

# Reducing Violent Crime in Chicago: Scaling the Operation Peacemaker Model

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# Agenda

- Chicago Context
- Operation Peacemaker
- Implementation in Chicago
- Next Steps

## Violence Prevention Team

Liza Jones



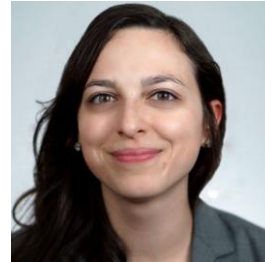
Emma Landgraf



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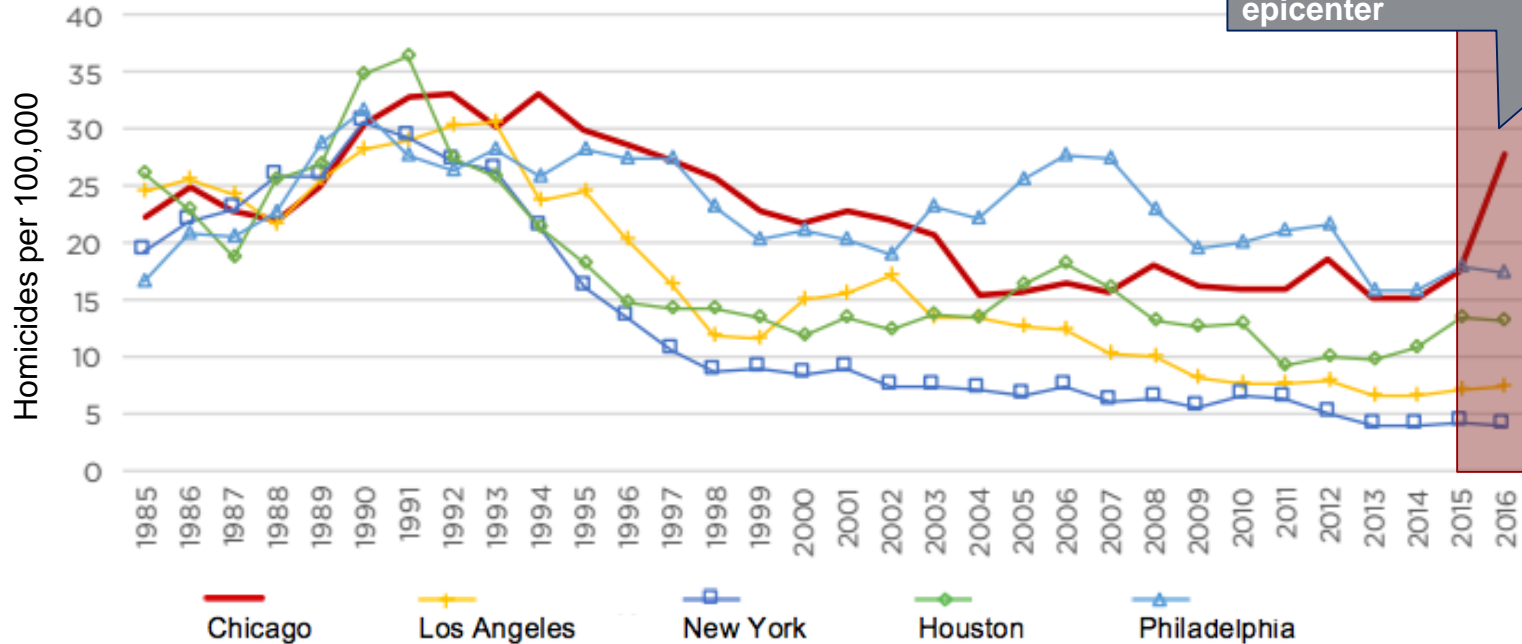


Jason Zukus



# Violence in Chicago is an urgent problem, driven by a small segment of the population

## Homicide Rates: Chicago Compared to Large Cities 1985-2016



\*70% of recent gun violence has involved social networks comprising <5% of Chicago's population, with ~1,400 at the epicenter

Source: "Gun Violence in Chicago, 2016," University of Chicago Crime Lab, Jan 2017; "Modeling Contagion through Social Networks to Explain and Predict Gunshot Violence in Chicago, 2006 to 2014," Green, Horel, and Papachristos, JAMA Internal Medicine, Jan 2017; "With Violence Up, Chicago Police Focus on a List of Likeliest to Kill, Be Killed," Jeremy Gorner, Chicago Tribune, July 22, 2016

