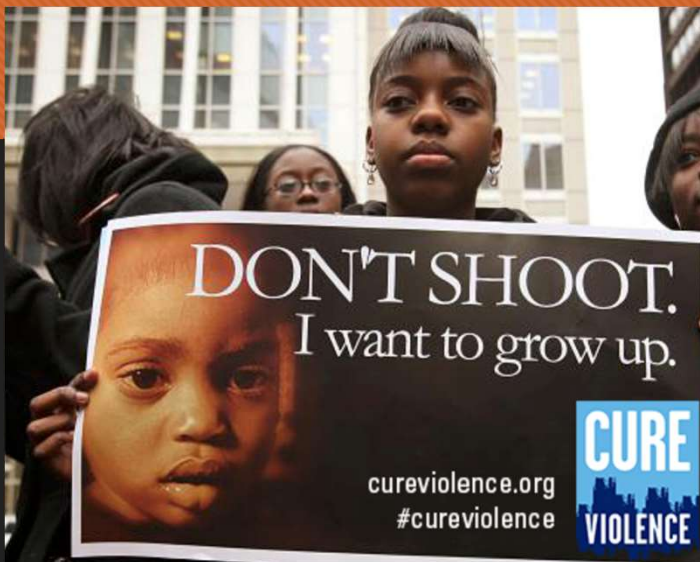




MILWAUKEE BLUEPRINT FOR PEACE

VIOLENCE PREVENTION FRAMEWORK



OFFICE OF VIOLENCE PREVENTION

Mission

To prevent and reduce violence through partnerships that strengthen youth, families, and neighborhoods.

Initiatives

- Commission on Domestic Violence and Sexual Assault
- Safe Visitation and Exchange Center
- Pop-up for Peace
- Recast Milwaukee
- Trauma Response Initiative
- Ceasefire Milwaukee

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VISION

MILWAUKEE IS A **SAFE AND RESILIENT**
CITY WHERE THE LIVES OF **ALL**
RESIDENTS ARE **VALUED, PROMOTED,**
AND PROTECTED.

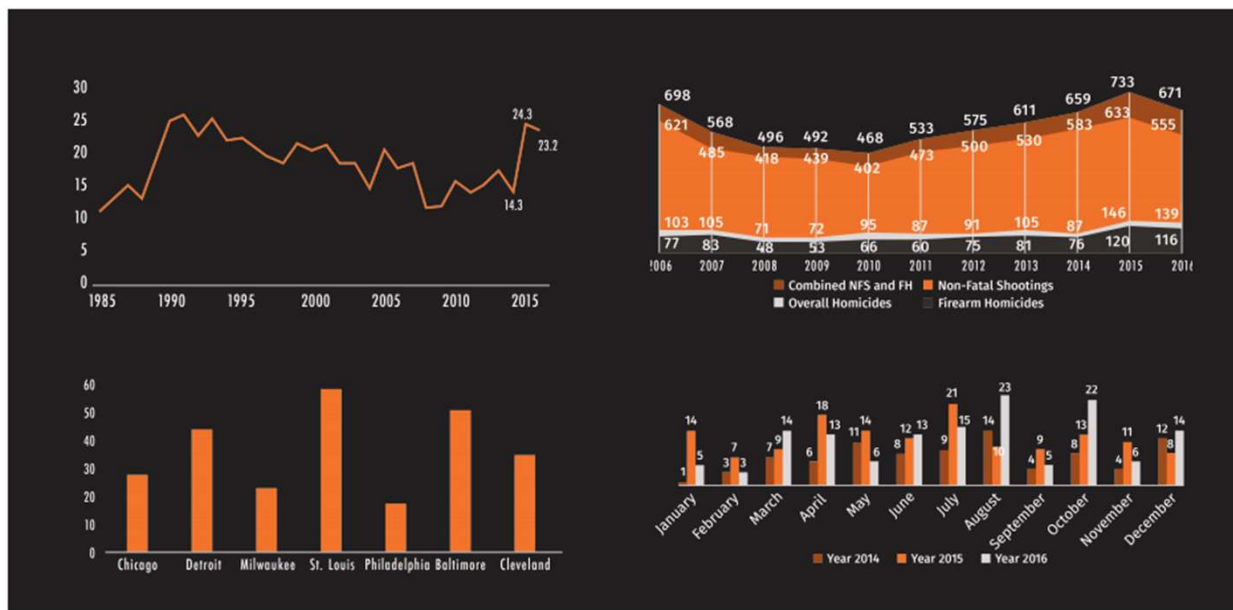
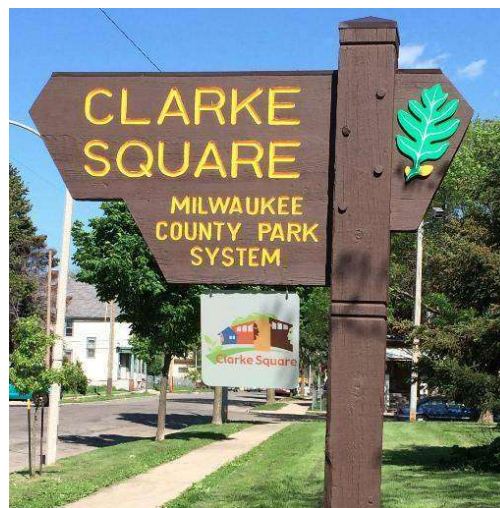
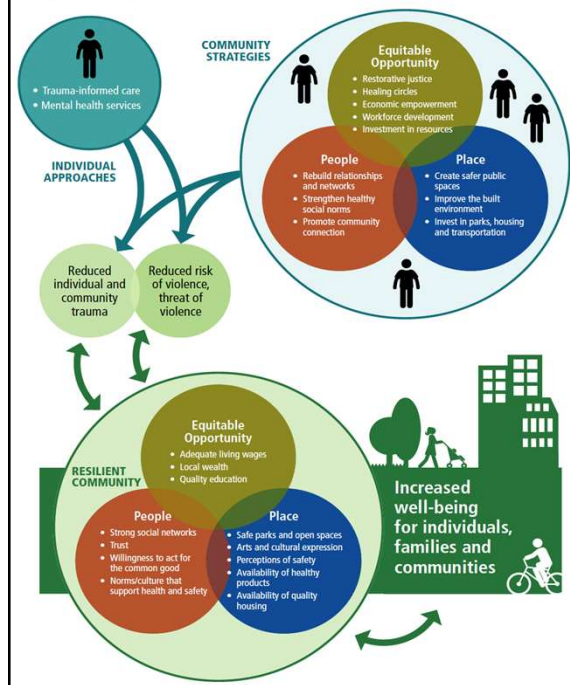


