

Case Study: Chelsea

Assessment of interim outcomes toward shared result

Outcome Areas	Indicators	Sub-Indicators	Chelsea
Progress toward shared result	Team has a shared knowledge of progress toward shared result, including changes in systems.	Team demonstrates programmatic progress in service of shared result.	Strong Progress
		Interviews surface that team has contributed to several substantive changes in practice, policies, and resource flows.	Strong Progress
		Multiple examples of changing relationships, changing perspectives, or changing capacity in service of the shared result.	Strong Progress
		WCC activities in the city have already made a difference in the lives of many low-income people in the city.	Strong Progress
	Cross-sector leaders, beyond the WCC team, are informed of team's progress toward shared result.	Team regularly communicates progress toward the measurable shared result to a broad set of organizations/leaders.	Moderate Progress
		Stakeholders beyond the core leadership group believe the initiative has achieved significant progress on its strategies.	Moderate Progress
	Team demonstrates how the progress to date relates to the pathway that will achieve its shared result.	Most stakeholders interviewed can articulate how their progress to date can lead to greater scale toward their 10-year population-level result.	Strong Progress
		Team articulates objective progress measures toward shared result, and can speak to team's positive performance relative to those measures.	Strong Progress

Assessment Key

Strong Progress	Strong Progress
Moderate Progress	Moderate Progress
Limited Progress	Limited Progress

Assessment of interim outcomes related to civic infrastructure

Outcome Areas	Indicators	Sub-Indicators	Chelsea	
Expanded and sustained collaborative leadership	WCC team organizations demonstrate distributed leadership, sharing responsibility for achieving the shared result.			
	WCC team demonstrates preparation for sustaining collaborative, system-oriented work in service of shared result.			
	Existing leadership connections strengthened and new leaders are identified and engaged.	New or deeper relationships among organizations in the city and/or catalyzed changed perspectives among leaders.		
		New partners have been welcomed into the leadership of the initiative.		
		Partners place increased priority on working with leaders who represent the racial and ethnic diversity of the city.		
		Stakeholders cite rising, new, talented civic leaders who reflect the diversity of community.		
Team pursues ongoing collaboration with other networks, collaboratives, or other key organizations active in related systems in the city formally or informally on issues that extend beyond the specific WCC result.				
Value and diffusion of core elements	WCC team sees substantial contribution of core elements in progress toward shared result.	Stakeholders note collaborative leadership made a substantial impact on the outcomes the team achieved.		
		Stakeholders note community engagement made a substantial impact on the outcomes the team achieved.		
		Stakeholders note use of data made a substantial impact on the outcomes the team achieved.		
		Stakeholders note system change made a substantial impact on the outcomes the team achieved.		
	Organizational leaders bring core elements back to home organization and diffuse into practices and policies.	Partner organizations have changed systems to support stronger collaboration.		
		Partner organizations have changed systems to better engage residents.		
		Partner organizations have changed systems to better use data.		
Engaged residents	WCC partners regularly sought out resident voices and insights when developing strategies.			
	WCC team strategies directly respond to resident insights.			
	WCC team demonstrates that it is accountable to residents by directly communicating progress toward shared result.			
External recognition	WCC leaders develop or improve relationships with entities outside the city, including attracting new outside resources aligned with shared result.			

Overview

Located across the Mystic River from Boston, Chelsea is the geographically smallest and second most densely populated city in Massachusetts. For over a century, Chelsea has represented a city of opportunity to immigrants; almost half of its population was foreign-born in the early 1900s. In recent decades, immigration from Latin American countries has changed Chelsea from a predominantly white community into a diverse city with a majority (65.6 percent) Hispanic population. Many of Chelsea's residents are struggling economically. The city's family poverty rate was 19.3 percent in 2016, eight percentage points higher than the state poverty rate. Since 2011, however, the poverty rate in Chelsea has decreased by 9.2 percent. The city's income levels are also relatively low. The median household in Chelsea earned \$49,614 in 2016, 30 percent lower than the state median.

Chelsea is the only Working Cities Challenge (WCC) Round 1 city that has a city manager rather than a mayor. The basis for this system began in 1991, when, after many years of corruption, mismanagement, and financial instability, the state passed legislation to place the city of Chelsea into receivership. In 1994, after several years of state control, Chelsea's residents approved a charter amendment that restructured Chelsea's government into council-manager system and ended the receivership.

The Chelsea WCC team, led by The Neighborhood Developers (TND), Roca, the city of Chelsea, and the Chelsea Public Schools, originally outlined a neighborhood-focused initiative that targeted the high rates of poverty and transience in the Shurtleff-Bellingham neighborhood. The team's initial strategy focused on the creation of a cross-agency data-sharing platform and three workgroups that would be assigned the tasks of increasing private sector investment and the increased inspection of rental units, improving quality of life through community engagement, and creating an integrated system to better connect residents to workforce training and educational services. Although the WCC selected its proposal, Chelsea received the smallest amount of funding for its initiative, only \$225,000 of the \$700,000 the team had designated for its strategy. The team later received an additional \$225,000 through tactical support and a sustainability grant, but the initial disparity in funding required the team to restructure its strategy.

Over the first year, the team made progress toward its original goal by supporting the city's passage of an ordinance that increased the number of rental unit inspections and by providing support to several existing community groups doing clean-up work in the neighborhood. The new initiative, Chelsea Thrives, also had early success in applying NeighborCircles to the Massachusetts General Hospital (MGH)-sponsored chronic asthma program.

Yet, the team soon realized, as its members struggled with increasingly complex driver diagrams and dwindling meeting attendance, that a neighborhood-focused initiative targeting poverty involved a level of complexity encompassing so many potential strategies that focusing its attention and resources was becoming an increasing challenge. The available grant money was insufficient to target multiple issues at once, and the team felt the need to narrow its focus. Somewhat in parallel to Chelsea Thrives, Roca had identified a model program in Canada, Hub/COR, which sought to better address issues related to public safety and substance abuse. Chelsea Thrives took a leadership role in helping to bring this model to the city, and this work inspired it to refocus the work on a more narrow result that it believed was a priority in the city. With support for this pivot from the Boston Federal Reserve Bank in the fall of 2015, Chelsea Thrives adopted a new shared result: to decrease crime and increase the community's perception of safety by 30 percent.

At the same, the team captured the attention of Chelsea's new city manager, who strongly supported the collaborative effort and would later reallocate city funds to enhance the work of Chelsea Thrives. With this revised result and the reinforced backing of the city government, Chelsea Thrives expanded its leadership group and reorganized to become more like a "table of tables," a place that the multiple initiatives in Chelsea that all had activities relevant to public safety could meet, align strategies, identify gaps, and collaborate.

Governance structure, backbone organization, and staffing

The Chelsea team's original plan for its initiative began with meetings between the city manager, the school superintendent, and the executive directors of Roca and TND. This group remained the core leadership throughout the evolution of the work. TND has been the initiative's backbone organization over the entire period.

By the time of team's first report update, Chelsea's initiative consisted of an executive committee headed by Chelsea's initiative director, a leadership committee of approximately 20 partner organization representatives, and four workgroups including a service integration roundtable. After the Chelsea team shifted focus at the end of 2015, the governance structure remained the same while the workgroups adjusted to support the new focus.

Chelsea Thrives' current structure is closest to a table of tables, or a community network, where it represents the major connecting point. The team now consists of an executive council of original team members and partner organizations, led by the Chelsea Thrives initiative director, which meets regularly. Since the pivot to a focus on public safety, engagement of stakeholders has gone up significantly and a number of new organizations have become involved in the executive committee, including MGH and the MGH Chelsea Healthcare Center, GreenRoots, People's A.M.E. Church, Chelsea District Court, and Phoenix Charter Academy. In addition, with new leadership, the Chelsea Collaborative, which had not been truly engaged in Chelsea Thrives, has become a more active member.

As stated in the Chelsea Thrives governance structure map, the executive council "guides the partnership" and "participants are any member of the full partnership willing and able to commit to monthly meetings." The purpose of these monthly meetings is essentially to come together to share ideas, to contribute resources, and to plan next steps. TND and Chelsea Thrives staff are responsible for the majority of the initiative's data and community engagement work. Meetings frequently include data presentations from TND or other partner organizations as well as educational presentations on relevant topics.

The executive council also acts as the steering committee for Healthy Chelsea, run through MGH, and the Safe and Successful Youth Initiative (SSYI). The council "focuses one meeting per quarter on each initiative." This design allowed other community collaboratives to tap into the strong relationships of Chelsea Thrives while avoiding the creation of additional collaborative tables.