# There is a need to focus on expanding existing efforts aimed at serving high-risk individuals

## Prevention and Early Intervention

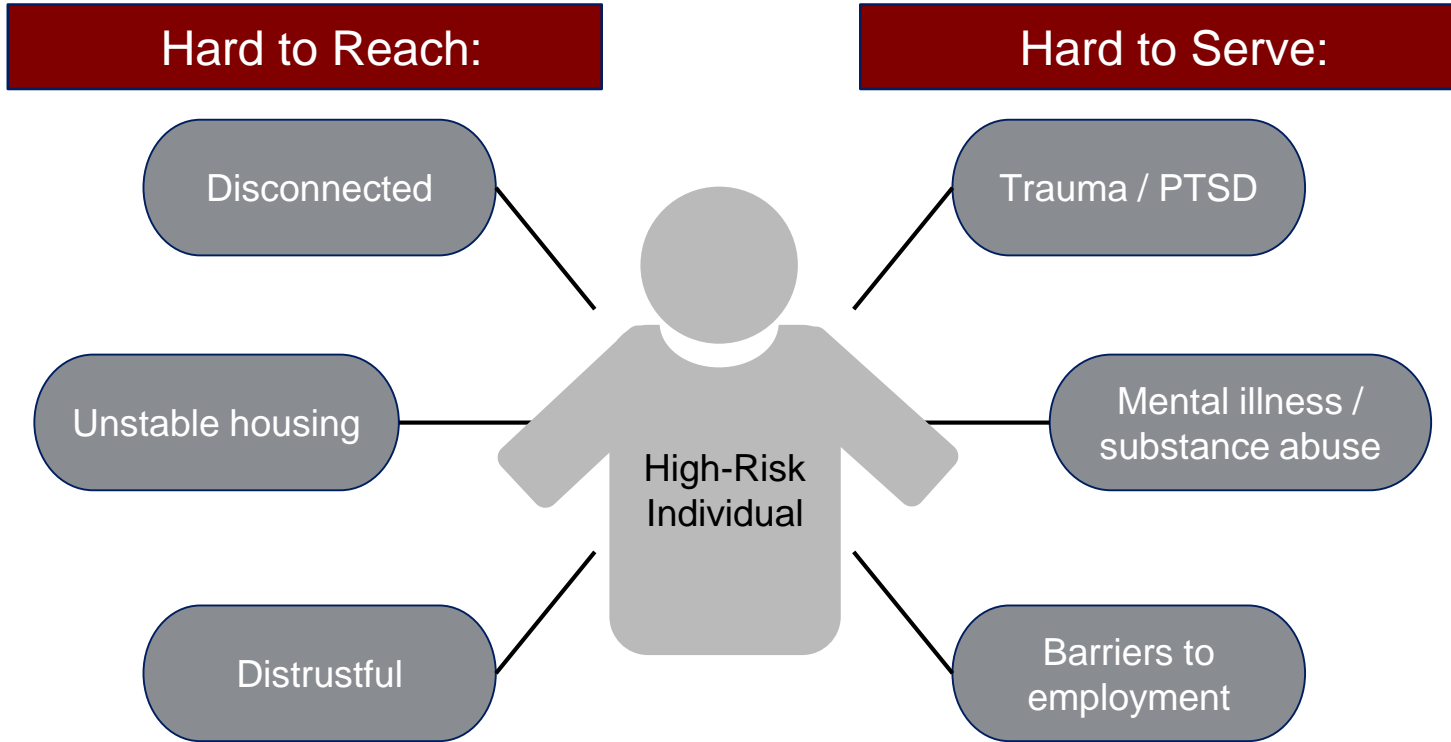


## High-Risk

- Chicago Violence Reduction Strategy
- Institute for Nonviolence Chicago
- Urban Life Skills

Opportunity for more programs and deeper engagement

# It is difficult to reach and serve this population

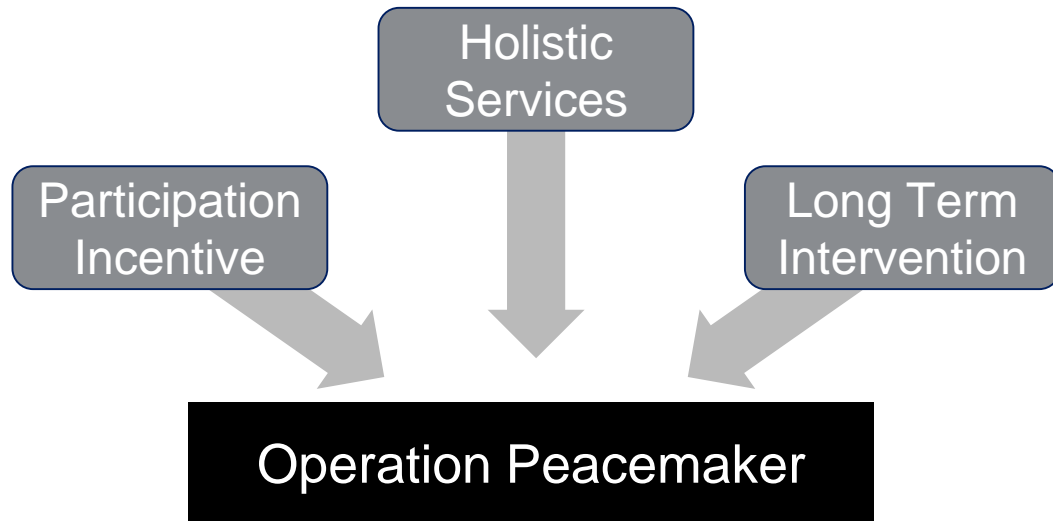


Source: "Offending Behaviour: the Role of Trauma and PTSD," Vittoria Ardino, *European Journal of Psychotraumatology*, vol. 3, Jul 20, 2012; "New Beginning for Cook County Juvenile Temporary Detention Center," Paris Schutz, *WTTW Chicago Tonight*, Oct 29, 2015; *Behind Bars: Substance Abuse and America's Prison Population*, Belenko and Peugh, Columbia University Center on Addiction and Substance Abuse, 1998; "Housing and Public Safety," *Justice Policy Institute*, Nov 1, 2007; "Justice-Involved Youth with Intellectual and Developmental Disabilities," *The Arc National Center on Criminal Justice and Disability*, 2015

# Three key components help overcome the challenges of serving high-risk individuals



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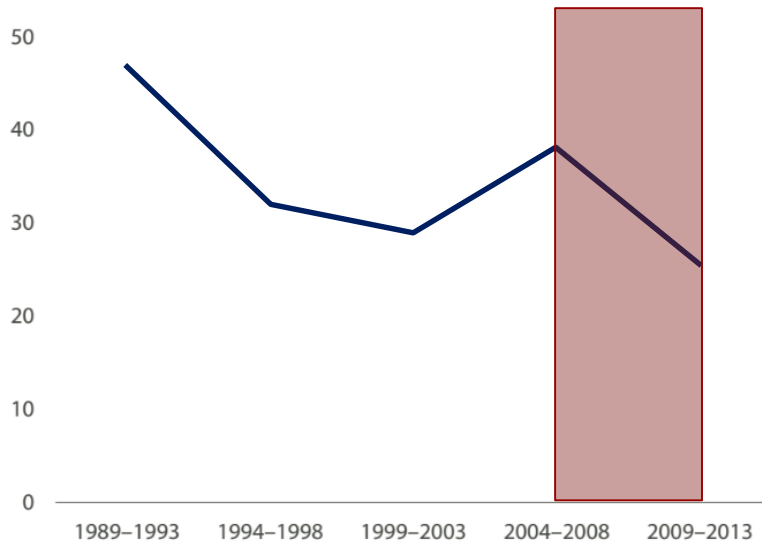
Location: Richmond, California | Founder: DeVone Boggan | Program Length: 18 Months | Fellows: 68

# Operation Peacemaker



# Richmond, CA used this model to address a similar increase in violence

## Homicides in Richmond, Five Year Average 1989-2013



Sources: Spiker, Williams, Diggs, Heiser, & Aulston, 2007; FBI Uniform Crime Reports, 1996-2014

