever Pulling Meetings*

Core and working group members were asked how satisfied they were with the lever pulling meetings that are used to get the *Timezup* message to targeted individuals, why they felt the way they did, and how they would change the lever pulling meetings. We found:

- ◆ Ten of the 11 respondents said they were either “very satisfied” (N=6) or “satisfied” (N=4) with the lever pulling meetings, while one respondent said only “somewhat satisfied.”
- ◆ Reasons given for being positive about the lever pulling meetings were:
 - the message has become clear and strong, and it displays a balance of law enforcement and social services;
 - the word is getting out to others in the community from those attending the meetings;
 - the meetings show that police are supported by the U.S. Attorney’s Office;
 - the meetings allow attendees to hear from former offenders who have changed their lives and show attendees that opportunities exist;
 - the meetings are occurring more frequently, across more neighborhoods, and those attending are paying more attention; and
 - the prosecutor can inform the sentencing judge of the fact that the offender was given an opportunity to avail himself or herself of services but did not take advantage of such opportunity, thus strengthening the prosecutor’s argument for a more severe sentencing.
- ◆ Suggestions to improve the lever pulling meetings include:
 - determine why some sessions seem better and more effective than others, and take steps to increase consistency;
 - have the U.S. Attorney’s Office provide information on more recent cases (including offenders’ pictures) so these cases can be communicated to those attending lever pulling meetings (earlier cases having less impact as these individuals now have less name recognition);

- increase direct contact with those attending the meetings (e.g., more “face-to-face connection”);
- consistently start the meetings on time;
- be more focused and reduce duplication among speakers;
- increase emphasis on “success stories” so attendees believe it is possible;
- involve the faith community;
- always have patrol officers and District Manager from the district in which the meeting is being held attend the meeting;
- continue having law enforcement and prosecutors stay for the whole meeting; and
- have the speakers refer to the Department of Correction so those on transitional supervision will feel the message is for them as well as those on probation or parole.

d. Assessment of Timezup Impact on Gun Possession and Gun Violence

Effectiveness in Reducing Gun Violence

In response to questions on gun violence, we found:

- ◆ Eight of the 12 respondents said that *Timezup* was “effective” in reducing gun violence and three said it was “somewhat effective.” Only one respondent said “not too effective.”
- ◆ Factors described as leading to *Timezup*’s effectiveness in reducing gun violence were the:
 - weekly meetings;
 - ongoing tracking of individuals through “the list”;
 - increased sharing of information amongst agencies;
 - lever pulling meetings, and getting the word out about the program and consequences for violent gun crimes;
 - increased federal prosecutions and the corresponding harsher sentences; and
 - state court prioritization of gun crimes.

Effectiveness in Reducing Gun Possession

With regard to gun possession, we found:

- ◆ Respondents were divided, with four saying *Timezup* is “effective” and six saying “somewhat effective” in reducing gun possession in New Haven. Only one respondent said “not too effective.”
- ◆ Reasons given for being at least moderately positive about *Timezup*’s impact on gun possession were:
 - collaborative effort among participating agencies;
 - lever pulling meetings have deterred people from carrying guns;
 - likely offenders have heard about increased federal involvement, the state court is taking gun cases more seriously, and the police are putting more effort into gun cases;
 - conversations with law enforcement agencies suggest that New Haven has had fewer problems with gun possession than it had in the past and that Hartford is having now;
 - drug dealers appear to be choosing not to arm themselves thereby avoiding federal involvement;
 - probation officers have heard their clients talk about the project and express reservations about carrying a gun; and
 - defense attorneys are warning their clients about the consequences of being caught with a gun, and, unlike the past, those found in a car with a gun are now willing to tell the police whose gun it is.
- ◆ Reasons for not describing the project as more effective in reducing gun possession were:
 - still hearing a lot of gunshots;
 - the police are still seizing a lot of guns; and
 - as long as money is made by selling drugs there will be a lot of guns on the street.

3. Offender Perceptions of the Lever Pulling Meetings

As mentioned earlier, the first lever pulling meeting was held in August 1999 in the Fair Haven district. Through the end of 2001, a total of 17 meetings were held with over 425 offenders who were under supervision by the Office of Adult Probation, Board of Parole, or Department of Corrections.

To measure the offenders' perceptions of the meetings, a short self-administered survey was used. Surveys were distributed to the meeting attendees from March 2000 to February 2001. A total of 216 surveys were distributed and 129 were completed, for a completion rate of 60%.

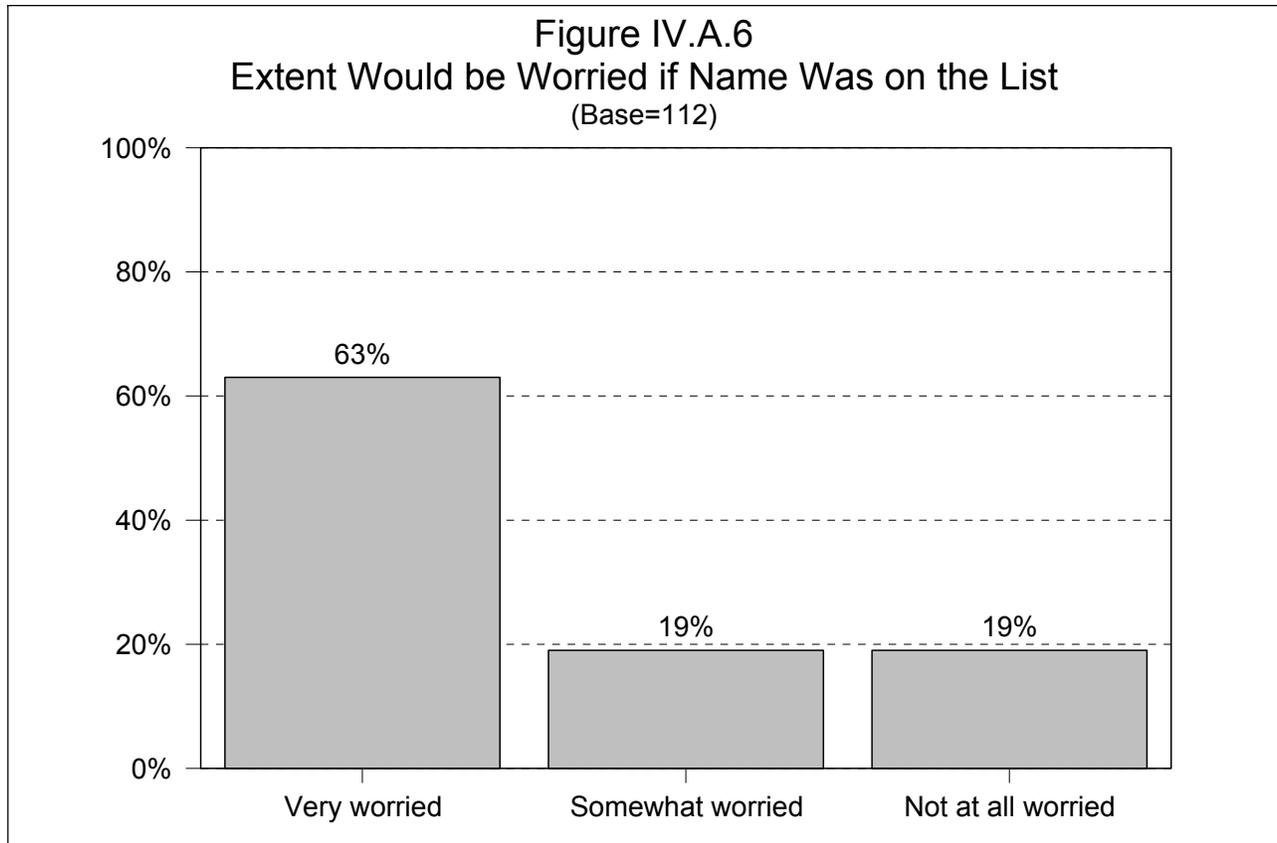
The primary goal of the lever pulling meetings was to have the meeting attendees "spread the word" about what *Timezup* is all about. To this end, the meeting attendees were asked:

- ◆ If they thought people involved with *Timezup* were serious about stopping gun crimes in New Haven or just "blowing smoke" and things will stay pretty much the same.
- ◆ Whether or not they would be nervous if they knew their name was on "the list."
- ◆ The impact they thought *Timezup* will have on violent gun crimes in New Haven.
- ◆ How likely they would be to contact any of the community services or resources presented at the meeting.
- ◆ Whether or not they told any friends or family members about the meeting.

a. Perceived Seriousness of the TimeZup Program

All 129 of the meeting attendees that completed a survey felt that *Timezup* was serious about stopping gun crime in New Haven and that they were not just blowing smoke.

The meeting attendees were also asked how worried they would be if they found out their name was on "the list." Their responses are displayed in Figure IV.A.6.

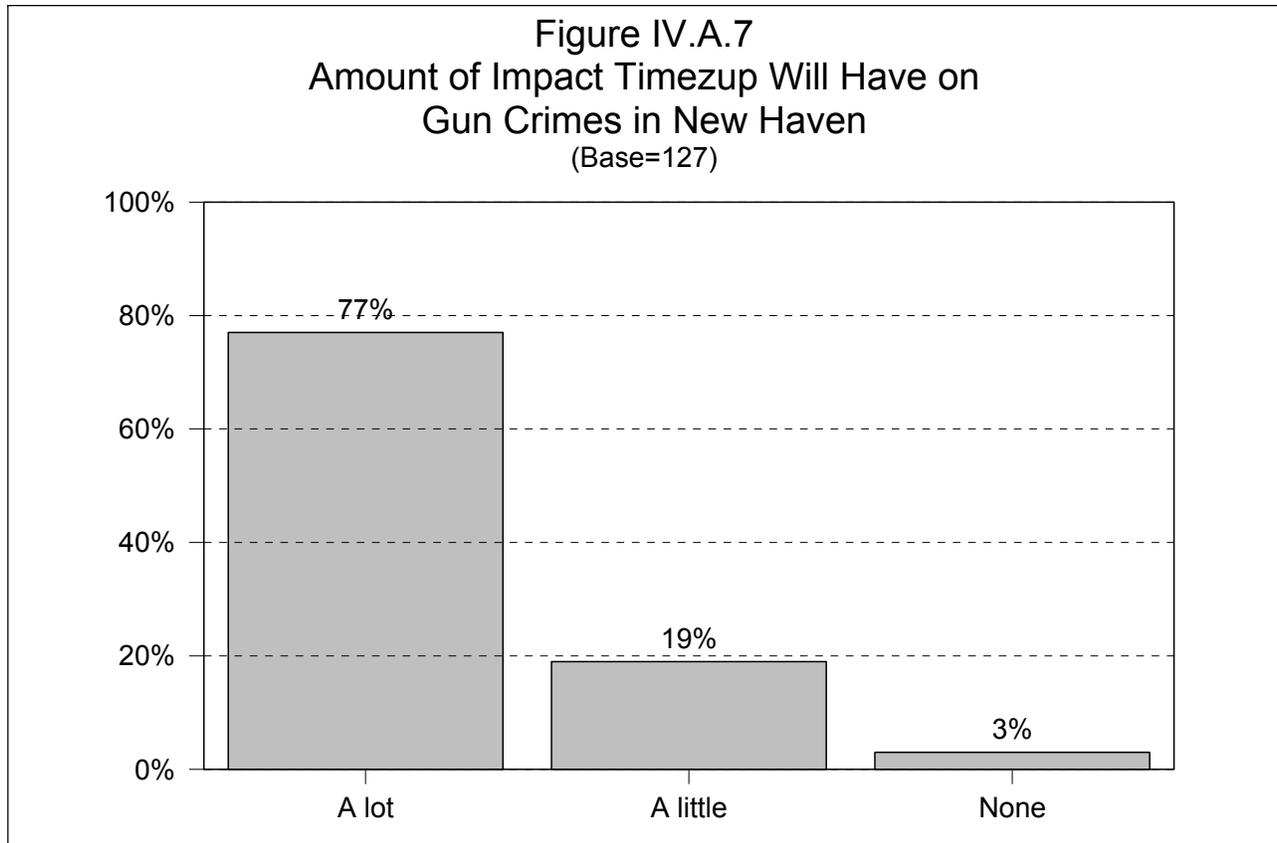


As shown in Figure IV.A.6:

- ◆ Clearly, most of the meeting attendees understood the seriousness of having their name on “the list” as almost two-thirds of the attendees said they would be “very worried” and another 19% said “somewhat worried.”
- ◆ Less than one-fifth (19%) of the meeting attendees said they would not be at all worried if their name was on the list.

b. Perceived Impact of TimeZup on Gun Crimes in New Haven

The meeting attendees were asked how much impact they felt *TimeZup* would have on gun crimes in New Haven. Their responses are displayed in Figure IV.A.7.