Summary of initiative implementation

The initial 10-year result the Chelsea WCC team adopted was to transform the Shurtleff/Bellingham neighborhood from a struggling high-poverty and transient neighborhood to a place where residents are climbing out of poverty and choosing to stay. It was hoping to see mobility and poverty rates decline by

30 percent. With this very ambitious goal, the Chelsea Thrives team focused initially on the following three strategies.

Opportunities to thrive: This work included a service integration roundtable that sought to build trust among multiple service providers and test an integrated case management process.

Physical conditions: The team worked with the city to increase the frequency of rental inspections and to hire additional inspectors. In addition, in collaboration with other community organizations, the team began code enforcement community meetings, and the city created the Problem Property Task Force, which included residents, inspectional services, the city manager, and other organizations in the city. The task force identified 125 properties and places for interventions. Other areas of focus early in the initiative included a pilot program in collaboration with MGH to test various strategies to educate households with children suffering from asthma.

Quality of life: The Chelsea Thrives team held several Chelsea Shines neighborhood clean-up events in collaboration with the Community Enhancement Team (CET), a resident-led group mainly from Chelsea Thrives' targeted neighborhood.

As noted, by the end of 2015, Chelsea Thrives recognized that addressing both the physical conditions in the neighborhood as well as the economic conditions of the residents who lived there was an extremely complex task that required a very comprehensive set of initiatives. In many ways, the arduous process involved in identifying the many drivers related to its shared result and deciding where to focus was frustrating to partners, leading to a loss of momentum and engagement.

At about this time, work had begun on the Chelsea Hub program, modeled on a Canadian program that brings multiple community agencies together to address complex family and individual problems before they become a policing issue. Excitement about this effort and the recognition that the initial result Chelsea Thrives had established was too broad caused the Chelsea team to shift its focus to reducing crime and improving community perceptions of safety. As part of this work, the team rethought the "drivers" that were affecting this result and worked to bring together the full range of activities already occurring in Chelsea that were associated with making progress on these drivers. The work of Chelsea Thrives, therefore, includes both efforts that have stemmed directly from Chelsea Thrives and those that other groups or organizations are spearheading but have integrated into the work.

Chelsea Thrives then developed a new framework and identified the large-scale efforts that fall under the revised Chelsea Thrives umbrella and the subsequent “champion” of these efforts. It organized the strategies around four broad areas: substance abuse and trauma, community engagement, poor physical environment, and access to youth opportunities. Within each of these categories, Chelsea Thrives identified the various partnerships and organizations involved. (See Exhibit.)

Chelsea Thrives: Strategies, Responsible Partners	
<p><i>Substance Use Disorders & Trauma Prevention, Intervention and Improving Systems</i></p> <p>Chelsea Hub Substance Use Navigators Healthy Chelsea Trauma Collaborative SUDS and HEAL Coalitions</p> <p>Champions: CPD, MGH, North Suffolk Mental Health</p>	<p><i>Community Engagement to Improve Safety</i></p> <p>Safety Walks and Crime Watch Community Engagement Community Building Vibrant Spaces Group Downtown Council</p> <p>Champions: City, CPD, MGH, TND, Chamber</p>
<p><i>Youth Protective Factors: New Policies & Prevention, Intervention Programs</i></p> <p>Youth Opportunity Task Force Roca Employment Training Roca Intervention Model CPD, CPS Youth Programs</p> <p>Champions: CPD, City, Roca, TND, Public Schools</p>	<p><i>Improve the Physical Environment: Address Problem Properties and Public Spaces</i></p> <p>Targeted Code Enforcement Chelsea Beautification Committee Anti-Graffiti Initiative Infrastructure Improvements</p> <p>Champions: City, CPD, MGH, TND, Chamber</p>

While all of these activities fit under the umbrella, Chelsea Thrives itself has taken leadership on the following strategies.

Youth: Following resident input from Chelsea Thrives’ neighborhood summits, the team created the Youth Opportunity Task Force in order to better support Chelsea’s youth through community events, summer programming, and after-school activities. In 2016, the task force piloted a nighttime basketball program that the city’s school department later adopted and expanded to include additional sports. The Youth Opportunity Task Force also implemented a mini-grant program in which \$15,000 of tactical grant money was set aside for funding new youth activities. It allowed residents, teachers, organizations, and community groups an opportunity to submit proposals with the requirement that the activity had to be for middle and high school students and had to engage at-risk youth. The mini-grants selected included a wide range of activities from summer sports leagues to Science in the Park to a women’s empowerment group. Chelsea Thrives has launched two rounds of the mini-grants and saw the number of applicants significantly increase from eight to over 30. A \$1 million grant from the U.S. Department of Justice has supported other youth-related work. This work has involved a range of activities, including delivering Overcoming Violence training to all seventh grade students and supporting case management services for high-risk youths through Roca and the Chelsea Collaborative.

The Chelsea Hub: Chelsea Thrives has played a key leadership role in the startup of the Chelsea Hub. The weekly roundtable includes over 20 agencies and organizations that work to support individuals

considered at risk in terms of engaging in potentially illegal or violent behavior. The Chelsea Police Department (CPD) leads the work and TND provides data management support. The city has funded navigators who are linking high-risk residents to services and a full-time civilian community engagement specialist who is leading the new program. By 2017, 205 cases had come through the Hub table, and it was able to handle approximately 75 percent of these cases without police intervention.

Community engagement and leadership: In the area of community engagement and community building, TND and CPD co-lead biweekly safety walks with neighborhood residents during which participants identify unsafe places and report them via the city's SeeClickFix online reporting system. Monthly meetings between resident leaders and city officials provide a venue to deliver an update on SeeClickFix actions, creating a city-community accountability system. CET members have also installed and maintained cigarette butlers. In the area of leadership, TND has run training programs and implemented a Board Leadership Boot Camp. Overall, approximately 282 individuals have completed leadership training and 62 residents attended the Boot Camp.

Progress on shared result

Evidence of progress

The shared result of Chelsea Thrives is to reduce the crime rate in Chelsea by 30 percent and to improve residents' perception of safety.

✓ **There is some evidence of reductions in crime.**

According to recent FBI data, violent crime in Chelsea has dropped 33 percent between 2014 and 2017, from 419 instances to 282. Property crime rates dropped as well, from 1,060 instances in 2014 to 672 in 2017, a decrease of 37 percent.

✓ **There is evidence that indicates a reduction in drug dealing downtown and progress in efforts to curb opioid use and alcohol consumption.**

In describing indicators of progress, team members pointed to the changes in Bellingham Square and the evolution of police involvement. "There is a definite change in Bellingham Square. There is a definite shift in the negative activity that people had so long complained about...That has led to an overall increase in police activism and commitment to downtown." Similarly, stakeholders point to improvements related to substance abuse. According to one of the Chelsea Thrives leaders, "Tom put tons of resources towards the opioid crisis and also really helped with the alcohol issue and that was something that the city had previously made little progress on. We should have double the issues at this point, and now not only have our numbers not increased, they've decreased." CPD 2017 data show that overdoses in Chelsea have decreased 20 percent since the peak in 2015, dropping from 171 to 137.

✓ **Perceptions of safety do not seem to be improving.**

In order to track changes in residents' perception of safety, TND conducted a survey of 300+ randomly selected Shurtleff/Bellingham residents. TND administered the survey in 2009, 2013, and November 2016 to different sample groups. Changes to survey responses are mixed, with some positive changes to questions gaging the satisfaction of residents living in the neighborhood. However, in response to the statement "My family and I feel safe here," only 64 percent of respondents agreed or strongly agreed in 2016 compared to 70 percent in 2013. Despite these results, multiple team members provide anecdotal

evidence that those living and working in the neighborhood report feeling safer. “You have Chelsea Thrives and the Hub and what the CPD has done, which is have a uniformed officer in the area every day. Our businesses tell us that it has made a big improvement. When we have someone under the influence in front of a business, instead of having to call 911, there’s someone on site.” The Chelsea Thrives team plans to study more rigorously neighborhood perception in the future and plans to better share its achievements and new programs with the community to potentially shrink the gap between the reported decrease in crime but overall stagnant perceptions of safety.