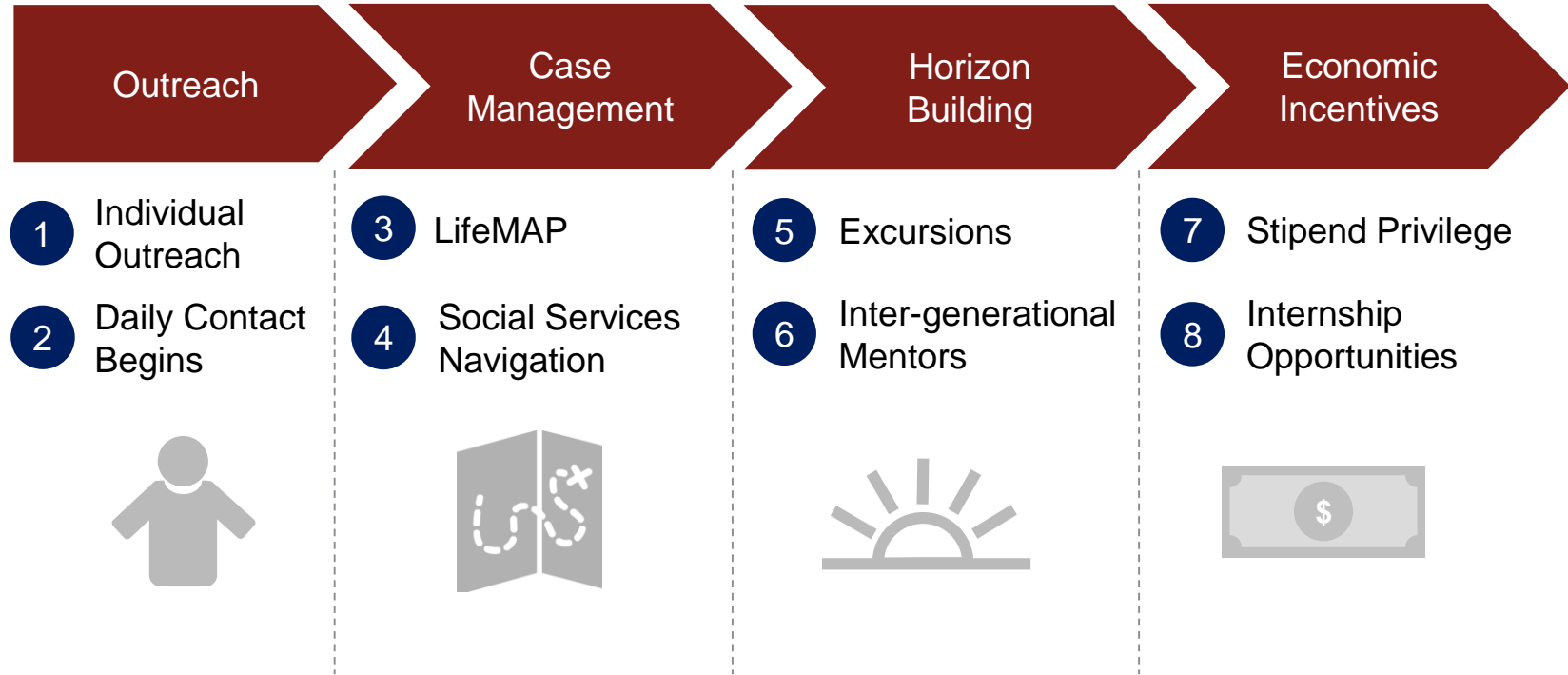
### 2009

- ONS implements Operation Peacemaker
- **45.8** homicides per 100,000
- **6th** most dangerous city

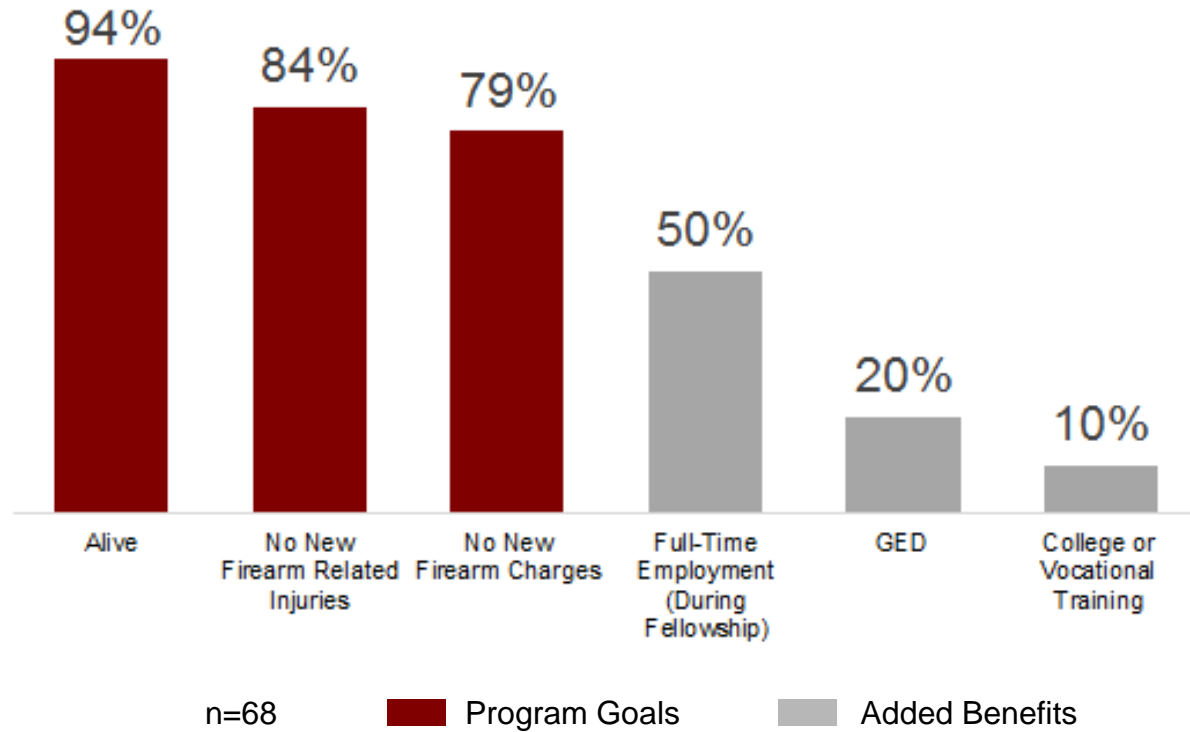
### 2014

- **54%** reduction in firearm related homicides
- **50%** reduction in non-fatal firearm assaults
- Falls out of the top 30 most dangerous cities

# The Operation Peacemaker model provides intensive transformational support over 18 months



# Independent evaluation highlights the impact of the model on fellows and the community



# Our hope is to see this transformational program in Chicago

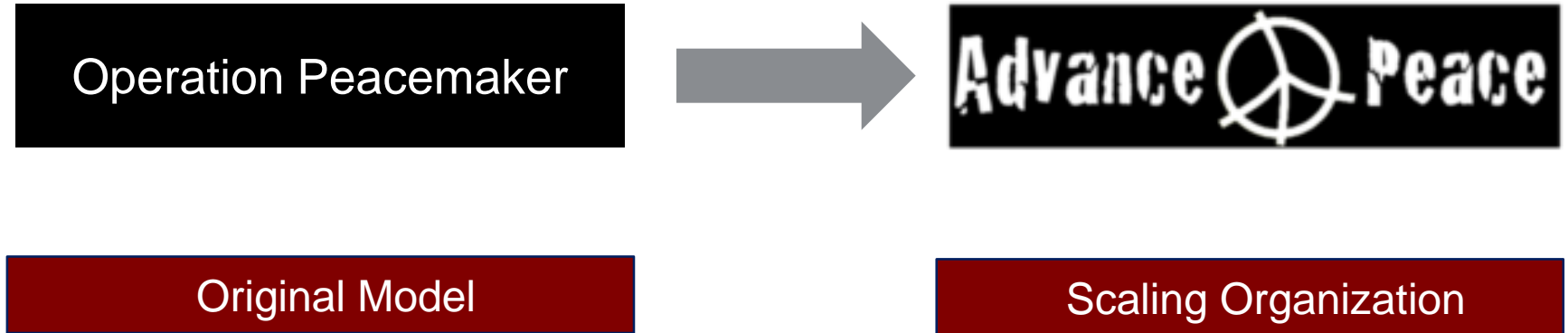


*“I am open to new things because I have been to a different place. I could see I can do better. I can see people trying to help me. I realized that life is bigger than North Richmond and street life.”*