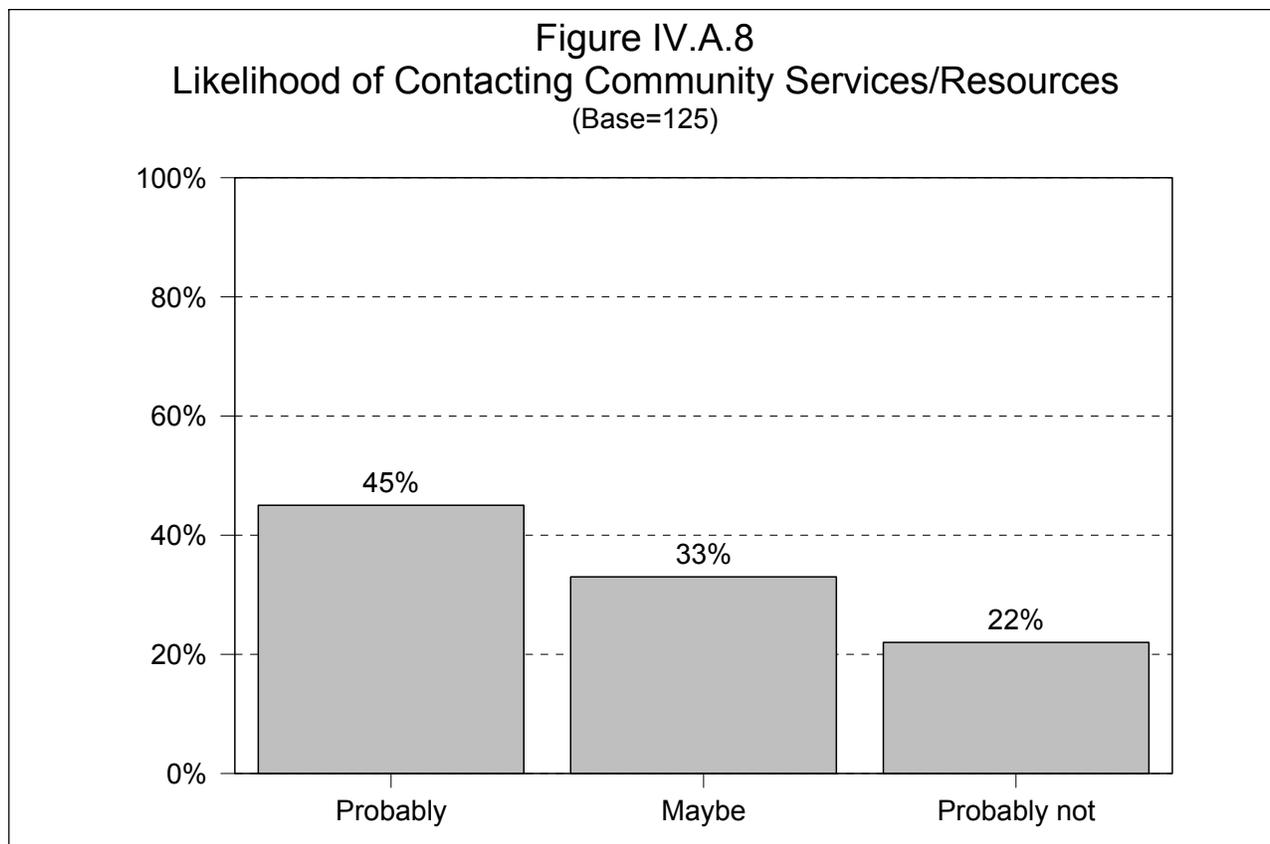


As revealed in Figure IV.A.7:

- ◆ Over three-quarters (77%) of the meeting attendees thought *Timezup* would have “a lot” of impact on gun crimes in New Haven.

c. Likelihood of Attendees Accessing Community Resources/Services

The lever pulling meeting attendees were asked how likely they would be to contact any of the community resources/services discussed at the lever pulling meeting. Their responses are displayed in Figure IV.A.8.



As shown in Figure IV.A.8:

- ◆ Almost one-half of the meeting attendees (45%) said they would “probably” contact one of the community services/resources, and another one-third (33%) said they might.

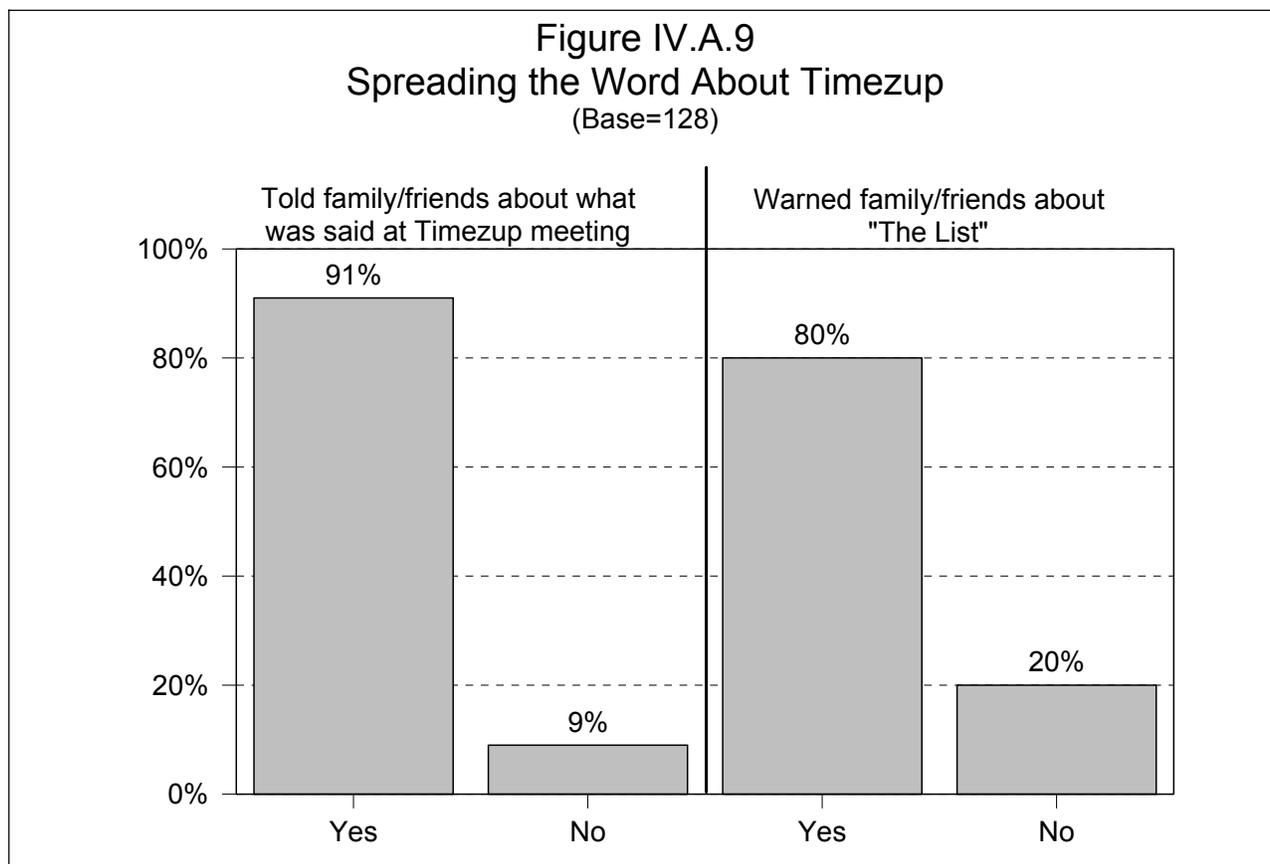
4. Lever Pulling Meeting Attendee Outcomes

The primary goal of the lever pulling meetings was to “spread the word” about *Timezup*. In addition, it was also hoped that the lever pulling meetings would impact the behaviors of those attending the meetings by warning them of the potential consequences if they are caught possessing or using a firearm.

a. Spreading the Word

To measure the degree to which the lever pulling meetings were getting the word out about the *Timezup* program, meeting attendees were asked if they had told family/friends about what was