Because of the nature of the Chelsea Thrives initiative, it is difficult to measure the direct impact of Chelsea Thrives on these metrics. The Chelsea Thrives team considers each of the programs and initiatives that falls under this umbrella to be in some sense independent of the initiative itself and to be “championed” by other organizations. “The crime aspect—the public safety aspect—things blur together—what started out as Chelsea Thrives, bleeds into something else and something else.”

System changes related to the shared result

Examples of organic system change and service integration have been prevalent in Chelsea since the start of Chelsea Thrives. “It seemed like we weren’t doing a lot four years ago, and now we just went from 0 to 60. We went from no-man’s land and now people seek us out for service. So, we [Chelsea Thrives] get a lot of credit because nothing was happening before.”

- ✓ **New relationships built through Chelsea Thrives were responsible for securing the successful OJJDP and Byrne grants that are focusing on at-risk youth.**

Working together as part of Chelsea Thrives strengthened the relationships among CPD, the Chelsea Collaborative, Roca, TND, and the city. According to the interviews, it was the strengthening of these relationships and the conversations held as part of Chelsea Thrives that informed the content of the application for the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant and, later, the Byrne Criminal Justice Innovation grant. In both cases, team members cite the collaborative infrastructure developed through Chelsea Thrives as a key factor in the successful award of and implementation of these grants.

- ✓ **The collaborative work of Chelsea Thrives has resulted in the engagement of many additional healthcare-related institutions and organizations that are now participating in efforts to achieve the shared result.**

While MGH has been engaged in Chelsea Thrives from the beginning, since the pivot to public safety and issues related to trauma and substance abuse, there has been further engagement and collaboration with the healthcare sector. In particular, the Cambridge Health Alliance, an important service provider in the region, has become an active member of the Hub and has become more engaged in Chelsea.

- ✓ **There is a new appreciation for having “navigators” within multiple systems working with youth and families in Chelsea.**

Team members additionally cite the successful expansion of the community navigators program as a system change directly related to the shared result. The navigators program, led by North Suffolk Mental Health Association and CAPIC and in collaboration with CPD, began prior to the Chelsea Thrives initiative as a way to provide one-on-one support to those suffering from drug addiction and to encourage them to seek treatment. However, it was not until Chelsea Thrives built the program into its initiative that more

resources became available for expansion. In addition to the Hub, there is now an adult and youth navigator team as well as an overdose response team.

- ✓ **There were a number of new initiatives and investments by the city focusing on improving downtown.**

Chelsea Thrives recognized that improving the downtown was a key part of reducing crime and perceptions of crime in the city. Over the past three years, there have been a number of policy and practice changes that are contributing to improvements, including completing the “Re-imagining Broadway” planning process, hiring a downtown coordinator, creating a Downtown Task Force, and getting city council approval for approximately \$5.3 million in infrastructure improvements focusing on the downtown. The city also secured a second \$1 million Byrne Criminal Justice Innovation Program grant to support “Re-imagining Broadway” activities.

- ✓ **An early system change was an enactment by the city in 2014 requiring in-home inspections of all housing units every five years.**

While no longer monitoring this policy, Chelsea Thrives was involved in efforts to advocate for this change and held multiple community information sessions to inform residents of the policy.

- ✓ **The work of the Youth Opportunity Task Force has contributed to other organizations recognizing and taking on some new policies and programs.**

Chelsea Thrives reports that the formation of the new city parks and recreation department was partially attributable to the increased recognition of the need to engage youth. The basketball pickup games were so successful that Chelsea Community Schools agreed to sustain these events during the summer.

Pathway to the 10-year shared result

Chelsea Thrives is the best positioned among the Round 1 cities to build on its current work on a clear pathway toward its shared result. The Chelsea Thrives team is very clear about its shared result and has a strong conceptual foundation, in the form of its “driver diagram,” of the four areas it believes will lead to the result it seeks. Strategies closely align with the drivers. In addition to the conceptual clarity, Chelsea Thrives has made a deep commitment to learning and using data to track its results so it is able to provide clear evidence of progress related to many of its goals. Collaborative leaders consistently cite data as well as anecdotes as evidence of the progress related to the shared result.

Stakeholders, however, rarely focus on specific benchmarks of progress beyond crime statistics and information related to the perception of crime measures. The team may need to consider more clearly defined measures of progress related to the individual drivers (youth, community engagement, trauma, and physical environment) in order to drive further progress toward the shared result.

To sustain and even accelerate progress toward the city goal of reducing crime and the perception of crime by 30 percent, Chelsea will likely need to engage an expanded set of civic leaders to contribute to that outcome. This may require increasing community awareness of the initiative. Chelsea Thrives intentionally kept a low profile in the community. Chelsea Thrives let the work of the other groups (e.g., the Chelsea Hub, Youth Opportunity Task Force, Healthy Chelsea, and the Trauma Collaborative) communicate their progress rather than brand or market those outcomes as the achievements of Chelsea Thrives. Some of those individual efforts, particularly Chelsea Hub, have garnered significant attention

within the city with a broader audience (i.e., *Boston Globe* article). While this communications strategy encourages the individual efforts to take ownership and pride in their progress, it leaves Chelsea Thrives without a clear identity for those not directly engaged. Some of this can be seen in the survey responses in which stakeholders were asked to name the strategies pursued as part of Chelsea Thrives and then assess the progress those strategies achieved. Of the 32 responses to the evaluation survey, only 10 percent of respondents named youth opportunity as a Chelsea Thrives strategy, less than 15 percent named the Hub, and only 25 percent named community engagement or neighborhood improvement as a strategy of the initiative. With the exception of the work with youth, all respondents were quite positive about the level of progress. Yet, when looking specifically at the survey responses of stakeholders who are not part of Chelsea Thrives' core leadership, this group appeared less informed and generally had a less favorable view of progress. The research suggests that Chelsea Thrives may need to invest in increasing the initiative's visibility in the future.

Interim outcomes related to the civic infrastructure

With WCC support, Chelsea Thrives has contributed to substantial improvements in the city's civic infrastructure. WCC's theory of change assumes that by building a cross-sector team to work toward Chelsea's shared result and applying WCC's core elements of collaborative leadership, community engagement, evidence-based learning, and system change in service of that shared result, that WCC can be a vehicle for improving Chelsea's civic infrastructure over a 10-year period. While just over a third of the way toward that 10-year vision, this evaluation looks at interim outcomes in Chelsea that suggest WCC is leading to improvements in the civic infrastructure. Since the cross-sector table is the foundation of each city's effort, this evaluation looks at how the work has led to expanded and sustained collaborative leadership. This evaluation also looks for interim outcomes related to the other core elements by initially looking at how the teams applied the core elements, what value they found in the use of those elements, and whether there is evidence that the use of the core elements is diffusing from being something that the WCC *team* does to something that is *embedded more deeply in the partner organizations*. Ultimately, the goal is that the use of the four core elements becomes the way that Chelsea and the other working cities do business. Finally, this evaluation looks at what success the Chelsea team has had in generating additional external connections and resources. While the Boston Fed did not expressly communicate this as a priority to the Round 1 cities, the WCC theory of change identifies the ability to attract outside support to further community priorities as an indicator of a robust civic infrastructure.

The assessment, summarized in the rubric at the start of the case study, is based on a combination of data sources, including interviews and document reviews, but at times uses survey responses to provide objective indicators. The 2017 Survey of WCC Chelsea Stakeholders captures how the team's use of the core elements in pursuit of its shared result contributed to changes in perceptions, practices, policies, and resource flows that suggest positive improvements in the city's civic infrastructure. (See Chelsea survey tables 8-12 at the end of the case study.)

Expanded and sustained collaborative leadership

- ✓ **Chelsea Thrives has contributed to the development of stronger, more integrated collaborative leadership, which Chelsea regards as the most valuable component of WCC and the most substantial outcome of the work.**

Although Chelsea had a strong collaborative mindset before the start of Chelsea Thrives, many organizations were still working in silos. The required cross-sector table and shared result of the WCC

initiative pushed community partners to integrate their efforts. With the new structure of Chelsea Thrives, there is consensus that creating a “vessel” for collaboration is probably the most important value-add that Chelsea Thrives has contributed to the community. The convening aspect of Chelsea Thrives was a catalyst for the community’s already existing capacity for collaboration. “I would say the biggest indicator is that there is so much more collaboration and initiative in the community. People are really more apt to work together and there is less competition in the community than there has been in the past.” The creation of the Chelsea Hub additionally strengthened relationships between public safety and health sectors. “The people hiding in their siloes now had to face the rest of the community and the Hub, and Chelsea Thrives smashed those siloes and they’re not coming back.”