- Operation Peacemaker Fellow

# Implementation in Chicago

# Operation Peacemaker is prepared to scale through Advance Peace



# Adapting the model for Chicago requires a neighborhood-level approach

## Keys to Program Success

1. Clearly defined target population
2. Trusted neighborhood change agents
3. Correct and effective services in place

## Adapting to Chicago

### Larger Population

**2.7m** people



**~1,400** driving crime

### Splintered Gang Culture

**>600** gang factions

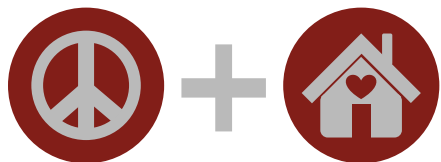
### Need for Coordination of Stakeholders



**Neighborhood-level approach**

# This adaptation will increase the likelihood of success for the model in Chicago

Part 1



Advance  
Peace

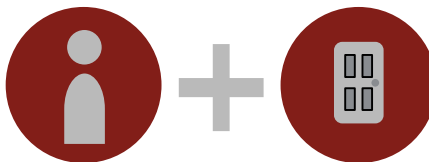
Community  
Organization

Hire and Train



Neighborhood Change  
Agents

Part 2



Neighborhood  
Change Agent

Chicago  
VRS

Invite



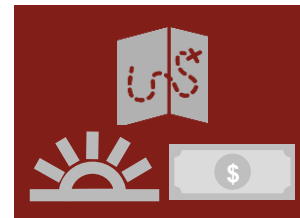
Operation Peacemaker  
Fellows

Part 3



Operation Peacemaker  
Fellows

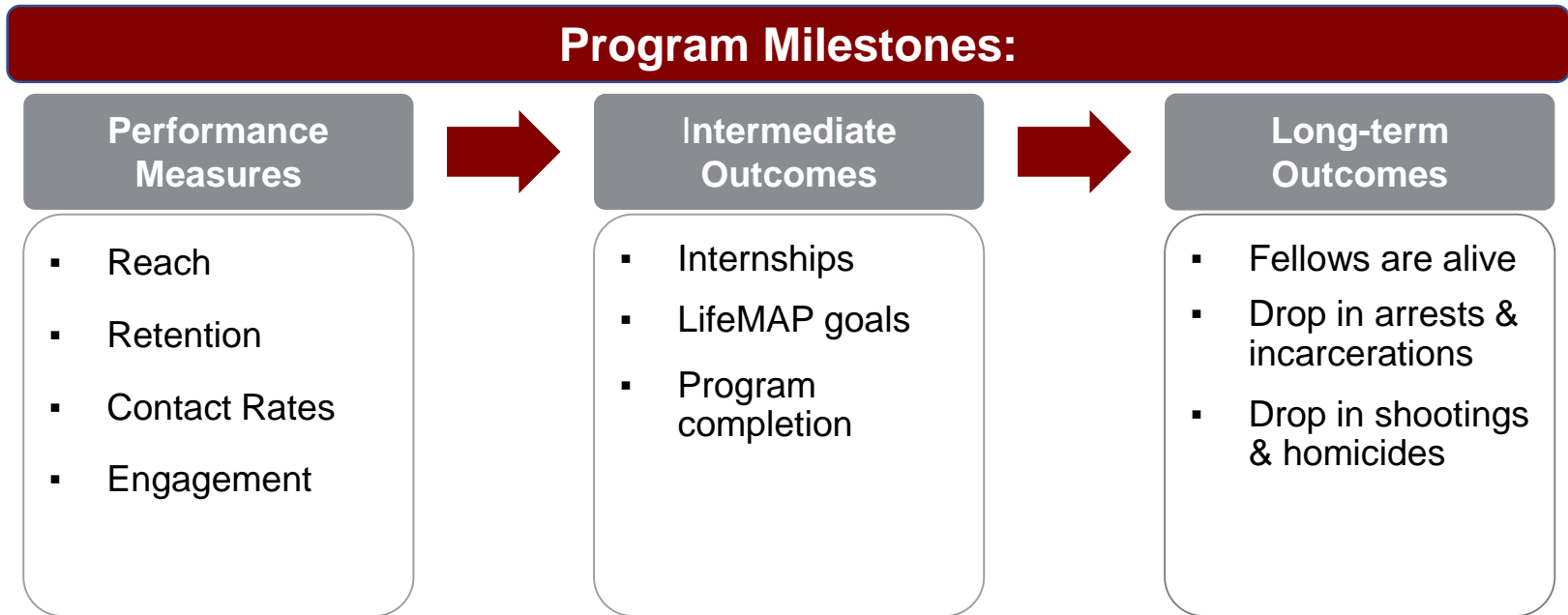
Participate



Program



# Program evaluation will be critical throughout the pilot



## **Next Steps**

# Successful implementation will deliver substantial cost savings and community benefit

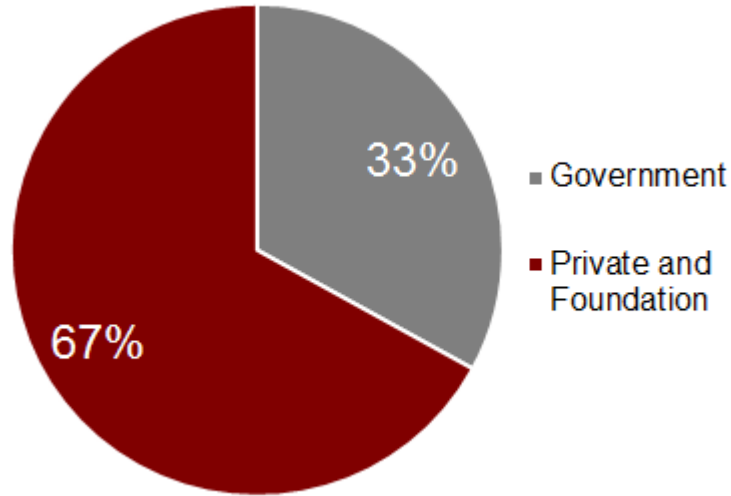
## Program Cost Savings *Per Individual*



“[Operation Peace Maker] pulled me from a lot of things. They ***saved my life.***”