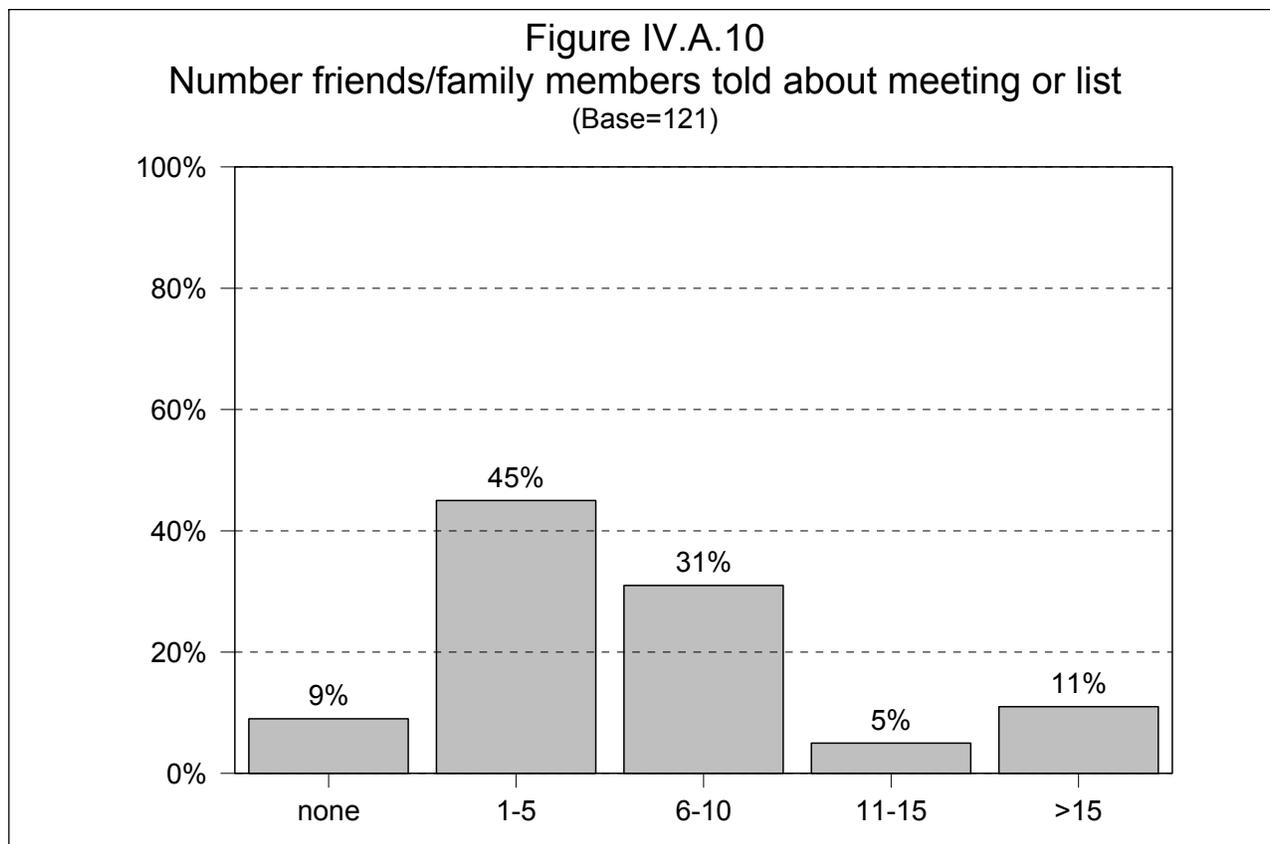
said at the *Timezup* meeting, and if they had warned family/friends about “the list.” Their responses are displayed in Figure IV.A.9.



As revealed in Figure IV.A.9:

- ◆ Almost all of the meeting attendees (91%) had told friends/family about what was said at the *Timezup* lever pulling meeting.
- ◆ 80% of the meeting attendees said they warned friends/family about “the list.”

To get an estimate of the number of people to whom the *Timezup* message had been spread, meeting attendees were asked to indicate about how many friends/family members they had told about the *Timezup* meeting (i.e., 0, 1-5 people, 6-10 people, 11-15 people, or more than 15 people). The responses are displayed in Figure IV.A.10.



As shown in Figure IV.A.10:

- ◆ 45% of the meeting attendees said they told 1-5 people about the meeting, 36% told 6-15 people, and 11% told more than 15 people.
- ◆ Using the midpoints of the ranges used on the survey, we estimate that, on average, the respondents each told 6.1 people about the lever pulling meeting. Using that average and applying it to 425 lever pulling meeting attendees, the attendees have told about 2,500 people about a lever pulling meeting.

b. Lever Pulling Meeting Attendee Violations

As offenders were told at the lever pulling meeting about the consequences of possessing a firearm, it was felt they would be less than forthcoming in answering questions about their activities following the meeting. Therefore, to gauge whether or not the lever pulling meeting had an impact on the attendees' behaviors with regard to carrying or using firearms, we gathered information from the officers who were charged with supervising the attendees. The officers

recorded, for each attendee, whether or not the meeting attendee had any violations during their supervision period (i.e., technical violation, new non-firearm offense, or new firearm offense) and the officer’s perceptions of the supervisee’s status at the end of the supervision period (i.e., satisfactory, unsatisfactory but not because of firearm-related issues, or unsatisfactory due to firearm-related issues). Data were gathered for 199 lever pulling meeting attendees who had completed their period of supervision by late 2001.

Figure IV.A.11 displays the percentage of attendees who had violations during their period of supervision.

**Figure IV.A.11
Violations During Supervision Period
(For Those No Longer Under Supervision)**

	Parole	Probation	Transitional Supervision	Total
None	62%	33%	70%	60%
Technical violation	10%	11%	28%	18%
Violation for new non-firearm offense	24%	47%	2%	19%
Violation for new firearm offense	4%	8%	0%	3%
Total	100%	100%	100%	100%
Base	78	36	83	197

As shown in Figure IV.A.11:

- ◆ Overall, 60% of the attendees that did not have any violations during their supervision. This ranged from a high of 70% for transitional supervision inmates to a low of 33% for probationers.
- ◆ The vast majority of the probationers who had a violation had a new offense for a non-firearm related offense. Only 8% of those probationers attending a lever pulling meeting had a violation for a new firearm offense during their period of supervision.
- ◆ While most parolees and transitional supervision inmates did not have a violation, parolees who violated were more likely to commit a new non-firearm offense and transitional supervision inmates were more likely to have a technical violation.

Figure IV.A.12 displays the supervising officers’ assessment of their supervisees at the time the supervision period ended.

Figure IV.A.12
Supervising Officers' Perception of 'Status' at Discharge
(For Those No Longer Under Supervision)

	Parole	Probation	Transitional Supervision	Total
Satisfactory	59%	31%	69%	58%
Unsatisfactory, not firearm related	34%	58%	31%	37%
Unsatisfactory, firearm related	4%	8%	0%	3%
Firearm homicide victim	3%	3%	0%	2%
Total	100%	100%	100%	100%
Base	79	36	84	199

As shown in Figure IV.A.12:

- ◆ The percentage of supervising officers who said their supervisees were “satisfactory” at the completion of their supervision was similar to the percentage of supervisees who did not have any violations.
- ◆ Across supervising agency, about 60% of the lever pulling meeting attendees ended their supervision period satisfactorily. The percentage rated satisfactory ranged from a high of 69% for transitional supervision to a low of 31% for probation.
- ◆ Across the agencies, only 3% of the supervisees were rated as “unsatisfactory” by their supervising officer due to firearm related issues.
- ◆ Three people who attended a lever pulling meeting were victims of a firearm homicide (two were on parole and one on probation) as of December 2001.

c. Lever Pulling Meeting Attendee Success Rates

To enable a better understanding of the outcomes discussed above, the three supervising agencies were asked for their best estimates of what percentage of their agencies’ supervisees successfully complete their period of supervision.

It is important to note that the estimates provided by the agencies were typically for their supervisees overall and that those supervisees who were required to attend a lever pulling meeting were often viewed as higher risk supervisees. Therefore, one might expect the success rate of those attending a lever pulling to be somewhat lower than the success rate of all people under supervision. Keeping this in mind, indications are that the lever pulling meetings are having a positive impact on the behaviors of supervisees who attend a lever pulling meeting.

Using 1997 data, the Board of Parole estimated that 57% of the parolees completed their parole without any violations. The percentage of parolees who had attended a lever pulling meeting that completed their parole without a violation was 62%, slightly higher than the overall estimate provided by the Board of Parole.

The Office of Adult Probation indicated that their success rates have wide variation depending on the assessed “risk level” for the person on probation. The success rates range from a high of 80% - 90% for low risk probationers to a low of 20% success for high-risk probationers. While the risk levels of probationers who attended a lever pulling meeting were not gathered for this assessment, probation officers indicated that the probationers asked to attend a lever pulling meeting were their “higher risk” supervisees. The outcome assessment reveals that about 30% of the probationers who attended a lever pulling meeting “successfully” completed their probation (i.e., no violations or rated by their probation officer as “satisfactory” at discharge), somewhat higher than the 20% success rate for “high risk” probationers.

By comparison, the Department of Corrections had a 57% success rate overall for New Haven inmates who were on transitional supervision in 2001. The *TimeZup* outcome assessment indicates that 70% of the inmates on transitional supervision in New Haven who attended a lever pulling meeting were successful (i.e., no violations or rated by their probation officer as “satisfactory” at discharge).

5. Impact on Gun Offender Prosecution

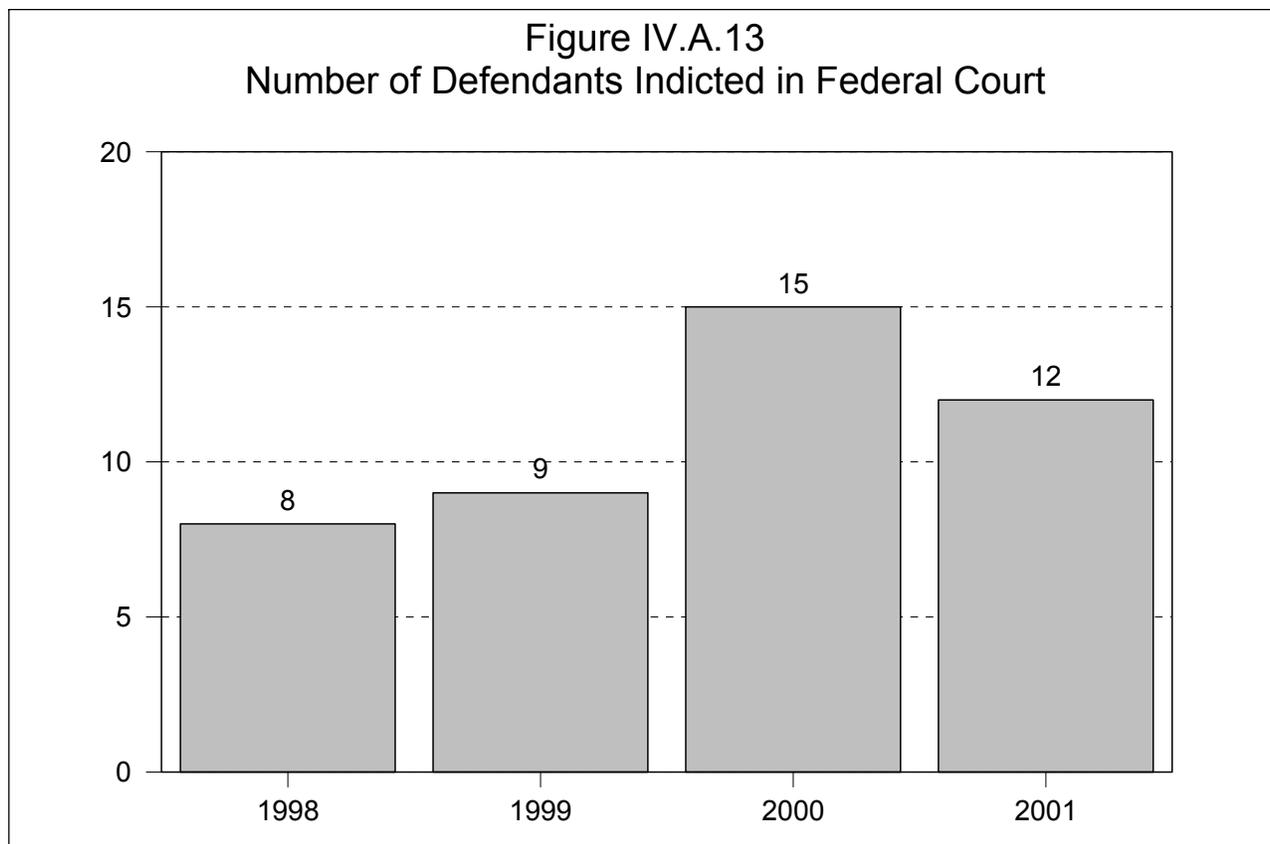
a. Federal Court

As discussed earlier, one of the strategies implemented by *Timezup* was the increased federal prosecution of firearm offenses in New Haven.⁵

The first eight cases were indicted in federal court in November 1998. One of these eight cases became *Timezup*'s "poster child." The New Haven Police Department was trying to serve a warrant to the defendant and a car chase ensued. Eventually, the defendant ditched his car and a foot chase began. During the foot chase the defendant threw his gun into a nearby swampy area. The police were not able to recover the gun. However, the defendant was captured with two bullets in his pocket. The federal statute for possession by a prohibited person includes ammunition. The defendant was subsequently indicted and found guilty in federal court. He received a sentence of 10 years. This case is still discussed at the lever pulling meetings—10 years for 2 bullets. It has quite an impact on the audience.