All Chelsea survey respondents report that Chelsea Thrives facilitated new or deeper relationships among organizations in the city. According to Chelsea Thrives’ proposal for WCC funding for sustainability planning, the collaborative has grown its partners from 21 in 2014 to 70 in 2016. The team cites a strong relationship with Cambridge Health Alliance that was previously nonexistent and an increase in involvement from Bunker Hill Community College. The Chelsea Hub has also resulted in stronger relationships among all involved partners, including CPD, Roca, North Suffolk Mental Health Association, CAPIC, TND, and MGH. The team’s weakest connections are arguably in the private sector, although the team has a strong relationship with the chamber of commerce and includes a representative from a local bank. Chelsea Thrives has not seen a strong presence from the business community, and while team members do think connecting with and communicating with local businesses is important, they do not see the lack of direct influence as a problem for their work.

✓ **The “table of tables” structure has additionally changed the way community organizations interact with each other.**

One team member remarked on the city’s collaboration, “The city manager loves it because he gets work done so fast and can assign tasks right away. He knows next week the problem will be fixed. This creates a sense of accountability, camaraderie, and urgency. Everyone loves it and it’s just permeated the whole city. That’s the biggest change in the city so far.” Another observed, “The level of collaboration that exists in Chelsea among its community organizations is unrivaled anywhere. First, they have great nonprofits, but it’s the level of collaboration that’s striking.”

Because of its convenience and proven success, the table of Chelsea Thrives now acts as the steering committee for Healthy Chelsea and SSI. Although there is little available documentation on these relationships, this change in structure has likely produced deeper connections among MGH, Roca, and other participating organizations that extend beyond the initiative’s work.

✓ **Chelsea Thrives has contributed to the increased leadership capacity in the community through the development of existing leaders as well as efforts to build new resident leaders.**

A number of staff members from organizations participating in Chelsea Thrives have taken on new leadership roles in the community. According to one team member, “I see new leaders emerging from some of these various organizations that exist. So there are some folks from TND and the Collaborative that are much more involved now. So I think they have really risen to the occasion.” Multiple team members described Chelsea Thrives’ initiative director and director of community engagement at TND, Melissa Walsh, as a “new leader.” Additionally, team members have cited the police chief’s strong presence in the community and the respect he and the department have garnered given their commitment to innovative practices.

There have also been some significant outcomes to the Chelsea Thrives' work in resident engagement. In order to strengthen resident leadership, TND launched a Board Leadership Boot Camp in March 2017. The program gained notable success with the city manager selecting a large majority of its 52 graduates to stand on city boards and committees. TND plans to offer the program again in 2018. The city manager stated, "I think I've appointed at least three-quarters of that graduating class to boards of the city. And I'm always reaching out to Sharon from TND asking who else is in that group because I have another opening."

The team's commitment to diversifying leadership has held strong throughout the initiative. The TND community engagement manager of Chelsea Thrives, Jose Iraheta, acts as a sort of bridge, both professionally and personally, to the large Latino population in Chelsea. Iraheta stated in an interview, "I heard that folks want to see more diverse leadership. And it's still true that a lot of folks are not Latino, and many times I've been asked for the perspective as if I represent the entire Latino population." Yet, he also notes, "So we have issues because of these sensitive areas, but the leadership in the community understands the issues of the most vulnerable and what has to be elevated." While there is still work to be done citywide, Chelsea Thrives appears to be contributing to a shift in leadership that more reflects the diversity of the community. According to the school superintendent, "My schools are 86 percent Hispanic. Years ago, why wasn't my school committee 86 percent Hispanic? We are close to 86 percent now...And the same shift took place on the city council level. And, right now our police department is 40 percent Hispanic, so we're the most diverse police department in the state."

Value and diffusion of core elements

Chelsea embraced each of the WCC core elements and actively applied the elements to its work. It is worth noting, however, that Chelsea had more baseline capacity than some Round 1 cities with regard to the core elements, particularly community engagement and evidence-based learning. While Chelsea Thrives expanded and deepened the community's capacity in these areas, the change may be less due to the influence of WCC. Stakeholders had mixed views on the level of impact some of the elements had on their outcomes to date, but, overall, stakeholder response was still quite positive and many partners have taken steps to embed more deeply the core elements in their organizations' practices, policies, or resource allocations.

✓ Resident engagement has been a consistent component to the work of Chelsea Thrives.

Community engagement efforts that have stemmed directly from Chelsea Thrives began with a few public summits to gather resident feedback about the city. It then evolved, under the direction of its community engagement manager, into the Youth Opportunity Task Force that went on to organize neighborhood walks with police, a youth basketball league, and "parklet" events where residents clean up and decorate a small part of the neighborhood for future use.

Chelsea Thrives hosted several other community engagement events, including a large-scale neighborhood block party, additional neighborhood summits as part of a bi-annual check-in with the community about the progress of Chelsea Thrives, the "Arts in the Box!" summer event series, and a Community Fellows program where residents can earn a stipend for community volunteering.

TND's successful resident leadership training programs have also contributed to resident empowerment. Outside of its Board Leadership Boot Camp, TND plans to offer a semester-long Parent Leadership Training Institute to 30 residents in 2018. The city and the OJJDP grant provided funding to the program, the

purpose of which is to “[assist] parents to advocate for their children’s education, health, and well-being through municipal and educational systems.”

Given the substantial investment in community engagement, it is somewhat surprising that just 35 percent of survey respondents felt having Chelsea Thrives’ approach informed by residents had substantial impact on the outcomes of the work, though 85 percent felt it has at least some impact. Additionally, 40 percent believe that the increase in resident engagement and leadership had a substantial impact on the outcomes (90 percent felt it had at least some impact).

Partnering organizations do appear to be making changes to better engage residents. In fact, more than 70 percent of those surveyed report that they have changed policies, practices, or resource allocations to better engage residents. As one city official stated, “We pay more attention to concerns of residents than ever before.” Another key nonprofit partner noted that Chelsea Thrives contributed to the organization making space for more voices, including residents, at decision-making tables and testing new practices in engaging residents, in partnership with other organizations.

- ✓ **Chelsea Thrives’ community engagement strategies appear to have empowered residents and given them clear onramps for participating in civic life, aligning well with WCC’s long-term vision for a strong civic infrastructure.**

Chelsea Thrives has actively engaged residents in its efforts to reduce crime and the perception of crime. Chelsea has gone beyond activities intended to “listen” to resident input. On many facets of the collaborative’s work, residents are integrated partners in implementation, serving on the task forces or committees that design and execute the work or actively carrying out the work such as the resident and TND co-led neighborhood safety walks. Given how deeply embedded residents appear to be in the strategies of Chelsea Thrives, it is not a surprise that 50 percent of survey respondents strongly agree (90 percent at least somewhat agree) that residents whose lives will be impacted by the work informed the approach taken by initiative. Moreover, 50 percent of survey respondents strongly agree (90 percent at least somewhat agree) that Chelsea Thrives has increased resident engagement and leadership on key issues impacting the city, by far the strongest assessment of any of the Round 1 cities. As one example, it appears that the presence of Chelsea Thrives and the strong and persistent collaboration that has been present in the community has facilitated the creation of a new resident-led group, the Chelsea Hill Community group that was inspired by the models applied to the downtown area. The Chelsea Hill Community group operates in Sector 3 of the community.

It is less clear whether Chelsea Thrives has held itself accountable to residents by regularly sharing measurable progress on its shared result directly with the community. Chelsea Thrives has not focused generally on communicating its progress toward the shared result whether to other organizations, civic leaders, or residents, so it is unlikely that residents have a clear understanding of the full impact of the collaborative’s efforts and are more likely aware of the pieces or components of Chelsea Thrives’ work to which they have directly contributed.

- ✓ **Data use and evidence-based decision-making are not necessarily new in Chelsea; however, Chelsea Thrives has heightened this focus and it has been a critical component of its work.**

Organizations like TND, MGH, CPD, Roca, and the public school system all collected and applied data before Chelsea Thrives began. The launch of Chelsea CONNECT in 2012 contributed to TND’s ability to integrate data from multiple partners and expanded overall appreciation of data. However, the

collaboration of Chelsea Thrives highlighted the need to better share data across organizations in order to create a more robust system. One leader remarked, “I don’t think we really used data before—not community data. The schools used data. But coming together as Chelsea Thrives, we realized that we each had our own little data sources and together they were creating a picture that we had to address.”