- Operation Peacemaker Fellow

# Three year funding commitment needed from private and public entities to pilot model in Chicago



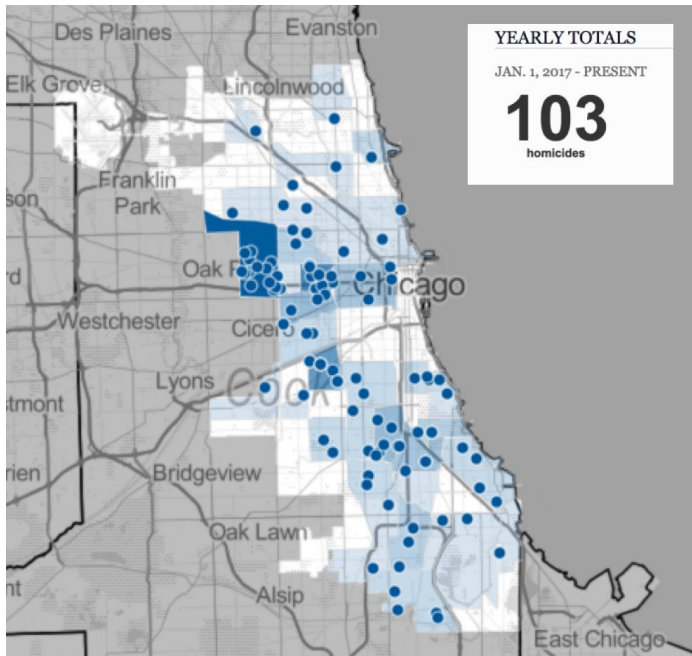
| Program Needs                                     | Estimated 3-Year Expense       |
|---|--------------------------------|
| Training & Other Start-up Resources               | \$200,000 - \$300,000          |
| Advance Peace Consultant                          | \$300,000 - \$400,000          |
| Fellow/ Program Cost*<br>(at \$36,000 per fellow) | \$360,000-\$432,000            |
| <b>Total</b>                                      | <b>\$860,000 - \$1,132,000</b> |

\*10-12 fellows at \$36,000 per year

Source: Draper Richards Kaplan Foundation start-up cost estimate and Advance Peace cost per fellow

# Bold action is needed to reduce violence

## The Issue



## The Solution

### Operation Peacemaker

#### How Chicago can make it happen:

- ✓ Private funding
- ✓ City funding commitment
- ✓ Local organization
- ✓ Advance Peace collaboration

# Appendices

- A. Appendix A: Process
  - 1. Interviews Conducted
  - 2. Organizations Researched
  - 3. Papers Read
  - 4. Innovation Selection Process
- B. Appendix B: Operation Peacemaker
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  - 2. Operation Peacemaker Roles and Responsibilities
  - 3. Recruitment Process Map
  - 4. Model Deep Dive
  - 5. Social Services Offered
- C. Appendix C: Implementation Guide
  - 1. Funding
  - 2. Neighborhood
  - 3. Organization
  - 4. Neighborhood Change Agents
  - 5. Other
- D. Appendix D: Additional Chicago Programs
  - 1. Ceasefire/Cure Violence
  - 2. Urban Life Skills
  - 3. Institute for Nonviolence Chicago

# Appendix A.1: Interviews Conducted

## Chicago

- Francisco Arenas, Cook County Juvenile Probation
- Carmelo Barbaro, UChicago Urban Labs (*Booth Scaling Class Coach*)
- Molly Burke, Chicago Public Schools
- Kia Coleman, Department of Family & Support Services (*Booth Scaling Class Coach*)
- Andrew Fernandez, SGA Youth & Family Services
- Joel Hamernick, Sunshine Gospel Ministries
- Max Kapustin, UChicago Crime Lab
- Commander Thomas Lemmer, Juvenile Intervention Support Center (JISC)
- Chris Mallette, Chicago Violence Reduction Strategy (CVRS)
- Peter Toth, Foresight Design Initiative
- Binta Zahra Diop, UChicago Crime Lab - ChiPlan

## National

- DeVone Boggan, Advance Peace
- Veronica Delgado-Savage, Southwest Key Programs
- Agnes Kolbeck, Administrative Office of the Courts (KY)
- Cheryl Ludwig, Lancaster, PA Youth Aid Panels
- Daniel Stein, Stewards of Change
- Carter Stewart, DRK Foundation

# Appendix A.2: Organizations researched

## Chicago

- Cure Violence / CeaseFire
- Get IN Chicago
- BUILD
- YMCA Youth Safety and Violence Prevention
- Story Squad
- Donda's House
- SGA Youth & Family Services
- Sunshine Gospel Ministries
- Chicago Violence Reduction Strategy
- Urban Life Skills
- Institute for Nonviolence Chicago

## National

- LAPD Youth Advocacy Program (LA)
- LAPD Jeopardy Program (LA)
- Centinela Youth Services (LA)
- VIDA (LA)
- Unity One Foundation (LA)
- Amer-I-Can (LA)
- Homeboy Industries (LA)
- Huckleberry Youth Programs (SF)
- Center on Juvenile and Criminal Justice: Detention Diversion Advocacy Program (SF)
- Community Works West (Oakland)
- Advance Peace (Richmond, CA)
- Southwest Key Programs (Austin)
- Roca (Massachusetts)
- Youth Aid Panels (Lancaster, PA)
- Project OZ (Bloomington, IL)



# Appendix A.3: Papers Read (abridged)

- “Gun Violence in Chicago, 2016,” *University of Chicago Crime Lab*, January 2017
- “Recommendations for Reform: Restoring Trust between the Chicago Police and the Communities they Serve,” *Police Accountability Task Force*, April 2016
- “Modeling Contagion through Social Networks to Explain and Predict Gunshot Violence in Chicago, 2006 to 2014,” Green, Horel, and Papachristos, *JAMA Internal Medicine*, Jan 2017
- “An Economic Analysis of a Drug-Selling Gang’s Finances,” Levitt and Venkatesh, *The Quarterly Journal of Economics*, Aug 2000
- “Evaluation of the Bloomberg-Normal Comprehensive Gang Program,” Spergel, et. al., *US Department of Justice*, May 2005
- “Getting Out of Gangs, Staying Out of Gangs,” Young and Gonzalez, *Office of Juvenile Justice and Delinquency Prevention*
- “Gangs: Problems and Answers,” Friedrichs, *Ethics of Development in a Global Environment*
- “Hegemonic Masculine Conceptualism in Gang Culture,” Luyt and Foster
- “Going to Extremes: Social Identity and Communication Processes Associated with Gang Membership,” Goldman, Giles and Hogg
- “Offending Behaviour: the Role of Trauma and PTSD,” Vittoria Ardino, *European Journal of Psychotraumatology*, vol. 3, Jul 20, 2012
- “New Beginning for Cook County Juvenile Temporary Detention Center,” Paris Schutz, *WTTW Chicago Tonight*, Oct 29, 2015
- *Behind Bars: Substance Abuse and America’s Prison Population*, Belenko and Peugh, Columbia University Center on Addiction and Substance Abuse, 1998
- “Housing and Public Safety,” *Justice Policy Institute*, Nov 1, 2007
- “Justice-Involved Youth with Intellectual and Developmental Disabilities,” *The Arc National Center on Criminal Justice and Disability*, 2015
- “Hegemonic Masculine Conceptualism in Gang Culture,” Luyt & Foster, 2001
- “Going to Extremes: Social Identity and Communication Processes Associated with Gang Membership,” Goldman, Giles, Hogg, 2014
- “Gang Membership Transitions and its Consequences: Exploring changes related to joining and leaving gangs in two countries,” Weerman, Lovegrove, Thornberry, 2014
- “Street Gang Theory and Research: Where are we now and where do we go from here?” Wood, Alleyne, 2008
- “Surf and Turf Wars Online- Growing Implications of Internet Gang Violence,” King, Walpole, Lamon, 2007
- “What Works for Disconnected Young People,” Treskon, 2016