Figure IV.A.13 below shows the number of defendants indicted in federal court from 1998-2001.

⁵ Based on information provided by the U.S. Attorney's Office it is estimated that prior to *TimeZup*, about ten firearm offenders from New Haven were prosecuted by the office per year.



As shown in Figure IV.A.13:

- ◆ A total of 44 defendants from the city of New Haven have been indicted from 1998-2001.
- ◆ To increase the initial impact of the federal prosecution of gun cases in New Haven, the initial eight defendants were all indicted in November 1998. These cases were publicized at a press conference held by the U.S. Attorney on November 24, 1998.
- ◆ In 1999 there were a similar number of cases as there had been in 1998. It was during this timeframe that the *Timezup* partners worked diligently to thoroughly research the nature of the gun problem in New Haven, select strategic interventions, and develop plans to implement the interventions.
- ◆ Over a dozen defendants were indicted in federal court in 2000 and again in 2001.

Of the 44 defendants indicted in 1998-2001:

- ◆ 33 have pled guilty;
- ◆ 5 went to trial and were found guilty;
- ◆ 2 were acquitted;
- ◆ 2 were dismissed as the state court obtained a guilty plea for the same offenses the defendants that had been indicted for in federal court; and
- ◆ 2 of the 2001 defendants were not disposed as of the writing of this report.

Thirty-five of the 38 defendants that were guilty have been sentenced. One of the defendants received probation. Thirty-four of the defendants received prison time. The federal prison sentences received are displayed in Figure IV.A.14.

Figure IV.A.14
Length of Federal Sentences
(For those receiving prison time)

Average	7.4 years
Up to 3 years	21%
More than 3 years to 5 years	21%
More than 5 years to 8 years	35%
More than 8 years	23%
Total	100%
Base	34

As shown in Figure IV.A.14:

- ◆ The average sentence was almost seven and one-half years (89 months)⁶.
- ◆ About three-fifths (58%) of the defendants received sentences longer than 5 years.

⁶ One defendant received a life sentence. For the purposes of a calculating the average, we used an estimate of 40 years.

Additionally, the analysis of the federal court data showed:

- ◆ the sentences ranged from four months to a life sentence;
- ◆ three of the 34 defendants were charged as “armed career criminals” and received substantial sentences (i.e., a life sentence, 235 months, and 180 months); and
- ◆ most defendants received three years of supervision following their prison sentence.

b. State Court

As part of their contribution to the *TimeZup* effort, the state court undertook efforts to ensure cases did not “slip through the cracks” and maximize defendants’ sentences in state court. Additionally, by utilizing the federal court on cases where they could get longer sentences, it was expected that defendants remaining in state court would be more likely to plead guilty and do so more quickly to avoid federal prosecution.

Data were manually abstracted from state court case files to determine the sentences received in state court, and the length of time from arrest to disposition. Data were abstracted from cases stored in the “gun case file cabinet.” This cabinet was to include all firearm cases prosecuted in state court since late 1998.⁷ Data were abstracted for a total of 156 defendants who had a firearm case prosecuted in state court 1998-2001.⁸

Data were abstracted on the dispositions for 145 of the 156 firearm cases. The final case dispositions were as follows:

- ◆ 70% got prison time (not suspended);

⁷ Following the completion of the abstraction of the cases, it was learned that cases that were still open were not filed in the “gun case” storage area. Therefore, defendants with an open firearm case in December 2001 are not included in this analysis.

⁸ Data were abstracted for 3 cases disposed in 1998, 50 cases disposed in 1999, 72 cases disposed in 2000, and 31 cases disposed in 2001. It is likely that some unknown percentage of the firearm cases that were processed in 1998-2001 were not filed in the firearm case storage area. This makes it impossible to estimate the impact *TimeZup* has had on the volume of firearm cases in state court.

- ◆ 19% got suspended prison time;
- ◆ 7% were nolle;
- ◆ 2% were dismissed; and
- ◆ 2% had miscellaneous dispositions.

The prison sentences received by the 130 defendants who received prison time are displayed in Figure IV.A.15. The “total sentenced prison time” indicates the total prison time sentenced. The “effective prison time” represents the total sentenced prison time minus the prison time that was suspended by the Judge.

Figure IV.A.15
Length of State Sentences
(For those receiving prison time)

	Total Sentenced Prison Time	Effective Prison Time
Average	4.6 years	2 years
Entire sentence suspended	-	22%
Up to 3 years	30%	59%
More than 3 years to 5 years	49%	12%
More than 5 years to 8 years	15%	6%
More than 8 years	6%	1%
Total	100%	100%
Base	130	130

As displayed in Figure IV.A.15:

- ◆ Those state court defendants that received prison time received an average sentence of just over four and one-half years. However, many defendants had a portion of their sentence suspended. Due to suspended prison time, the effective prison sentence drops to an average of two years, less than one-half of the total sentenced prison time.
- ◆ While 70% of the state court defendants received more than three year sentences, only 19% were to serve more than three years due to suspended time on their sentences.

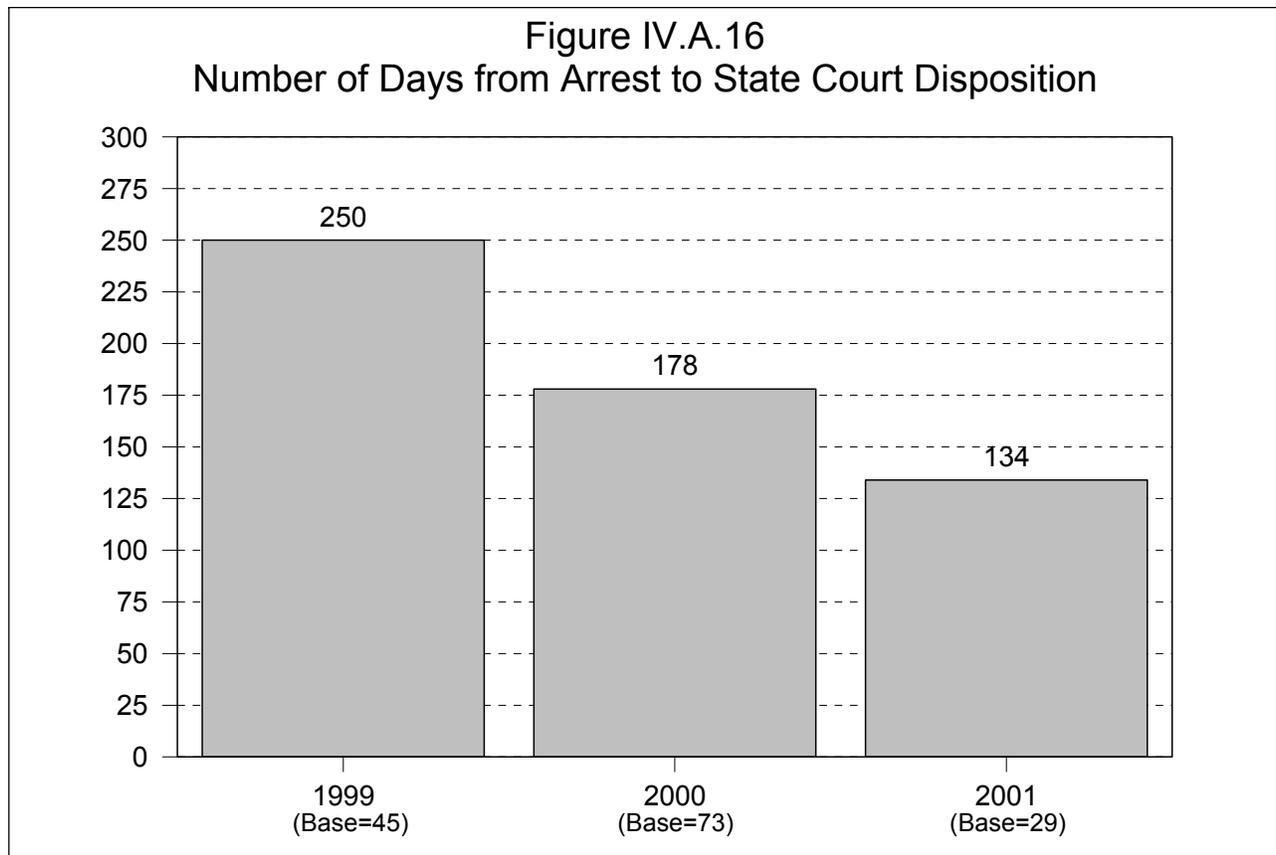
Additional analysis of the state court sentencing data revealed that:

- ◆ The sentenced prison time ranged from six months to 12 years. The amount of prison time to be served ranged from two months to eight and one-half years.
- ◆ The majority of the 130 defendants received probation or special parole following their prison sentences. Eighty-eight (88) defendants received probation periods that ranged from 3-48 months, with the majority of the defendants receiving three years probation. Twenty-one (21) defendants received special parole periods that ranged from 24-120 months, with most receiving 30-36 months of special parole.

The data abstracted on the state court firearm cases did not indicate whether a defendant pleaded guilty or was convicted after trial. Therefore, we are not able to directly address whether or not state court defendants were more likely to plead guilty to avoid the possibility of federal prosecution. However, we were able to abstract the date of arrest and the date of the court disposition. Based on the assumption that a case that is pled out is disposed quicker than a case that goes to trial, we analyzed the number of days from arrest to disposition for the state court firearm cases. The results are displayed in Figure IV.A.16 (see page 40).

As displayed in Figure IV.A.16:

- ◆ The number of days from arrest to disposition has decreased significantly from 1999 to 2001. The firearm cases referred to court in 1999 averaged 250 days from arrest to disposition, 2000 cases averaged 178 days, and 2001 cases averaged 134 days.



6. Impact on List Offenders

In an effort to be more proactive in trying to stop gun violence, *Timezup* developed a list of people in New Haven who were thought to be those that were most involved in gun-related crime in the city. The goal of the list was to enhance the *Timezup* agencies' abilities to focus on the individuals in New Haven whose removal from the city would have the greatest impact on making the streets of New Haven safer. The first meeting to discuss possible "list" people was held in the Fair Haven police substation in June 1999.

To measure how successful *Timezup* has been in getting those thought to be involved with guns off the street, data were sought to determine the status of those on the list as of October 31, 2001.

A total of 182 people were on the list at some point between June 1999 and October 2001 (51 people were added in 1999, 61 people in 2000, and 70 people in 2001). Of the 182 people, data were obtained for 152.