Early in the initiative, the Chelsea Thrives team admits that its use of data was limited because of the general confusion over a focus area. Once the team settled on a focus of public safety, application of data seemed more obvious. The team has cultivated a data-sharing routine with CPD that has allowed it to study crime statistics in greater depth. “We’re looking at the crime data quarterly and looking at it from different aspects—what does it look like in warm weather, cold weather, does it shift, where does it present?” One of the team’s plans is to eventually map data on residents’ perceptions of safety and overlay this with a map of actual crime statistics to determine if reductions in crime are also leading to improvements in perceptions of safety. Approximately a third of survey respondents felt that use of data has had a substantial impact on the outcomes of the initiative to date (85 percent felt it had at least some impact on outcomes). Despite the prevalent use of data, respondents felt data have the least impact on outcomes of any of the four core elements promoted by WCC.

✓ **Multiple organizations have made system changes to better collect, use, or share data.**

More than 70 percent of survey respondents indicated making changes to policies, practices, and resource flow to support better use of data. Through the involvement of Chelsea Thrives, data from the city and CPD are now easier to access and are available in the form of organized visual crime maps. Furthermore, TND is integrating both the Hub and Chelsea Beautification data into its Salesforce database. “I think the use of Salesforce for tracking in the Hub, and then the ability to use the data dashboard to show data back to folks...I think the Chelsea Beautification Committee was using a similar set up with Salesforce and now they are using the SeeClickFix platform for reporting...The youth navigators want to build their data into Salesforce so they can track it and see trends. And other organizations have come to us and said ‘We want to do this too.’”

The team’s evolving use of data played a part in the city of Chelsea securing several grants over the course of the initiative. Regardless of whether Chelsea Thrives or a partner organization was the lead on the grant application, team members agree that the establishment of a shared system of data greatly improved their applications. Recently, Chelsea Thrives was the recipient of a Byrne grant, which one team member states will hopefully allow it to dig even deeper into data collection and analysis by providing more capacity to the work.

✓ **System change has been a consistent and valued frame for the Chelsea Thrives work.**

Through the development of the driver diagrams related to its long-term result, the Chelsea Thrives team was able to see the larger system issues that were impacting crime and the perception of crime in the community. Moreover, through its collaborative structure, it was able to better understand the larger system issues. “Being at the table with everyone, you actually start to see the gaps and the dysfunction in the system before you can clear it up.” The team also mentions the numerous new relationships that Chelsea Thrives has created as a huge factor in integrating and streamlining current systems.

Team members cite multiple examples of practice changes within participating organizations. The transition to a citywide safety focus appears to have accelerated the system-oriented work. As one stakeholder noted, “I think what Chelsea Thrives pushed us to do was to build deepened collaboration with an eye towards system change. Systems don’t operate just in a neighborhood. The system change

work that we're looking at are citywide." The survey results reinforced stakeholders' perceived importance of system change. Overall, 50 percent of respondents strongly agreed that Chelsea Thrives had pursued system-oriented strategies such as changing policies, practices, or funding flows, and 45 percent believed this approach had a substantial impact on outcomes of the work.

- ✓ **One of the more widespread system changes that will have an impact beyond the specific shared result is the use of "navigators" to provide better support and linkages between residents and services.**

Several organizations have adopted the use of navigators, a practice modeled through Chelsea Thrives. Team members point to the navigators program as being a sort of catalyst to additional community engagement efforts in alignment with Chelsea Thrives. "Four-and-a-half years ago there were efforts to engage the community, but not very effective....what really changed that was the navigator program. It gave a formality to the problem and it started this effort of community engagement and this really helped shape our system of care." For example, in order to combat youth gang membership, the school system hired two navigators through Roca and expanded summer and afterschool programming.

New resources flowing into city

Chelsea has been very successful in attracting new funding sources since the establishment of Chelsea Thrives. Chelsea Thrives helped the city secure a million dollar grant from OJJDP. In October 2017, the city was the recipient of one of eight \$1 million grants from the Byrne Criminal Justice Innovation program to support Chelsea Thrives' collaborative effort toward public safety. During this same time, the Robert Wood Johnson Foundation (RWJF) awarded the city the 2017 RWJF Culture of Health Prize. As justification for this award, RWJF states that in Chelsea, "Grassroots activists and policymakers, police officers and business owners, health care officials, and high school students—all are working together to make inroads against substance abuse, pollution, obesity, homelessness, and violence."

Stakeholders agree that while not every grant application came directly from Chelsea Thrives, the strong collaboration among organizations and a more deliberate use of data have given everyone a new sense of confidence when applying for grants. "We announced we had won the Culture of Health Prize. We won because of that collaboration, because everyone at the Chelsea Thrives table took part in this application process. And when the visiting team came to Chelsea, I think they were blown away." In discussing the Byrne grant, one leader commented, "That wouldn't have happened without Chelsea Thrives. The collaborative nature gave us a compelling narrative and a compelling application to the Byrne grant folks."

Another new resource in the community will come from the city's recent passage of the Community Preservation Act. This ballot initiative, strongly supported by the Chelsea Thrive partners, will provide additional tax revenue for investments in affordable housing, parks, and historic preservation.

Contextual factors contributing to progress

Some internal issues related to the partnership, as well as some larger external factors affecting residents of the city, have impacted the evolution of the work.

- ✓ **The change in the city manager position affected how the work evolved, with the new manager helping to further drive the transition of Chelsea Thrives as a “table of tables” in the city.**

The most significant impact to the Chelsea Thrives initiative was the change in city managers. While there was a lot of concern about the change given the leadership of Jay Ash (the city manager at the time of the WCC application) who joined the cabinet of Governor Baker, team members stated that the transition to Tom Ambrosino did not disrupt the work and that Tom was very supportive of Chelsea Thrives from the start. Many even suggest that the change was well timed. Although Jay was deeply engaged in Chelsea Thrives and well liked in the community, the difference between Jay and Tom’s approach to the initiative may have accelerated its progress because of Tom’s willingness to change traditional practices and spend city money to support various projects. In addition, when Tom came in, he was concerned about the large number of unaligned collaboratives working on similar issues in the city. He was a driver of the effort to bring a lot of the related activity under the Chelsea Thrives umbrella.

- ✓ **The departure of the team’s first initiative director slowed progress early in the initiative.**

The Chelsea team hired an initiative director relatively early in the process; however, it was not a good fit. At that point, it took some time to make a decision about how to staff the work. Although team members universally agreed on the hiring of Melissa Walsh as a positive change, the transition naturally slowed progress. Now, at the close of the initiative, the position of initiative director is again open following Melissa’s departure in November 2017. This transition will most likely present a significant challenge to the team due to Melissa’s success as initiative director over the course of the initiative.

- ✓ **The initial team consisted of mostly high-level members, but this has shifted to include largely midlevel officials, which presents some positive elements as well as challenges.**

The team cited the change as both positive and negative. “Now it is a midlevel formal table. I think there is more honest conversation. Over the last couple months, there has been less participation of CEO level and more participation of senior staff of organizations.” Despite the team now consisting of those who do more of the on-the-ground work, the concern is that the team has lost some of its influence. “...there’s benefit to having CEOs in the room. The conversations [now] are around being pragmatic and thinking about what issues can be solved related to safety. And I wonder if one of the things we are losing is in the conversations...maybe looking at the larger connections, national connections, and being able to make an organizational commitment right there at the table.”

- ✓ **Improved housing market conditions have fueled speculation and generated growing concerns about gentrification.**

The hot housing market in the Boston area has heightened concerns about gentrification and displacement, even in some of the most distressed neighborhoods in Chelsea. Team members recognize the tension that city improvements create. “We want people to come to the city and support the businesses; however, I don’t want to see Chelsea become the next Somerville. This city’s vitality is based on its current demographic makeup, and I am concerned about people being priced out eventually.” Some residents complained that Chelsea Thrives’ initial work in increasing rental inspections

has caused rents to increase. One team member stated that while he felt that Chelsea Thrives has been proactive in looking to implement protective measures for vulnerable residents, there is not yet a system of support.

- ✓ **The growing immigrant population and the current political environment around immigrants are having an impact on many aspects of the Chelsea Thrives work.**

Based on data from the Chelsea Public Schools, the city saw a sharp increase in the number of immigrant families moving into the community between 2013 and 2015. These data show that in 2015, 328 new students from Guatemala, Honduras, and El Salvador enrolled in school. Chelsea Public Schools reports that approximately 26.6 percent of the students in in district are English Language Learners. According to interviews, the large population increase, coupled with inadequate housing and community support services, has contributed to crime as well as increased youth gang activity. These demographic and political factors have worked somewhat against the Chelsea Thrives' goal of reducing crime and increasing the perception of safety.