# Appendix A.4: Innovation Selection Process (1 of 2)

## Step 1: Cast a Wide Net

Internal to Team

*Coaches*

Juvenile  
Intervention  
Support  
Center

Chicago  
Public  
Schools

Cook  
County  
Probation

UChicago  
Crime Lab

SGA Youth  
& Family  
Services

*Team*

Kentucky  
Diversion

Advance  
Peace

Foresight  
Design  
Initiative

External to Team

*Foundation  
Related*

MacArthur  
Foundation

Lancaster  
County, PA

Annie E.  
Casey  
Foundation

*Research*

Southwest  
Key  
Programs

NY DCJS

Stewards of  
Change

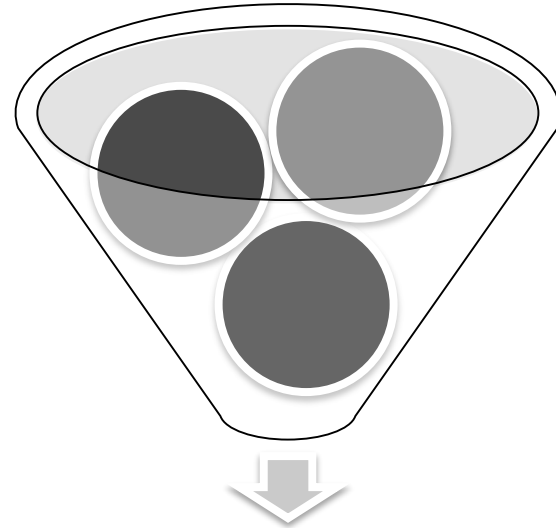
Roca

# Appendix A.4: Innovation Selection Process (2 of 2)

## Step 2: Funnel Innovations Based on Key Criteria

### Key Criteria

|   |   |
|---|---|
| 1 | Innovation aligns with top Chicago need     |
| 2 | Innovation aligns with academic research    |
| 3 | Innovation fills gap in Chicago's landscape |



Top Innovations

## **Appendix B.1: National Council on Crime & Delinquency Process Evaluation for Richmond's ONS**

The NCCD conducted a process evaluation of Richmond's Office of Neighborhood Safety in July of 2015. The evaluation reported on the impact Operation Peacemaker has had on fellows, citing metrics on participant arrests and gun violence. While this report does not evaluate outcomes, NCCD notes that the process evaluation is the first step in preparing ONS for an outcomes evaluation.

# Appendix B.2: Office of Neighborhood Safety Roles and Responsibilities (1 of 2)

## **Director (Full Time)**

- Developing, implementing, and monitoring Office of Neighborhood Safety programs and activities
- Liaison between ONS and community-based organizations, community groups, clients, federal, state, and city agencies
- Provides leadership and vision to ONS staff

## **Neighborhood Change Agents (Full Time)**

- Majority grew up in Richmond
- Often prior involvement with gun-related activities in the same neighborhoods
- Identify and recruit prospective fellows
- Offer customized outreach services to targeted individuals and are the primary contact for Operation Peacemaker fellows
- Mediate community conflict and violence, maintain a constant community presence, and refer fellows to services and employment opportunities
- Keep up with information from the neighborhoods on potential offenders and victims of gun violence and current fellows
- Establish relationship with fellow and their families
- Responsible for 10-15 fellows
- Attend trainings on topics such as trauma response, anger management, violence prevention, and gang prevention and intervention

# Appendix B.2: ONS Roles and Responsibilities (2 of 2)

## **Senior Peacekeeper (Full Time)**

- Supplement the street outreach work and violence interruption services provided by Neighborhood Change Agents
- Interact with current and prospective fellows

## **Commander of RPD Special Investigation Section**

- Lieutenant-level police officer who serves as a liaison between department and ONS
- Employed by police, not ONS
- Communicates daily with ONS Director (but not other staff)
- Provides monthly homicide map, including demographic information for victims
- Informs Director if a fellow is arrested

## **Operations Administrator (Full Time)**

- Grant administration, office management, and supervising administrative staff

## **Other Administrative Positions**

- Accountant (1, Full Time)
- Office Assistant (2, Part Time)
- Other Temporary Roles

# Appendix B.2: Recruitment Model

Figure 3: Fellowship Process



# Appendix B.4: Operation Peacemaker Model- Case Management (1 of 3)

## 1. Daily Contact

- Neighborhood Change Agents check in multiple times a day in person and through calls and texts and are easily accessible to fellows

## 1. LifeMAP

- Developed at assessment and intake with Neighborhood Change Agent, represents a commitment from the fellow and contract between Neighborhood Change Agent and fellow
- Individual comprehensive assessment of current circumstances as well as short- and long-term goals in the following areas: housing, education, employment, transportation, finances, safety, family and relationships, physical health, mental health, spiritual, and recreational and social life
- Updated every six months

## 1. Social Services Navigation

- Accompany fellow to social services to ensure it is the right fit, help with paperwork, and confirm attendance
- Services include: LifeMAPs, anger management, financial management, employment, health care, mental health, educational services, recreational services, transportation, parenting, substance abuse, and housing services
- Can be sub-contracted out or built in house



# Appendix B.4: Operation Peacemaker- Horizon Building (2 of 3)

4. **Intergenerational Mentoring**
  - Volunteer coalition of males from ages 20-55+ that functions independently of ONS
  - Bring expertise and knowledge in areas such as finance, psychology, public health and philanthropy
  - Meet with fellows and ONS staff twice a month for two-hour elder circles
  - Topics include the following: impact of violence, family dynamics, family relationships, and individualized job search assistance
  - Elder circle mentors also serve as mentors to Neighborhood Change Agents, helping them cope with stress
  
5. **Horizons Building Excursions**
  - There are an average of eight trips a year; fellows are eligible to participate in both domestic (San Francisco, Washington, DC, and New York City), and international (Mexico City, South Africa, and Dubai) trips
  - Requirements
    - i. *In-State Travel*: Active participants in program who have agreed to stop shooting, have completed a LifeMAP, and have a relationship with ONS
    - ii. *Out of State Travel*: All of the above and willing to travel with fellows from rival neighborhoods
  - Activities include community service projects, college tours, attending or presenting at conferences, and meeting with government officials

# Appendix B.4: Operation Peacemaker- Economic Incentive (3 of 3)

6.