Figure IV.A.17
Status of List Offenders
(as of October 31, 2001)

On the street (out on bond, on probation, not supervised)	36%
Incarcerated on bond	21%
Serving prison sentence	42%
Deceased*	1%
Total	100%
Base	152

* Two offenders were firearm homicide victims (one in 2000 and one in 2001).

As displayed in Figure IV.A.17:

- ◆ Almost two-thirds of the list offenders were “off the street” as of October 31, 2001, 42% were incarcerated as part of a prison sentence and 21% were incarcerated pretrial.
- ◆ Just over one-third of the offenders were “on the street.” This includes those out on bond, on probation, or on the street without any supervision.
- ◆ Two people who were on the list were victims of a firearm homicide prior to October 31, 2001.

Additional analysis of the data gathered on the list offenders showed:

- ◆ Of the 124 offenders for which new arrest information was available, about one-third had been arrested for a firearm charge.
- ◆ Case disposition was known for 78 of the offenders (two federal prosecutions and 76 state prosecutions). Of the 78 offenders, 83% got prison time for their new case.
- ◆ The two list offenders prosecuted in federal court for firearm offenses received sentences of 63 and 92 months, resulting in an average of 78 months.
- ◆ The list offenders prosecuted in state court for firearm offenses that received prison sentences averaged about 3½ year sentences (ranging from 1 ½ to 92 months). The list offenders prosecuted in state court for non-firearm charges that received prison sentences averaged 3 year sentences (ranging from 1 to 108 months).

B. *Timezup* Impact on Public Fear

A second major goal of the *Timezup* program was to improve community residents' "quality of life" by reducing public fear of being victimized by crime and guns. Thus, not only did the core group want to improve actual public safety in New Haven, but members also wanted residents of New Haven to feel safer in the city, in general, and in their neighborhoods, in particular.

To measure the impact of *Timezup* on public fear, Spectrum Associates conducted a baseline survey in the fall of 1998 with 600 New Haven residents on their feelings about New Haven and repeated the survey with 250 New Haven residents in the fall of 2001. For both surveys: respondents were randomly surveyed from listed telephone numbers; all respondents were 18+ years of age; individuals with someone in the household working in law enforcement or for the city were excluded; and respondent demographics reflect the demographics of the city's resident population.

Spectrum Associates contrasted 2001 to 1998 responses on New Haven residents':

- ◆ perceptions of the city of New Haven (e.g., overall feeling, specific concerns, fear of crime);
- ◆ perceptions of their neighborhood (e.g., overall feeling, specific concerns, fear of crime);
- ◆ having been victimized or heard gunshots in the past year; and
- ◆ perceptions of the criminal justice system's effectiveness in responding to gun possession and gun violence in New Haven.

In addition, the 2001 survey included questions to determine residents' familiarity with and perceptions of the *Timezup* program.

Where it was appropriate analyses were conducted to determine if there were differences by whether or not the respondent lived in a district being focused upon by *Timezup*. Any important findings from these analyses are interspersed within the various sections below.

1. *Perceptions of New Haven*

Respondents in 1998 and 2001 were asked a series of questions to determine their impressions of the city of New Haven. Specifically, they were asked:

- ◆ their overall perception of New Haven, and how satisfied they were with the quality of life in New Haven;
- ◆ the extent to which New Haven experienced eight different problems, and which of these concerns posed the most severe problem for the city of New Haven;
- ◆ how fearful they were of crime, in general, and street crime, in particular, in the city of New Haven; and
- ◆ whether they were more or less fearful of gun crime in New Haven now than two years ago (asked of 2001 respondents only).

a. Overall Perceptions and Satisfaction with Quality of Life

Figure IV.B.1 displays respondents' feelings about New Haven.

**Figure IV.B.1
Feelings About New Haven**

		2001	1998
Overall Perception*	Very Positive	12%	5%
	Positive	74%	61%
	Negative	12%	29%
	Very Negative	2%	5%
	Total	100%	100%
	Base	242	571
Satisfaction with Quality of Life*	Very Satisfied	14%	5%
	Satisfied	67%	59%
	Dissatisfied	17%	29%
	Very Dissatisfied	2%	7%
	Total	100%	100%
	Base	247	592

* The differences between 2001 and 1998 are statistically significant at the .05 level.

As shown in Figure IV.B.1:

- ◆ New Haven residents were much more favorable about the city in 2001 than they were in 1998.
- ◆ Specifically, we found respondents were significantly more likely to say:
 - their overall perception about New Haven was positive (12% vs. 5% “very positive,” and 86% vs. 66% “very” or “somewhat” positive); and
 - they were satisfied with the quality of life in New Haven (14% vs. 5% “very satisfied,” and 81% vs. 64% “very” or “somewhat” satisfied).

b. Perceived Problems Facing New Haven

Figure IV.B.2 displays the extent to which respondents described possible concerns as a problem facing New Haven.

**Figure IV.B.2
Concerns About New Haven**

	2001 (Base=208-244)			1998 (Base=488-592)		
	Major Problem	Minor Problem	Not a Problem	Major Problem	Minor Problem	Not a Problem
Illegal Drug Use	79%	18%	4%	82%	15%	3%
Violent Crime Committed with Guns*	60%	35%	5%	71%	26%	3%
Rundown or Neglected Buildings*	60%	31%	9%	67%	28%	5%
Youth Gangs*	36%	43%	21%	50%	40%	10%
Quality of the New Haven's Schools*	34%	35%	31%	47%	35%	17%
Homeless Sleeping on Sidewalks or Benches*	30%	53%	17%	43%	46%	11%
Prostitution*	31%	49%	20%	40%	46%	14%
Public Transportation	14%	35%	51%	13%	38%	48%

* The differences between 2001 and 1998 are statistically significant at the .05 level.

As revealed in Figure IV.B.2:

- ◆ For the most part, fewer 2001 than 1998 respondents described these issues as “major problems” facing the city, including:
 - two important crime concerns (i.e., violent crimes committed with guns, 60% vs. 71%; and youth gangs, 36% vs. 50%); and
 - several quality of life concerns (e.g., homeless people sleeping on benches, 30% vs. 43%; and prostitution, 31% vs. 40%).
- ◆ One important area of concern where little progress was made was illegal drug use (79% vs. 82% saying “major problem”).
- ◆ The data were analyzed to determine if there were any differences in responses for *Timezup* districts vs. other New Haven districts. We found:
 - When comparing 2001 to 1998, there was a larger decrease in the percentage of respondents from the *Timezup* districts that said violent crimes committed with guns is a “major problem” for New Haven than there was for the districts not being focused upon by *Timezup* (*Timezup* districts, 73% vs. 59%, and other New Haven districts, 68% vs. 62%).

Figure IV.B.3 displays the concern described as the most severe problem faced by New Haven.

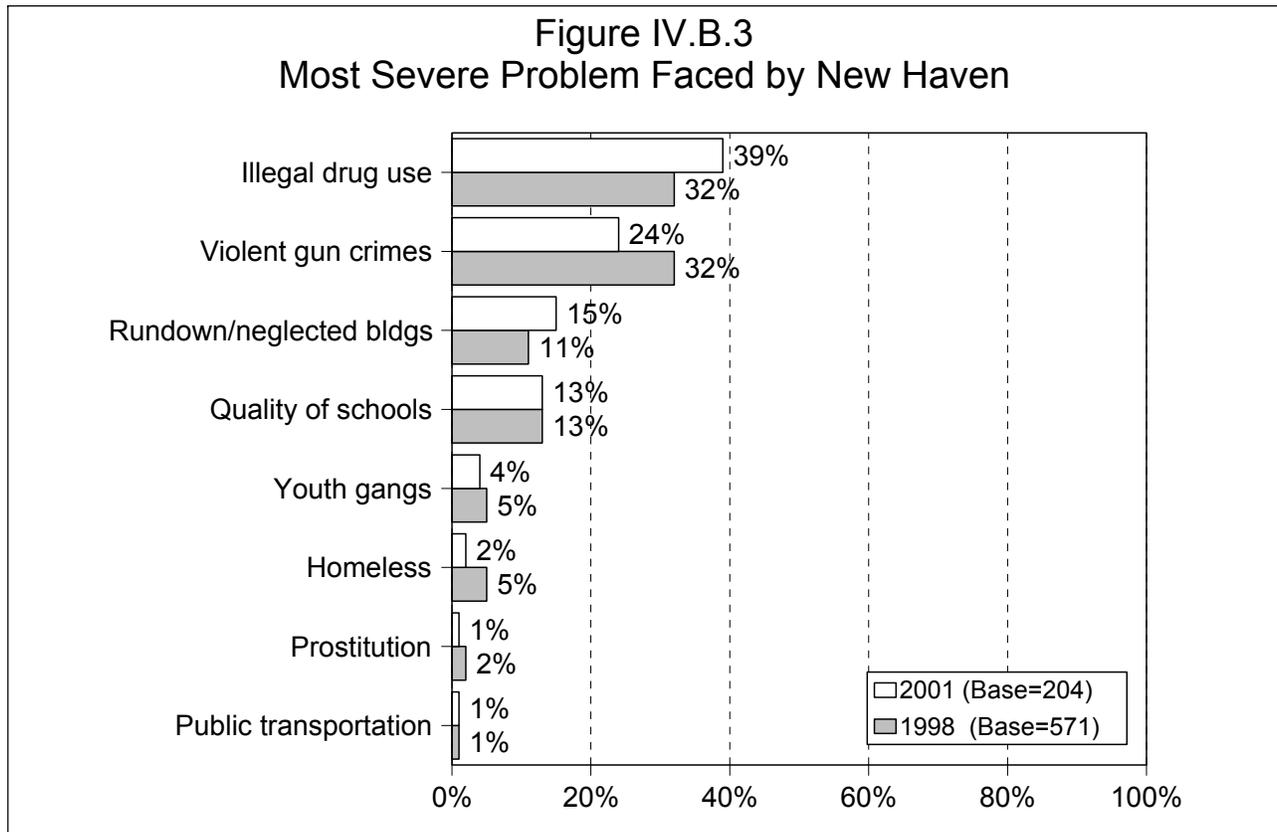


Figure IV.B.3 reveals:

- ◆ The percentage describing violent gun crimes as the most severe problem dropped from about one-third (32%) in 1998 to about one-fourth (24%) in 2001.

c. Fear of Crime in New Haven

Figure IV.B.4 displays respondents' level of fear of crime in New Haven, including both crime in general and street crime.