The large immigrant population in Chelsea also includes a large proportion of undocumented immigrants. Although Chelsea remains a sanctuary city, the recent political climate has created new barriers in connecting with these populations in Chelsea. Team members also expressed that threats of deportation and other negative messages coming from Washington have placed significant stress on these populations and this, in turn, has likely contributed to a negative impact on crime rates and perceptions of safety. "I think what's having a negative impact is the changes coming down from Washington...Because people are afraid to go out because they hear all these rumors and they don't know if ICE is coming by and picking people up. So that's really affected our ability to improve the perceptions in the community."

Interventions of the Federal Reserve Bank of Boston

Overall, Chelsea team members spoke very positively of their relationship with the Boston Fed. One team member remarked, "I think that their flexibility with us has been helpful. The fact that they are more concerned with us figuring out what works versus holding us to whatever we said originally we were going to do is rare for a funder." However, several team members also mentioned that the tension between the Boston Fed's dual role as funder and advisor made their interactions with staff less clear. Because the Boston Fed was trying to "be all things to all people," said one team member, the focus of the discussions was at times "too broad to be meaningful for our partners."

By far, the most useful intervention to the Chelsea team was working with the consultants WCC provided. The Chelsea team initially struggled with developing a clear vision for its work and subsequent strategies. The team viewed the contribution of Pat Bowie, Maggie Super Church, and others as a critical accelerant. Another benefit of having these consultants was having an informed third party asking the right questions.

The Chelsea team reported that the learning communities were "a mixed bag." The team expressed that although the concept of the learning communities was appealing and that events allowed for some idea sharing across communities, most of the material did not seem relevant to its work. Overall, team members seemed to believe that the costs simply outweighed the benefits, "I think the learning communities as a whole were really hard for us, and I think they struggled with what it should be and our folks sort of fell out of interest pretty quickly." One suggestion was that the emphasis should be on the attendance of key individuals over the entire core team or, otherwise, at least some of the learning communities should occur later when there is deeper engagement of team members. The most effective

learning community, team members agree, was the one hosted in Chelsea that involved the Camden coalition. One team member also cited the project director retreat in collaboration with Living Cities as being particularly valuable.

Conclusions

Sustainability

The current structure of Chelsea Thrives is well suited to sustain work in the future. TND will continue to operate as the backbone organization for the initiative and, given that many participating partners are also “champions” of the various programs and workgroups, there is a strong sense of shared accountability across the team. One major staff change, however, was the departure of Melissa Walsh as initiative director in November 2017. Although Melissa was never on the project as director full-time, team members across the board spoke warmly of her influence on the project and her ability to hold the group together. As her departure is fairly recent, the team has not yet shared a plan for her replacement.

There is also some concern over whether the Chelsea Thrives initiative has rooted itself firmly enough in the community. Although the team is confident in its members’ commitment, some members have expressed concern over the stability of its integrated structure. In response to the concern about community recognition, the team plans to devote a portion of its sustainability grant to better market the Chelsea Thrives initiative and to share available data and current successes.

In the latter half of the initiative, the team has been successful in bringing additional funding to the city to support the work of Chelsea Thrives. The team prides itself on its work thus far in finding sustainable funding sources for several of its piloted efforts. These efforts include transferring the costs associated with substance abuse treatment beds from the city to a local hospital; using OJJDP funding, instead of city funding, to cover the contract for the Thrives community engagement specialist; and integrating the Youth Opportunity Task Force’s evening basketball program into the school department’s annual calendar. The team also anticipates that it will continue to shift and leverage resources based on continued data analysis.

However, with these new forms of funding, the team will also have to consider restructuring itself to increase capacity. Said Melissa on the subject, “So one of the good things was us receiving the Byrne grant. I think it will be good because it will allow us to bring on more staff capacity. We need to look at my position because Chelsea Thrives needs a full-time director, especially with the two federal grants.”

Major learning

✓ **A team must be flexible enough to be able to pivot the work based on learning and feedback.**

Many stakeholders who were part of the original Chelsea team describe the early stages of the implementation process as a kind of “floundering.” Their original plan for a neighborhood-focused initiative targeting poverty proved to be too complex a plan around which to design a clear strategy. The original focus was on both improving the physical environment and addressing the challenges of residents living in poverty. The drivers affecting both these issues were overwhelming to the team. Although the team struggled during these early months, its members were quick to adapt and eager to fix what was not working. “We had to see it not working before we could all get on a path that did make sense.” As team members’ interest waned during this time, one team leader described it as “a great voting with your feet.” This early recognition of the difficulty it was having in maintaining engagement and moving to

action, and the team's determination to correct it, most likely saved the team months and even years of wasted time. After working with WCC consultants and evaluators, the team was able to refocus its goals and strategies.

- ✓ **It is important to agree upon a strong, shared result that is narrow enough to provide direction, but also represents something that the community widely acknowledged as one of its primary challenges.**

One of the key contributing factors to the Chelsea team's success was in selecting a clear, crosscutting issue around which the community could rally. The issue of public safety in Chelsea is highly visible and impacts all aspects of the community, including the perceptions of those who live outside the city. With this focus, Chelsea Thrives was naturally able to garner strong support from key community leaders, like the city manager and the police chief, as well as commitment from a number of distinct, yet intersecting, networks.

Developing a well-defined shared result was a turning point for the Chelsea team. The development of the revised shared result, which was more narrow and concrete, was extremely valuable for getting partners to the table and energizing the community. "Hugely valuable. I would say it's a 10. Otherwise, what were we coming to the table for?" One team member also stated that the shared result is what sparked many important conversations about the interconnectedness of social issues in the community and the drivers of crime. "Are we going to reduce crime by 30 percent? I don't know. But have we gotten to more deep systemic issues in the city, because we've been trying to do that."

- ✓ **Having a strong evidence-based approach requires not just data, but appropriate data, and the capacity to access and analyze this type of data requires significant capacity.**

In many ways, the Chelsea WCC team was the most sophisticated in terms of its use of data and the most challenged by it. Because of some of its previous experience, the team recognized the need for good and appropriate data that tied to its result and allowed the team to learn about its strategies. Getting good data required integrating data across multiple organizations, which in itself is very complex. Moreover, the team also realized many of the legal and regulatory challenges that it would need to overcome to have access to the type of data that would allow the team to really understand its progress and the effectiveness of the different elements of its work. All of this required specialized capacity. And, unlike the other teams, TND has staff and technological capacity related to data integration, data tracking, and data visualization. Even with all of this experience and capacity, Chelsea Thrives continues to struggle with developing a data system, which it believes it needs in order to learn from its work and to track results over time.

- ✓ **A strong initiative director who has trusting relationships across the community is important for building the collaborative.**

The Chelsea team's structure has changed over the course of the initiative in several ways. Arguably, the most significant internal factor to the team's success was the hiring of its most recent initiative director, Melissa Walsh. Melissa replaced the previous initiative director a few months into the start of the implementation period. Team members have agreed that Melissa has been a key factor in the strength of Chelsea Thrives' collaborative table. Interestingly, the team was able to achieve success despite the fact that Chelsea Thrives has never had a full-time director. Though Melissa eventually was able to devote more work hours to the initiative, she was never in the position full-time.

Chelsea Survey Results

Overview

Survey Overview	
Invitations sent	50
Incomplete responses	4
Complete responses	28
Response rate	64%

Profile of Stakeholder Engagement

Table 1. Involvement in Chelsea Thrives (n=32)		
Involvement	Frequency	Percentage
I have played a leadership role, overseeing the direction and implementation of the work.	7	22%
I have served on a committee, workgroup, or advisory group to Chelsea Thrives.	12	38%
I worked on a specific program or project.	6	19%
I have been directly involved in the work of Chelsea Thrives in some other way.	10	31%
I have not been directly involved in the work of Chelsea Thrives.	6	19%
Total	41	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 1 (Check all that apply).

Table 1a. Other involvement in Chelsea Thrives
I come to the meeting to give my thoughts and also share my concerns.
I am a member of the Executive Council.
Fundraiser for TND. Written joint funding proposals for the effort.
I have engaged with the Youth Opportunity Taskforce, the Chelsea Thrives providers' meetings, and the Chelsea HUB group.