## Stipends

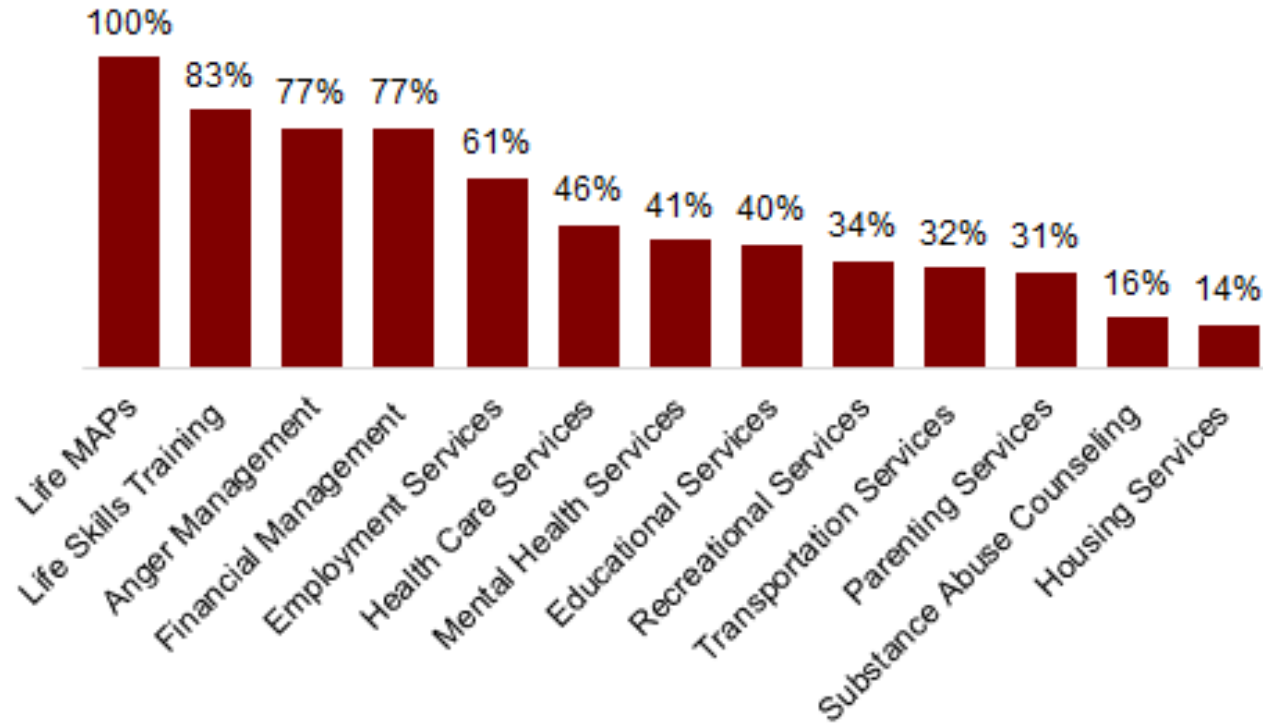
- 60% of fellows have been provided monetary incentives
- Offered for nine months of the eighteen-month fellowship, starting at a minimum of six months in
- Up to \$1,000 per month but usually between \$300-\$700
- Contingent on meeting LifeMAP goals, need for financial support, and lack of substance abuse issues
- Used as an incentive for participation, alternative to illegal activity, and method of positive reinforcement and self-worth

7.

## Internship Opportunities

- Eligible after eighteen months in the fellowship
- 20 hours a week (\$20 an hour) for six to twelve months and usually located in city departments or agencies and community based organizations, based on individual's interests and dreams
- ONS subsidizes 100% of the fellow's internship salary through private funding
- 100% who have participated in an internship have landed long-term employment (longer than 9 months)
- Long-term employment positions include warehouse worker, restaurant worker, and office clerk and in fields including construction, maintenance, retail, and youth development

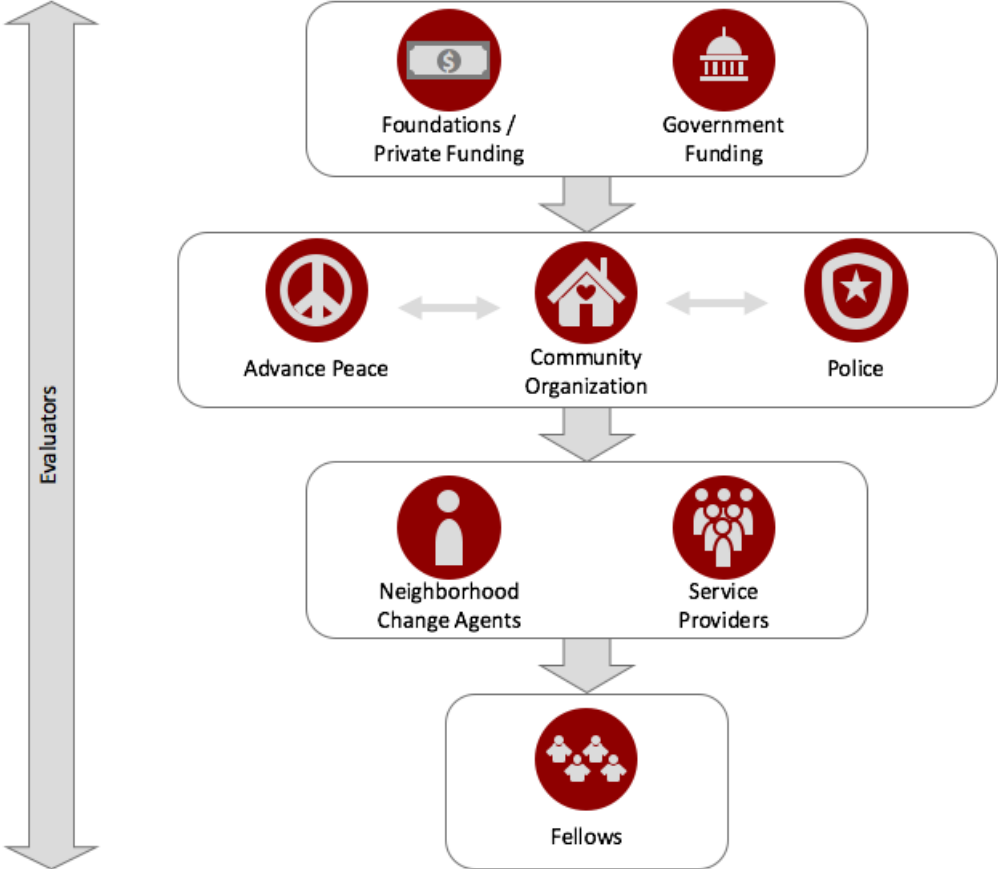
# Appendix B.5: Top Services Received by Fellows