**Figure IV.B.4
Fear of Crime in New Haven**

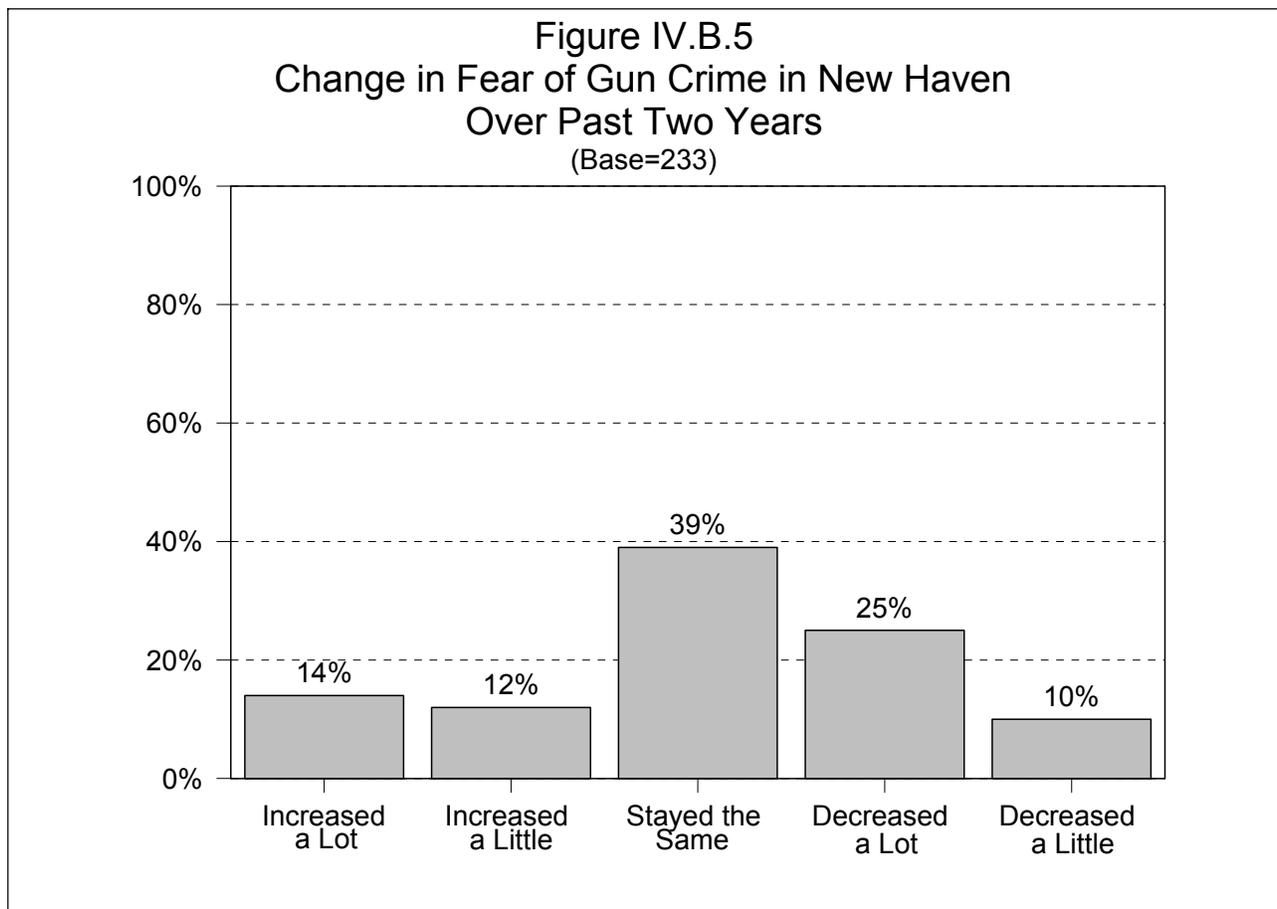
		2001	1998
How Fearful of Crime in New Haven	Very Fearful	14%	19%
	Somewhat Fearful	36%	36%
	Not Too Fearful	37%	32%
	Not at all Fearful	14%	12%
	Total	100%	100%
	Base	250	599
Extent Fearful of Being Victimized by Street Crime in New Haven	Very Fearful	8%	16%
	Somewhat Fearful	37%	35%
	Not Too Fearful	41%	35%
	Not at all Fearful	13%	14%
	Total	100%	100%
	Base	247	598
Type of Crime Most Fearful of (Male)	Being Robbed	21%	25%
	Being Threatened or Shot by Someone with a Gun	16%	13%
	Being Physically Assaulted by Someone, no Gun	3%	4%
	Not too/at all fearful of street crime	60%	59%
	Total	100%	100%
	Base	243	577
Type of Crime Most Fearful of (Female)	Being Robbed	27%	24%
	Being Sexually Assaulted	5%	5%
	Being Threatened or Shot by Someone with a Gun	13%	20%
	Being Physically Assaulted by Someone, no Gun	3%	7%
	Not too/at all fearful of street crime	52%	44%
	Total	100%	100%
Base	243	577	

As shown in Figure IV.B.4:

- ◆ Although the differences were not statistically significant, 2001 respondents were slightly less likely to be “very fearful” of crime in New Haven than were respondents in 1998 (14% vs. 19%) and were more likely to say they were “not too” or “not at all” fearful (51% vs. 44%).

- ◆ 2001 respondents were significantly less likely than 1998 respondents to be “very fearful” of being victimized by a street crime in New Haven (8% vs. 16%).
- ◆ Females were less fearful of being a victim of gun crime in 2001 than they were in 1998 (13% vs. 20% said it was the type of crime they feared the most).

Figure IV.B.5 displays 2001 responses to a direct question on whether their fear of gun crime in New Haven had increased or decreased over the past two years.



As shown in Figure IV.B.5:

- ◆ More respondents said their fear had decreased (35%) than said it increased (26%).
- ◆ About two-fifths (39%) said their level of fear of gun crime had stayed the same.

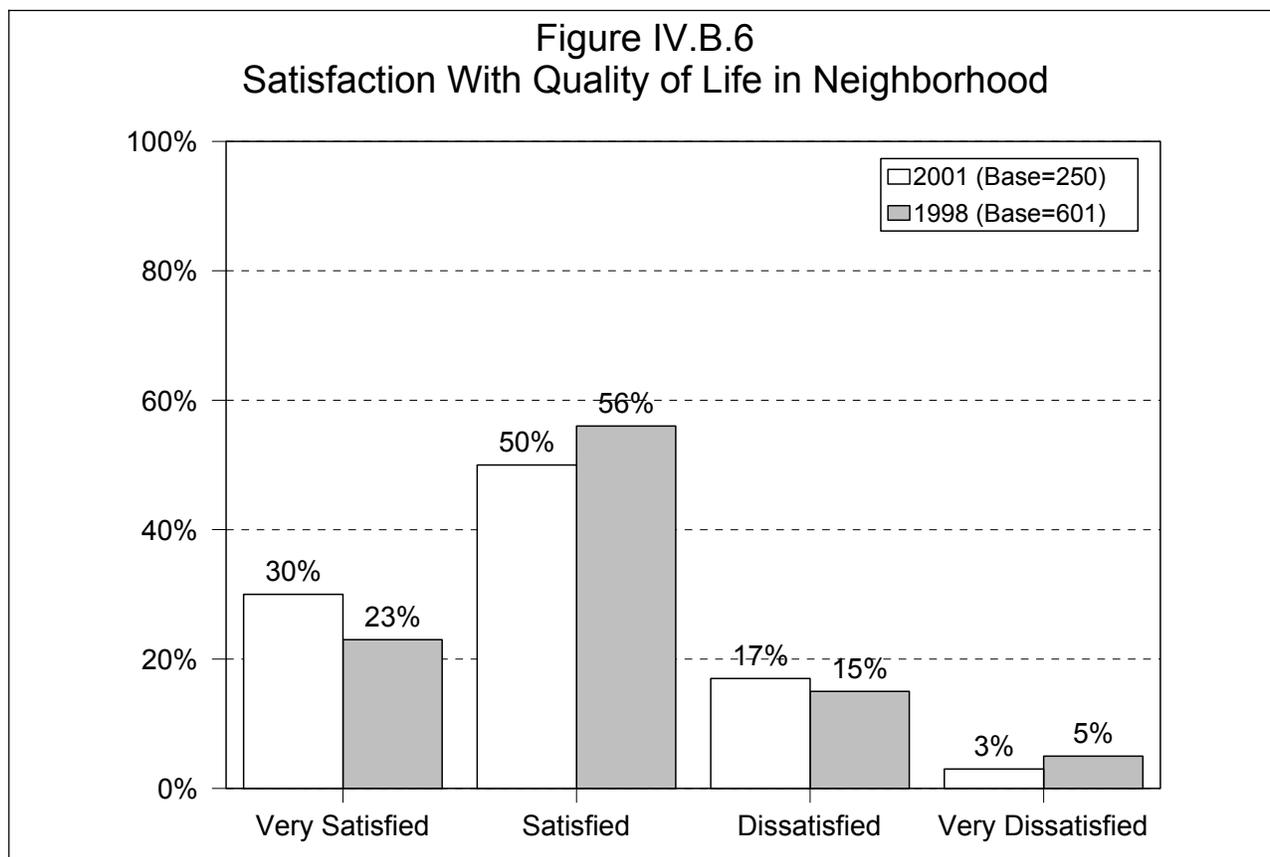
2. Perceptions of Their Neighborhood

Respondents in 1998 and 2001 were asked a series of questions to determine their impressions of their neighborhood. Specifically, they were asked:

- ◆ how satisfied they were with the quality of life in their neighborhood;
- ◆ whether or not 15 different activities/conditions existed in their neighborhood, and which one most caused them to feel unsafe in their neighborhood;
- ◆ how fearful they were of crime in their neighborhood; and
- ◆ whether they were more or less fearful of gun crime in their neighborhood now than two years ago (asked of 2001 respondents only).

a. Satisfaction with Quality of Life

Figure IV.B.6 displays respondents' satisfaction with the quality of life in their neighborhood.



As shown in Figure IV.B.6:

- ◆ Respondents were somewhat (though not significantly) more likely to say they were “very satisfied” with the quality of life in their neighborhood in 2001 than in 1998 (30% vs. 23%).

b. Activities/Conditions That Exist in Neighborhood

Figure IV.B.7 displays the percentage of respondents saying each activity or condition exists in their neighborhood.

**Figure IV.B. 7
Activities/Conditions That Exist in Neighborhood**

	2001 (Base=210-250)	1998 (Base=473-598)
People Loitering or Hanging Out	50%	47%
Rundown/Neglected Buildings	48%	41%
Public Drinking and Drug Use	42%	45%
Public Drug Sales	42%	42%
Trash	40%	42%
Kids Skipping School	40%	40%
People Carrying or Using Guns	38%	38%
Abandoned Cars/Buildings	38%	34%
Vandalism or Graffiti	34%	36%
Poor Lighting	30%	33%
Empty Lots	30%	31%
Begging*	26%	35%
Prostitution	25%	22%
Homeless People Sleeping on Streets or Benches*	11%	17%

* The differences between 2001 and 1998 are statistically significant at the .05 level.

As revealed in Figure IV.B.7:

- ◆ Responses were typically very similar in 2001 to those in 1998.

- ◆ The only significant differences were that 2001 respondents were less likely to say there was begging in their neighborhood (26% vs. 35%) and homeless people sleeping on the streets or benches (11% vs. 17%).
- ◆ The percentage saying there were people carrying guns in the neighborhood was exactly the same both years (38%), as was the percentage saying there were public drug sales (42%).

The data were analyzed to determine if there were any differences by whether or not the respondent resided in a district on which *Timezup* was focused and the respondents' perceptions of whether or not public drug sales and people carrying or using guns were activities present in their neighborhood. These analyses revealed the following:

- ◆ Respondents from *Timezup* districts were more likely than respondents from non-*Timezup* districts to say that people in their neighborhood were carrying or using guns and there were public drug sales in their neighborhood.

Those respondents who said at least one of the activities/conditions was present in their neighborhood were asked which one most caused them to feel less safe in their neighborhood. Figure IV.B.8 (see page 52) displays the activity/condition that respondents said most causes them to feel less safe in their neighborhood.