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 1a.

Table 2. Length of involvement in Chelsea Thrives (n=25)		
Length of time	Frequency	Percentage
Less than six months ago	1	4%
More than six months ago but less than a year	4	16%
Between one and two years ago	6	24%
More than two years ago	14	56%
Total	25	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 2.

Table 3. Functioning of the team leading Chelsea Thrives							
		Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know	Total
Organizations involved Chelsea Thrives trust each other to share information and to provide honest feedback	Frequency	0	0	7	13	0	20
	Percentage	0%	0%	35%	65%	0%	
Organizations involved in Chelsea Thrives have open discussions about difficult issues	Frequency	0	1	4	15	0	20
	Percentage	0%	5%	20%	75%	0%	
Participation in Chelsea Thrives is not dominated by any one stakeholder group or sector	Frequency	1	2	6	11	1	21
	Percentage	5%	10%	29%	52%	5%	
Organizations involved in Chelsea Thrives share responsibility for the work and hold themselves accountable for achieving the desired results	Frequency	0	0	12	8	0	20
	Percentage	0%	0%	60%	40%	0%	
Over the course of the initiative, new partners have been welcomed and invited to participate in the leadership of Chelsea Thrives	Frequency	0	1	3	17	0	21
	Percentage	0%	5%	14%	81%	0%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 18.

Assessment of shared result

Table 4. Expression of key result (10-year goal) of Chelsea Thrives	
Safety and community health for residents, businesses, etc.	5 year goal.
Reducing crime and improving perception of safety by 30%.	A safer city to live in.
Helping to try and help lower crime rate engagement with the community empowering the community to come together.	To increase the level of safety as well as the perception of safety in the community.
Creating and maintains strong community partnerships to address serious issues in our city not to just sit around talking about it but actually hitting the streets and getting shit accomplished.	The key result is to reduce crime by 30% as well as the perception of crime. Throughout the past few years we have worked to lessen crime by helping to build a thriving city full of economic and social opportunities. With more community and municipal engagement.
A measurably healthier and more economically viable city landscape brought about via collaboration between city institutions and agencies.	A healthy diverse community where safety to all is the mission statement. Removal of gangs, guns, and drugs adding support guidance and opportunity.
Safe streets that lead to healthy and thriving community to live and raise a family.	A community that is responsive to the growing population of “outsiders” and creating a safe, welcoming place to work and live.
Reduce youth violence.	Reduce crime and improve perceptions of safety by 30%.
Improving safety and the perception of safety in the community.	Reducing crime and the perception of crime.
To reduce crime and increase the perception of safety.	Increase in safety and the perception of safety.
Chelsea Thrives brings a lot of leaders together and provides a space for dialogue, ideas, and network. That is a powerful thing.	Collaborative connections between the courts, social service agencies, schools, city departments, and police. HUB was the primary achievement I see.
Safe and healthy communities.	A safer, healthier, more empowered community as a result of community partners working and sharing together.

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 5.

		Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know	Total
The selected result helped focus the team's effort	<i>Frequency</i>	0	0	8	11	1	20
	<i>Percentage</i>	0%	0%	40%	55%	5%	
The selected result helped the team to gather the "right" people at the table	<i>Frequency</i>	0	2	6	11	1	20
	<i>Percentage</i>	0%	10%	30%	55%	5%	
The selected result addresses a critical challenge for our city	<i>Frequency</i>	0	1	4	14	1	20
	<i>Percentage</i>	0%	5%	20%	70%	5%	
The selected result enabled the team to readily measure and communicate progress	<i>Frequency</i>	0	1	11	7	1	20
	<i>Percentage</i>	0%	5%	55%	35%	5%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 19.

	Frequency	Percentage
Strongly Disagree	3	14%
Somewhat Disagree	0	0%
Somewhat Agree	4	18%
Strongly Agree	15	68%
Don't Know	0	0%
Total	22	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 6.

		No Progress	Limited Progress	Substantial Progress	Do Not Know	N/A	Total
Youth Opportunity	<i>Frequency</i>	0	10	3	1	0	14
	<i>Percentage</i>	0%	71%	21%	7%	0%	
Community Engagement	<i>Frequency</i>	0	2	8	1	0	11
	<i>Percentage</i>	0%	18%	73%	9%	0%	
Hub	<i>Frequency</i>	0	0	4	0	0	4
	<i>Percentage</i>	0%	0%	100%	0%	0%	
Health & Training	<i>Frequency</i>	0	3	6	1	0	10
	<i>Percentage</i>	0%	30%	60%	10%	0%	
Neighborhood improvements, housing & physical environment	<i>Frequency</i>	0	5	8	0	0	13
	<i>Percentage</i>	0%	38%	62%	0%	0%	
Other	<i>Frequency</i>	0	0	7	0	0	7
	<i>Percentage</i>	0%	0%	100%	0%	0%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 7a.

Table 8. Approaches to the work and perceived contribution to outcomes of Chelsea Thrives

		Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know	Total			Large Negative Impact	Modest Negative Impact	No Impact	Modest Positive Impact	Large Positive Impact	Don't Know	Total
Chelsea Thrives established a diverse, cross-sector collaborative of leaders	Frequency	0	1	8	12	0	21	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	1	0	7	11	1	20
	Percentage	0%	5%	38%	57%	0%			Percentage	0%	5%	0%	35%	55%	5%	
The approach taken by Chelsea Thrives was informed by residents whose lives will be impacted by the work	Frequency	0	1	8	10	1	20	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	0	1	10	7	2	20
	Percentage	0%	5%	40%	50%	5%			Percentage	0%	0%	5%	50%	35%	10%	
Chelsea Thrives has increased resident engagement and leadership on key issues impacting the city	Frequency	0	0	8	10	2	20	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	0	1	10	8	1	20
	Percentage	0%	0%	40%	50%	10%			Percentage	0%	0%	5%	50%	40%	5%	
Chelsea Thrives regularly uses data to refine strategies	Frequency	0	1	7	11	1	20	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	0	1	11	7	2	21
	Percentage	0%	5%	35%	55%	5%			Percentage	0%	0%	5%	52%	33%	10%	
Chelsea Thrives has pursued system-oriented strategies such as changing policies, practices, or funding flows	Frequency	0	0	9	10	1	20	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	0	1	8	9	2	20
	Percentage	0%	0%	45%	50%	5%			Percentage	0%	0%	5%	40%	45%	10%	
Chelsea Thrives has facilitated new or deeper relationships among organizations in the city and/or catalyzed changed perspectives among local leaders.	Frequency	0	0	5	15	0	20	What difference did this make (positively or negatively) in the outcomes of the work?	Frequency	0	0	1	5	14	0	20
	Percentage	0%	0%	25%	75%	0%			Percentage	0%	0%	5%	25%	70%	0%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 12-17a.

Outcomes

Table 9. Changes in organizations' policies, practices, or allocation of resources influenced by Chelsea Thrives (n=20)					
		Yes	No	Don't Know	Total
Changed policies, practices, or resource allocations (human or financial) to develop stronger collaborations with other leaders or leading organizations in the city	Frequency	15	4	1	20
	Percentage	75%	20%	5%	
Changed policies, practices, or resource allocations (human or financial) to better engage residents	Frequency	12	6	2	20
	Percentage	60%	30%	10%	
Changed policies, practices, or resource allocations (human or financial) to better use data	Frequency	12	6	2	20
	Percentage	60%	30%	10%	
Changed policies, practices, or resource allocations (human or financial) in support of the goals pursued by Chelsea Thrives	Frequency	13	4	3	20
	Percentage	65%	20%	15%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 11.