# Appendix C: Implementation Guide

1. Funding
2. Neighborhood
3. Community Organization
4. Neighborhood Change Agents
5. Miscellaneous

# Appendix C: Implementation Map



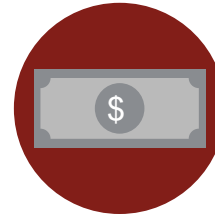
# Appendix C.1: Implementation Guide- 1. Funding (1 of 2)

| Category  | Considerations   | Yes? |
|---|--|------|
| <p style="text-align: center; font-size: 2em; font-weight: bold; color: white;">Funding</p> | Mix of private and public  |      |
|   | Minimum 3-year commitment from city  |      |
|   | Minimum \$860,000 over three years   |      |
|   | Minimum \$300,000 for year one   |      |
|   | Private funding and foundations willing to pay for stipends, horizon building, internship subsidization, and basic needs |      |
|   | City willing to pay for staff compensation, staff training, equipment, and utilities                                     |      |

# Appendix C.1: Implementation Guide- 1. Funding Deep Dive (2 of 2)



Government  
Funding



Foundations /  
Private Funding

| Program Needs                 | Estimated Expense Year 1     | Estimated Expense Year 2     | Estimated Expense Year 3     | Funding Source |
|-------------------------------|------------------------------|------------------------------|------------------------------|----------------|
| Training & Start-up Resources | \$200,000 - \$300,000        | \$0                          | \$0                          | Private        |
| Advance Peace Consultant      | \$100,000 - \$133,000        | \$100,000 - \$133,000        | \$100,000 - \$133,000        | Private        |
| Fellow/<br>Program Cost*      | \$0                          | \$120,000 - \$144,000        | \$240,000 - \$288,000        | City/Private   |
| <b>Total</b>                  | <b>\$300,000 - \$433,000</b> | <b>\$220,000 - \$277,000</b> | <b>\$340,000 - \$421,000</b> |                |

\*Based on a cohort of 10-12 fellows with a cost of \$36,000 per fellow over an 18-month period

## Appendix C.2: Implementation Guide- Neighborhood

| Category            | Considerations                                     | Yes? |
|---------------------|--|------|
| <b>Neighborhood</b> | Multiple homicides in 2016                         |      |
|                     | Low income   |      |
|                     | High unemployment                                  |      |
|                     | Amenable police district                           |      |
|                     | Balanced mix of existing nonprofits                |      |
|                     | Isolated gang structure                            |      |
|                     | Nearby neighborhoods options for program expansion |      |



# Appendix C.3: Implementation Guide- 3. Community Organization

| Category   | Considerations   | Yes? |
|--|--|------|
| <p style="text-align: center; font-size: 2em; font-weight: bold; color: white;">Community<br/>Organization</p> | Leadership is committed to model and population and willing to advocate its importance               |      |
|  | Leadership is charismatic and an effective negotiator  |      |
|  | Organization has experience working with this population and/or intensive case management experience |      |
|  | Positive relationship with neighborhood nonprofits   |      |
|  | Positive relationship with law enforcement   |      |
|  | Capacity to build services internally not currently provided in neighborhood                         |      |

# Appendix C.4: Implementation Guide- 4. Neighborhood Change Agents

| Category                             | Considerations   | Yes? |
|--------------------------------------|--|------|
| <b>Neighborhood<br/>Change Agent</b> | Trusted within community   |      |
|                                      | Knowledge of community and which members are most at risk        |      |
|                                      | Clean, sober, and not currently involved in gun violence         |      |
|                                      | Cross-trained in trauma, anger management and other services     |      |
|                                      | Have outlets for mentoring and stress reduction to avoid burnout |      |
|                                      | Paid well (\$15-\$20 an hour)                                    |      |

# Appendix C.5: Implementation Guide- 5. Miscellaneous

| Category             | Considerations   | Yes? |
|----------------------|--|------|
| <b>Miscellaneous</b> | Advance Peace consultant on the ground                                 |      |
|                      | Appropriate data-tracking system                                       |      |
|                      | Dedicated police liaison providing information on the area and fellows |      |

# Appendix D.1: CeaseFire/Cure Violence

## The Model:

- Train carefully selected members of the community — trusted insiders — to anticipate where violence may occur and intervene before it erupts.
- Work with highest risk to change behavior by supporting them at critical times and connecting them to social services and job opportunities.
- Change community norms through activities like responding to every shooting and organizing community activities.

## Key Difference with Operation Peacemaker:

- Targeting of high-risk population. CeaseFire identifies high-risk individuals by detecting and interrupting violence as it is occurring. Operation Peacemaker works from a list that predicts which individuals of the community are at the highest risk of carrying out or being victims of gun violence.

## Link:

- <http://cureviolence.org/>

# Appendix D.2: Urban Life Skills

## The Model:

- Focus on mentoring gang-involved high-risk youth for a minimum of 18 months.
- In addition to mentoring provides gang intervention counseling, substance abuse classes, art therapy, job readiness training, tutoring, GED classes, court advocacy, social activities, family support, and more.

## Key Difference with Operation Peacemaker:

- Targeting of high-risk population. Urban Life Skills identifies gang-involved youth in care, works with youth on probation, and receives referrals from local schools. Operation Peacemaker works from a list that predicts which individuals of the community are at the highest risk of carrying out or being victims of gun violence.

## Link:

- <https://newlifecenters.org/our-programs/urban-life-skills/?portfolioCats=42>

# Appendix D.3: Institute for Nonviolence Chicago

## The Model:

- Deploy outreach workers to shootings and homicides within one hour of notification to prevent retaliation and support those in crisis.
- Provide case management and ongoing services to individuals active in street violence.
- Transform relationships between law enforcement and affected communities they serve.
- Serve as victim advocates, support those who experience tragedy, and build victim support networks.

## Key Difference with Operation Peacemaker:

- Targeting of high-risk population. The Institute works with those who have recently engaged in shootings and/or are victims of gun violence. Operation Peacemaker works from a list that predicts which individuals of the community are at the highest risk of carrying out or being victims of gun violence.
- Focus on transforming the relationship between law enforcement and the communities they serve. Operation Peacemaker has a relationship with police but does not aim to bridge the divide between law enforcement and communities.

## Link:

- <https://www.nonviolencechicago.org/>