As shown in Figure IV.B.8:

- ◆ The percentage of the respondents who said people carrying or using guns remained about the same (21% vs. 23%), while the percentage who said public drug sales increased (29% vs. 18%).

**Figure IV.B.8
Activity/Condition Most Causing Residents to Feel
Less Safe in Neighborhood**

	2001	1998
Public Drug Sales	29%	18%
People Carrying/Using Guns	21%	23%
Public Drinking/Drug Use	15%	12%
Poor Lighting	9%	11%
People Loitering or Hanging Out	8%	14%
Rundown/Neglected Buildings	4%	6%
Vandalism/Graffiti	4%	4%
Abandoned Cars/Buildings	3%	4%
Empty Lots	3%	1%
Prostitution	3%	1%
Trash	3%	0%
Homeless People Sleeping on Streets/Benches	1%	0%
Begging	0%	3%
Kids Skipping School	0%	1%
Total	100%	100%
Base	80	237

c. Fear of Crime in the Neighborhood

Figure IV.B.9 displays respondents' level of fear of crime in their neighborhood, and the extent to which 2001 respondents feel their fear of gun crime has increased or decreased over the past two years.

**Figure IV.B.9
Fear of Crime in Neighborhood**

		2001	1998
Extent Fearful of Crime in Neighborhood	Very Fearful	6%	7%
	Somewhat Fearful	34%	40%
	Not Too Fearful	36%	31%
	Not at all Fearful	24%	23%
	Total	100%	100%
	Base	249	600
Change in Fear of Gun Crime in Neighborhood Over Two Years	Increased a Lot	8%	-
	Increased a Little	10%	-
	Stayed the Same	51%	-
	Decreased a Little	16%	-
	Decreased a Lot	15%	-
	Total	100%	-
	Base	233	-

As revealed in Figure IV.B.9:

- ◆ Although the differences were not statistically significant, 2001 respondents were less likely to be “very” or “somewhat” fearful of crime in their neighborhood than were 1998 respondents (40% vs. 47%).
- ◆ 2001 respondents were considerably more likely to say their fear of gun crime in their neighborhood has decreased than to say it had increased (31% vs. 18%).

The data were analyzed to determine if there were any differences by whether or not the respondent resided in a district on which *Timezup* is focused and the respondents’ perceptions crime in their neighborhood. These analyses revealed the following.

- ◆ Respondents residing in a *Timezup* district were more likely than non-*Timezup* district respondents to say their fear of gun crime in the neighborhood has increased over the last two years.

3. Perceived Effectiveness of the Criminal Justice System

In its effort to reduce public fear, it was hoped that an effective *Timezup* program would cause residents to believe the criminal justice system in New Haven improved its effectiveness in bringing to justice those individuals engaged in gun possession and gun violence. Respondents in 1998 and 2001 were asked to estimate: (a) the percentage of offenders in New Haven who are arrested for burglary, sexual assault, illegal gun possession, and violent gun crime; and (b) the percentage of those arrested who serve time for these offenses. Responses are displayed in Figure IV.B.10.

**Figure IV.B.10
Perceived Effectiveness of Criminal Justice System in New Haven in
Arresting and Locking Up Offenders**

		2001	1998	Difference*
Estimated Percentage of Offenders in New Haven Arrested				
Burglary	Mean	39.5%	33.5%	+17.9%
	Base	212	503	
Sexual Assault	Mean	45.6%	37.0%	+23.2%
	Base	204	487	
Illegal Gun Possession	Mean	33.9%	28.9%	+17.3%
	Base	212	508	
Violent Gun Crime	Mean	55.9%	46.4%	+20.5%
	Base	218	508	
Estimated Percentage of Arrestees Who Serve Time				
Burglary	Mean	42.1%	33.8%	+24.6%
	Base	218	503	
Sexual Assault	Mean	52.7%	42.0%	+25.5%
	Base	220	497	
Illegal Gun Possession	Mean	46.1%	34.2%	+34.8%
	Base	219	500	
Violent Gun Crime	Mean	64.1%	52.5%	+22.1%
	Base	226	506	

* All of the differences between 1998 and 2001 are statistically significant at the .05 level.

As revealed in Figure IV.B.10:

- ◆ 2001 respondents estimated a significantly greater percentage of offenders being held accountable (arrested and serving time) for all four types of offenses than did 1998 respondents.
- ◆ The largest increase was for the percentage of people who are arrested for illegal gun possession who will serve time for the crime (34.8% increase).
- ◆ For gun possession, the percentage estimated for being arrested increased from 28.9% to 33.9% (17.3% increase) and the percentage of those arrested thought to be serving time increased from 34.2% to 46.1% (34.8% increase). Thus, the estimated overall percentage of those committing the offense that serves time increased from 9.9% to 15.6% (57.6% increase).
- ◆ For violent gun crimes, the percentage estimated for those arrested increased from 46.4% to 55.9% (20.5% increase) and the percentage of those arrested thought to be serving time increased from 52.5% to 64.1% (22.1% increase). Thus, the estimated overall percentage of those committing the offense that serves time increased from 24.4% to 35.8% (46.7% increase).

When examining the differences by respondents who live in a *Timezup* district vs. other districts, those in the *Timezup* districts indicated that a higher percentage of those arrested for gun possession or a violent gun crime were more likely to serve time for their crime (illegal gun possession, *Timezup* district 49.8% vs. non-*Timezup* district 39.5%; and violent gun crime, *Timezup* district 67.7% vs. non-*Timezup* district 57.4%).

4. *Victimization and Hearing of Gunshots*

a. *Victimization*

Respondents were asked if, within the past 12 months, they or anyone in their household had been a victim of crime: (a) where the offender confronted or physically harmed them (e.g., assault, mugging, sexual assault, armed robbery, carjacking); or (b) that occurred without the criminal confronting the victim (e.g., vandalism, burglary of the home, auto theft). Responses are displayed in Figure IV.B.11.

**Figure IV.B.11
Victimization in Past 12 Months**

	2001	1998
Base	249	582
Respondent or Household Member Victim of Crime Where Confronted or Physically Harmed by Offender	5%	6%
Respondent or Household Member Victim of Crime w/o Being Physically Confronted	14%	18%
Respondent or Household Member Victim of Either Type of Crime	18%	22%

As revealed in Figure IV.B.11:

- ◆ In 2001, 18% of the respondents had experienced some form of victimization. This is slightly less than the 22% reporting victimization in 1998.
- ◆ There was a slight reduction in both types of offenses (i.e., non-confrontational crimes down from 18% to 14%, and confrontational crimes down to 5% from 6%).

b. *Gunshots*

In both the 2001 and 1998 surveys, respondents were asked a series of questions regarding gunshots in New Haven. Specifically, they were asked: if they had heard gunshots in New Haven in the past 12 months, how many gunshots they had heard, and if they had called the police to report any of the gunshots they had heard in the past 12 months. Responses are displayed in Figure IV.B.12.

**Figure IV.B.12
Gunshots in New Haven**

		2001	1998
Heard Gunshots in New Haven in Past 12 Months*	Yes	49%	58%
	No	51%	42%
	Total	100%	100%
	Base	241	552
Number of Gunshots Heard in New Haven in Past 12 Months	1	14%	15%
	2	17%	12%
	3	5%	15%
	4	8%	7%
	5	7%	7%
	6	12%	4%
	7	3%	1%
	8	5%	1%
	9	2%	0%
	10	8%	12%
	12 or more	20%	27%
	Total	100%	100%
	Average Number Heard in Past 12 Months		9.9
Base		111	288
Called Police when Heard Gunshots in Past 12 Months	Yes	23%	21%
	No	77%	79%
	Total	100%	100%
	Base	119	273

* The differences between 2001 and 1998 are statistically significant at the .05 level.

As shown in Figure IV.B.12:

- ◆ The percentage of respondents who said they had heard gunshots in the past 12 months decreased significantly in 2001 (49%) from 1998 (58%), down by 15.5%.
- ◆ In addition to the fewer respondents saying they had heard gunshots in the past 12 months, those who had reported hearing gunshots had heard fewer gunshots. On average, 2001 respondents said they had heard 9.9 gunshots in the past 12 months compared to an average of 14.5 gunshots for 1998 respondents.

- ◆ The percentage of respondents who said they reported gunshots to the police remained fairly constant (23% vs. 21%).

The data were analyzed to determine if there were any differences by whether or not the respondent resided in a district on which *Timezup* is focused and the respondents' having heard gunshots in the city. These analyses revealed the following:

- ◆ There was a larger decrease in the percentage of respondents residing in the *Timezup* districts who said they had heard gunshots in the past 12 months in 2001 vs. 1998 than there was in the non-*Timezup* districts (*Timezup* districts 63% vs. 51%; and non-*Timezup*, 51% vs. 46%).

Respondents who had not reported gunshots to the police were asked why they had not called. For both years the most frequent responses were: the gunshots were too far away, they didn't think their call would help, and they were not positive they were gunshots.

5. Familiarity with and Perceived Effectiveness of *Timezup*

To determine New Haven residents' familiarity with the *Timezup* program, respondents were asked if they had heard of any program or initiatives in New Haven designed specifically to reduce gun crime in the city. Those who had heard of such a program were asked for the name of the program (unaided) and what agencies or organizations were involved. Those who had not heard of *Timezup* were read a brief description of the program, told it was called *Timezup* and were asked if they had heard of the program. Those who had heard were asked how they found out about the program (e.g., newspaper, word-of-mouth, posters, radio spot) and how effective they thought the program has been in reducing gun crime in New Haven.

Figure IV.B.13 (see page 60) displays the responses to this series of questions about *Timezup*.

As shown in Figure IV.B.13:

- ◆ About one-fifth (22%) of the respondents said they knew there was a program in New Haven designed specifically to reduce gun crime, but none of these individuals knew the name of the program.
- ◆ About two-fifths (43%) of the respondents who knew there was a program said the police were involved in the program and about two-fifths (43%) said they did not know who was participating in the program.
- ◆ On an aided basis, 8% of the respondents said they were familiar with *Timezup*. They most often said they found out about the program through the newspaper (42%) or by word-of-mouth (37%), followed by television (21%), and posters (11%).
- ◆ Four-fifths (80%) of the respondents who said they had heard of *Timezup* said they thought the program was effective (“very effective,” 13% and “somewhat effective,” 67%).

**Figure IV.B.13
Familiarity With Timezup**

Heard of Any Program in New Haven to Reduce Gun Crime	Yes		22%
	No		77%
	Don't Know		2%
		Total	100%
		Base	250
Knew Name Was Timezup	Yes		0%
	No		100%
		Base	54
Organizations/Agencies Involved in Timezup	Police		43%
	ATF		2%
	FBI		2%
	Parole		2%
	Strive		2%
	US Attorney		2%
	Other		19%
	Don't Know		43%
		Total	*
	Base	54	
Aided Awareness of Timezup	Yes		8%
	No		92%
		Total	100%
		Base	250
How Those Aware Had Heard of Timezup (unaided)	Read in Newspaper		42%
	Word-of-Mouth		37%
	Saw on TV		21%
	Saw Poster		11%
		Total	*
		Base	19
Aided Awareness of Commucations Vehicles (Base=17)	Poster	Yes	47%
	Word-of-Mouth	Yes	42%
	Radio	Yes	35%
Perceived Effectiveness of Timezup (among those who heard of the program)	Very Effective		13%
	Somewhat Effective		67%
	Not Too Effective		7%
	Not At All Effective		13%
		Total	100%
	Base	15	

* The percentages total more than 100% as some respondents gave more than one answer.