Table 9a. Changes in organizations' policies, practices, or resource allocations. (n=15)	
The changes that have occurred in our agency above are largely due to the fact that that is my job to do. I participate in Chelsea Thrives which supports my efforts hence the connection.	Allocated more resources to working on trauma.
Our CEO has been on the forefront of most of the great work in this city.	We are engaged more with the community and do more outreach.
More heightened focus on trauma as a root cause greatly affecting a number of our community members and how to be more trauma-sensitive.	The fact that the answer is no does not reflect Chelsea Thrives, but on my organization's lack of Board support in this endeavor.
As the backbone agency, TND has made changes in how much they value stronger collaboration, data and shared goal setting.	We pay more attention to concerns of residents than ever before.
We have key staff committed to serving on Chelsea Thrives key initiatives. We use Chelsea Thrives meetings to communicate with the broader Chelsea constituents and organizations.	TND has invested significantly in staffing. Two full-time Chelsea organizers, plus the Thrives Manager is an increase in staffing of 1FTE; data and eval capacity continues to deepen. My time as fundraiser has been dedicated to writing funding applications submitted by the city for the first time. TND's strategic plan now highlights stewardship of cross-sector partnerships as one of four priority areas.
I can say with certainty that our collaborations with other organizations (TND, BHCC, CPD, etc.) have strengthened, and my participation in committees, efforts, programs is supported by my board, which may not have been so true four years ago. Regarding data, we are collecting data of our own and working with partners (such as YMCA Training in Boston) to identify companies with employees that would benefit from English classes in Chelsea (free to the employee). Better English language proficiency improves opportunities in work and wages.	My agency works collaboratively with police to build a safer atmosphere for the homeless and using population of Chelsea. Healthy Chelsea provided the forum to begin the discussions that were needed to move toward the current policy changes guiding the city to become independent on their combat against opioid addiction and current homeless population. Chelsea through the support of Healthy Chelsea was able to document and begin the journey of using data to better support goals.
TND has worked tirelessly to ensure that we are in full support of the Chelsea Thrives Initiative from a full-time staff member who manages the initiative to the creation of community engagement work plans around the Chelsea Thrives goal.	Stronger collaborations: making space for more voices, including residents and mid-level staff at decision-making tables. Engaging residents: doing so in partnership with other organizations, trying new practices Use of data: crime mapping and hotspotting, continual use of data monthly. Goals: much fundraising attention and resources has gone to raising addition support for implementation to move the needle on goals.
Participation in CT has created stronger ties to other city organizations, leading to increased support of our youth in various ways.	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 11a.

Table 10. Change in organizational engagement with community outside of Chelsea Thrives since 2014 (n=24)							
		Significantly Less Engaged	Somewhat Less Engaged	No Change	Somewhat More Engaged	Significantly More Engaged	N/A
Cities Agencies	Frequency	0	0	3	7	10	1
	Percentage	0%	0%	14%	33%	48%	5%
State or regional agencies	Frequency	0	0	7	10	4	2
	Percentage	0%	0%	30%	43%	17%	9%
Financial Institutions (e.g., banks, CDFIs)	Frequency	0	0	10	8	2	3
	Percentage	0%	0%	43%	35%	9%	13%
City nonprofit organizations	Frequency	0	0	0	15	8	1
	Percentage	0%	0%	0%	63%	33%	4%
Business/employers in your city	Frequency	0	0	2	14	7	1
	Percentage	0%	0%	8%	58%	29%	4%
Grassroots organizations/ resident groups	Frequency	0	0	3	15	6	0
	Percentage	0%	0%	13%	63%	25%	0%
Educational Institutions	Frequency	0	0	2	10	11	1
	Percentage	0%	0%	8%	42%	46%	4%
Foundations (local, regional, national)	Frequency	0	0	6	9	7	1
	Percentage	0%	0%	26%	39%	30%	4%

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 3.

Table 11. Change in personal beliefs around community change since 2014 (n=22)							
		Significantly Less Important	Somewhat Less Important	No Change	Somewhat More Important	Significantly More Important	N/A
Sharing decision-making and responsibility with other organizations	Frequency	0	0	3	9	10	0
	Percentage	0%	0%	14%	41%	45%	0%
Seeking out leaders who represent the racial and ethnic diversity of the city	Frequency	0	0	2	5	14	1
	Percentage	0%	0%	9%	23%	64%	5%
Seeking the perspective of a racially, ethnically, economically diverse body of residents to inform approaches to improve the city	Frequency	0	0	3	8	11	0
	Percentage	0%	0%	14%	36%	50%	0%
Pursuing strategies to support resident empowerment/leadership	Frequency	0	0	3	9	9	1
	Percentage	0%	0%	14%	41%	41%	5%
Using "data" to develop strategies, assess progress, inform learning, catalyze adaptation and innovation	Frequency	0	0	3	10	9	0
	Percentage	0%	0%	14%	45%	41%	0%
Building new relationships with individuals and/or organizations or bringing different types of organizations into problem-solving discussions	Frequency	0	0	1	5	16	0
	Percentage	0%	0%	5%	23%	73%	0%
Pursuing strategies to change policies, practices, funding flows	Frequency	0	0	2	9	11	0
	Percentage	0%	0%	9%	41%	50%	0%

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 4.

Table 12. Influence of Chelsea Thrives on the city of Chelsea (n=20)

		Yes	No	No Opinion
Chelsea is better off because of Chelsea Thrives.	Frequency	20	0	0
	Percentage	100%	0%	0%
Low-income people in Chelsea are better off today because of Chelsea Thrives.	Frequency	16	2	2
	Percentage	80%	10%	10%
Chelsea Thrives has started making longer-term changes that will benefit low-income people in the region in the next 5-10 years.	Frequency	16	0	4
	Percentage	80%	0%	20%

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Questions 8-20a.

Table 12a. How Chelsea is or is not better off because of Chelsea Thrives

Chelsea Thrives provides a forum for key stakeholders to learn of and be part of efforts to make the city a better and safer city.	When you have people who care about the community and city there will always be progress.	Just a great umbrella organization for all sorts of initiatives on which various organizations collaborate.
Better off because of strong collaboration practices among members.	It is better because brings different partners together to address City challenges.	To me, the biggest accomplishment of Chelsea Thrives is the implementation of the Hub.
There is a sense among community partners that people are coming together to make our community safer.	I have witnessed this city get safer be more proactive in helping our schools our children. Housing is still being offered by TND even though gentrification is in full swing.	Because of Chelsea Thrives the city is working in collaboration with Health, Safety and City Officials to develop and maintain long-term strategies to help with food insecurities, obesity, crime, low-income housing and community and civic engagement.
Health Chelsea brings key stakeholders to the table in a non-threatening supportive atmosphere and identifies all needs as a priority establishing cohesiveness within the working group.	Chelsea has a group of dedicated individuals from multiple perspectives working hard to make it a safer and more enjoyable place to live. CT works in real time to be both proactive and reactive to the needs of the city.	The partnerships have deepened, programmatic and policy change has happened, and over \$2.5 million has been brought into the city for collaborative work to improve safety.
More dialogue and funding to achieve shared goals!	We are collaborating together on difficult issues. We are not blaming each other, but problem solving together.	Grants to pursue projects are being funded.
In many of these previous Qs I answered "no change" or "do not know" — that's because I'm a strong believer in the model and have been from the start. We don't have firm data that the end result is a result of Thrives — crime is going down, but is it due to our efforts? For sure — process results (group decision making, aligning resources) are strong. I think the city is better off for the coordinated decision making and aligned responses. MANY parties are engaged — residents and institutions.	With competent leadership, more organizations step up to be part of the process. TND has been an effective leader, meaning more parties are involved in the work, in being part of solutions, in offering resources and ideas. This is benefiting substance abusers, youths, neighborhood cleanliness, over-crowded housing, etc.	Two things come to mind: there has been a strong debate among all of us in the city as to where we were, and what we are and what we want to look like in the future. This is still in flux, but the conversation is getting us together, and working towards a common plan and goal. The second is the immediate improvement in the quality of life in the downtown area. There is still a lot of work ahead of us, but the hardest part was to get started--and we have!

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 8a.

Table 13. Future Work of Chelsea Thrives

		Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know	Total
I believe that the group of organizations collaborating on Chelsea Thrives will still be working together toward the desired result three years from now	<i>Frequency</i>	0	2	3	16	0	21
	<i>Percentage</i>	0%	10%	14%	76%	0%	
If a new mayor is elected in my city next year, the work of Chelsea Thrives will continue to move forward	<i>Frequency</i>	1	0	4	15	1	21
	<i>Percentage</i>	5%	0%	19%	71%	5%	
My city has a group of rising, talented civic leaders poised to make a difference in my community over the next decade	<i>Frequency</i>	1	0	7	11	1	20
	<i>Percentage</i>	5%	0%	35%	55%	5%	
If my city faced an unexpected economic, physical, or social shock (e.g., loss of major employer, sudden rise in high school dropout rates, etc.), the civic leadership in my city could respond quickly and capably to the challenge	<i>Frequency</i>	0	2	5	13	0	20
	<i>Percentage</i>	0%	10%	25%	65%	0%	

Source: Analysis of the Working Cities Challenge Final Survey: Chelsea. See Question 20.