C. *Timezup* Impact on Law Enforcement Activities

A third major goal of *Timezup* was to have an impact beyond DOJ funding. It was hoped that the efforts developed to reduce gun violence and public fear would continue, as would the collaborative and problem-solving approach of SACSI. To determine the extent to which there were long-term impacts for New Haven's involvement in SACSI, specific questions were included in interviews conducted with core group members. Specifically questions addressed:

- ◆ their assessment of the *Timezup* partnerships;
- ◆ how and to what extent agencies have changed the way in which they deal with gun possession and violence due to involvement with *Timezup*; and
- ◆ the likelihood that agencies will remain involved with *Timezup* a year after DOJ involvement stops and why or why not.

1. *Assessment of Timezup Partnerships*

Core and working group members were asked how effective they felt *Timezup* was in meeting its goal of bringing together and obtaining input from different perspectives, agencies, and community groups, what its strengths and weaknesses were, and what *Timezup* could be doing differently to obtain agency and community group input. We found:

- ◆ Eight of the 11 respondents who answered the question said that *Timezup* has been “very effective” in bringing together and obtaining input from a variety of perspectives, agencies, and community groups. The other respondents said “effective.”
- ◆ Reasons given for viewing *Timezup*'s partnerships favorably were:
 - it has built strong connections, coordinated communications, and established a sharing of information among agencies and organizations (e.g., law enforcement with probation, parole, corrections, the U.S. Attorney's Office, State's Attorney's Office, and service providers);
 - its inclusion of a wide range of organizations has enabled the project to benefit from diverse perspectives resulting in a balanced approach;

- there has been less “falling through the cracks,” as each agency now knows what the other is doing; and
 - the project has greatly increased its involvement of community organizations.
- ◆ Suggestions for improving *Timezup* partnerships and collaboration were:
- increase the project’s linkage to and involvement of local residents;
 - involve middle management probation people who have policy-making ability at the regional level; and
 - increase involvement of the faith community.

2. Impact of Timezup on How Agency Handles Gun Cases and Offenders

To determine the extent to which *Timezup* has impacted how the city handles gun cases and offenders, core and working group members were asked: to what extent their agency has changed the way it deals with gun possession and/or gun violence offenders and cases since the program started in 1998, to describe these changes, and how it has affected the people with whom their agency deals. We found:

- ◆ Five of nine respondents answering the question said their agency has undergone “major changes” in the way in which it handles gun cases, three said “minor changes,” and one said “no change.”
- ◆ Respondents saying that changes have occurred in their agency described the following modifications:
 - U.S. Attorney’s Office: lowered the criteria for taking firearms cases and assigned more Assistant U.S. Attorney’s to handle these cases; and more open to input from state prosecutors and local police on which cases to pursue in federal court.
 - State’s Attorney’s Office: vertical prosecution (one prosecutor stays with a gun case all the way through), more aggressive in seeking dispositions for people on “the list,” increased contact with police and the U.S. Attorney’s Office, increased use of “persistent offender” statute, and more strategizing by state prosecutors on how to handle gun cases.

- Police: higher priority given to gun crimes including a person dedicated to seizing weapons for restraining orders, a new protocol for handling gun investigations resulting in improved evidence collection and preservation, the firearms unit more aggressively looking into who is buying multiple guns, developed a better working relationship with ATF, using drug fire to link guns to numerous incidents, and improved communication with ATF, State’s Attorney’s Office, and U.S. Attorney’s Office.
- Probation: “the list” cases funneled to Project One Voice or reviewed for Intensive Supervision and added stipulations.
- ◆ Respondents believed that offenders with whom their agencies work with are concerned with federal prosecution, are thinking twice about carrying a gun as they know the state prosecutors are also paying special attention, and are more likely to seek out some assistance as they have seen (at the lever pulling meetings) that some people have been helped by the services.

3. Institutionalization of *Timezup*

To determine the expected long term impact of *Timezup* on how New Haven addresses gun crime, core and working group members were asked: if they thought participating in *Timezup* was a good use of their agency’s resources and their time, how likely their agency was to be involved in *Timezup* in a year, and what were the most critical factors to the project’s future success. We found:

- ◆ All 12 people interviewed said that *Timezup* is a good use of their agency’s resources and of their time.
- ◆ All 12 people interviewed said that it is “very likely” that their agency will be involved in *Timezup* a year from now.

- ◆ Respondents said the most critical factors to the future success of *Timezup* were: that
 - All of the partnering agencies continue their commitment to the program (e.g., commitment displayed from the highest levels within the organizations, and having at least one representative of each agency consistently and actively involved in *Timezup*).
 - Partnering agencies continue close collaboration with each other and sharing information.
 - The program needs to increase efforts to connect with the community (e.g., increase public awareness of program, promote public support of the program, encourage residents to call the police with information).
 - The core group needs to develop ways to keep the project’s momentum (e.g., ongoing development of new strategies).
 - *Timezup* needs to continue holding monthly level pulling meetings to get the word out to at-risk population about consequences and services.
 - Efforts should be made to publicize major federal and state prosecutions of gun cases to deter offenders. The publicity needs to tie the cases to *Timezup* to show the link.

V. LESSONS LEARNED FROM TIMEZUP

Based on our involvement in *Timezup* over the past four years, we offer the following observations regarding federal efforts to coordinate SACSI-type programs and local sites’ efforts to implement the programs.

<p>1. The National Institute of Justice (NIJ) needs to develop an efficient system for expediting the process of approving research partners for SACSI-type projects.</p>
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Research is the beginning point of developing local SACSI-type programs. It is the baseline data gathered by the Research Partner that drives the selection of target offenders and intervention strategies. Our experience suggests that, even under the best scenarios, law enforcement agencies need to be coaxed to wait for the research data before acting to reduce violent crimes. As such, it is critical that NIJ (and other federal agencies) expedite the process of approving research partners for these programs. Just as SACSI was not “business as usual,” neither should be the process through which Research Partners are approved. Delays in approving the Research Partner put the researchers in the uncomfortable position of either: (a) delaying the start-up of

baseline activities until receiving formal approval which serves to frustrate law enforcement and strain the relationship of the Research Partner with law enforcement; or (b) initiating work on the project with no assurance of being compensated for their work.

2. Those reviewing the research proposals need to understand the evolving nature of the research tasks to be performed and the non-traditional nature of the researcher role required.

Individuals reviewing SACSI-type program research proposals need to understand that, unlike most research projects, the research activities for SACSI-type programs cannot be accurately described at the time of proposal submission. Rather, the research activities will reflect the nature of the project, the interventions selected, and the priorities of those in the core group. As such, we believe proposal reviews should focus more on the qualifications and experience of the research organizations and researchers involved than on traditional research design descriptions. Moreover, consideration needs to be given to the researchers' experience in conducting the type of research required for this type of initiative.

3. NIJ should encourage and promote local researcher collaboration across sites.

We believe that NIJ should encourage local researchers to benefit from the experiences and knowledge of each other. This would include scheduling Research Partner sessions at the cluster conferences held for the programs, as well as arranging for meetings that bring only the Research Partners together.

4. National evaluators should be selected, introduced, and involved at the same time as the local research organizations, and the respective role of the local Research Partners and the national evaluator should be clearly defined at the outset of the project.

We believe that it is critical that the national evaluator be selected at the beginning of SACSI-type projects. We feel this is critical for two key reasons: (a) bringing on the national evaluator several months after the projects have started creates confusion on the part of local projects as to

the respective roles of the national evaluator and the local researcher; and (b) local researchers and the national evaluator need to understand their respective roles at the outset of the project to promote trust and cooperation.

5. There is a need to obtain and maintain commitment from the highest levels in the participating agencies.

Our experience suggests a critical factor to success is obtaining the commitment from the highest levels of each of the participating agencies. An even greater challenge is maintaining this commitment when individuals in key positions change.

6. As personnel changes at the various agencies are inevitable, it is important that processes or systems be put in place at the agencies that enable the program to continue.

All five original SACSI sites experienced changes in key personnel. It is critical that the people involved in the program implementation processes or systems within agencies continue to function even when new people are brought into their position at the agency.

7. All law enforcement agencies must actively participate, and each agency must put “turf issues” and egos aside.

It is critically important that the police department, U.S. Attorney’s Office, State’s Attorney’s Office, probation, parole, corrections, and community organizations actively participate in SACSI-type programs. Moreover, participants need to understand the value of effective relationships and working partnerships, and make sure each agency feels like it is a valuable equal partner.

8. Ideally, SACSI-type projects should have a full-time project coordinator. The coordinator needs to be someone who: (a) sees the big picture and can keep the core group focused on its goals; (b) has the time to address the many details inherent in managing a large collaborative multi-agency effort; (c) works well with both law enforcement and community service organizations; and (d) can engage and motivate both management and staff at the participating agencies.

Our experience suggests that coordinating SACSI-type programs is a very time consuming effort. While it is possible for the program to succeed with multiple people taking on different coordinator roles, we believe it is preferable to have one person working full-time on this effort.

The project coordinator needs to always keep the overall goals of the program in mind and help the core group stay focused on the goals. While it is commendable to attempt to “fix all that ails,” the group needs to stay focused on the problems they are trying to address to be most effective. The program will not be a “cure-all” and realistic and attainable goals should be set. Although it is commendable to have high expectations, they should not be so high as to be virtually unattainable.

While it is fairly easy to schedule meetings or activities for the program, there are many details that must be addressed for the meetings or activities to be successful. The project coordinator must ensure that all of the details are addressed.

The project coordinator needs to appreciate the importance of and work well with both the law enforcement and community service organizations that are critical to the success of SACSI-type programs. The coordinator is a key player in making sure that all of the agencies feel they are an equal partner and a valued component of the program.

Moreover, the project coordinator needs to continually nurture the support of the management of the various agencies involved as well as inspire the agencies’ staff to stay motivated in striving to achieve the program’s goals.

9. To get a more thorough understanding of the crime problem being addressed and the program’s impact on the problem, both quantitative and qualitative methodologies should be used.

While it is obvious that the baseline research conducted for a program addressing gun violence should assess the number of gun crimes committed over time (pre and post intervention), the research should also include an examination of what is behind those crimes.

- ◆ Who are the perpetrators (e.g., age, gender, race, criminal history)?
- ◆ Who are the victims (e.g., age, gender, race, criminal history)?
- ◆ What is the relationship of the victim and the offender?

By understanding the “nature” of the crimes, the program will be in a better position to develop interventions that will produce a substantial and sustainable reduction in crime.

Additionally, while crime statistics should be examined to determine if the crimes have increased, decreased, or stayed the same over time, it is also important to determine what other types of impact the program has had on participating agencies and the community (e.g., changes in the agencies that impact their effectiveness in doing their jobs, relationships developed across agencies that are advantageous beyond the scope of the program, reduction in public fear).

The impact on the relationships between the agencies participating in the program and the manner in which they carry out their work may ultimately be the most important long term accomplishment of the program.

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