Figure 5 Promoting Community Resilience: From Trauma to Well-being



RISK AND RESILIENCE FACTORS

Effective violence prevention efforts reduce risk factors and strengthen resilience factors. Risk factors are conditions or characteristics that increase the likelihood that violence will occur¹⁰ and resilience factors are conditions or characteristics that are protective even in the presence of risk factors, thus reducing the likelihood of violence¹¹. No one factor alone can be attributed with causing or preventing violence; it is the accumulation of risk factors without compensatory resilience factors that puts individuals, families and communities at risk¹². Community resilience is the ability of a community to recover from harm and thrive despite the prevalence of adverse conditions¹³. In this Blueprint, the promotion of resilience factors is emphasized, including at the individual, family, and community levels.

Risk Factors

The following risk factors were prioritized as significant contributors to violence through community input and prioritization and a review of relevant research on shared risk and resilience factors for multiple forms of violence, and the Adverse Community Experiences and Resilience (ACEIR) framework.

1 LIMITED EMPLOYMENT AND ECONOMIC OPPORTUNITIES

The lack of employment and economic opportunities in Milwaukee is one of the clearest examples of structural violence playing out at the community level. The effect is the greatest on those previously incarcerated and communities of color. Conviction history is a significant barrier to employment for vulnerable populations.

2 LACK OF ACCESS TO RESOURCES

Community members indicated that diminished access to important resources such as recreation, after-school programs, health, food, child care, and transportation increases the risk of violence. Specifically, transportation barriers in Milwaukee prevent people from accessing employment opportunities located 15 miles or more outside of the city. Many neighborhoods lack access to affordable grocery stores and quality after-school and recreational activities for youth.

3 SEGREGATION FROM OPPORTUNITY

Racial segregation and concentrated disadvantage within the city were named as prominent risk factors and examples of structural violence. Milwaukee is often ranked as one of the most segregated cities in the country and Southeastern Wisconsin is seen as one of the most segregated regions in the country. Eighty-five percent of the region's African-American and Latino populations live in Milwaukee while its surrounding counties (Ozaukee, Waukesha, and Washington) are 85% white.

“Poverty is traumatic. Segregation is traumatic. Experiencing life as a ‘have not’ among ‘haves,’ is traumatic.”

- Milwaukee Resident & Planning Participant

4 DISCONNECTEDNESS AMONG RESIDENTS AND INSTITUTIONS

The lack of social networks and cohesion between residents and local institutions arose as a key risk factor for violence. A variety of organizations and institutions are operating in fragmented ways to deal with a range of social issues including public safety. One participant said, “Milwaukee has a lot of work happening in a variety of ways, but there’s a lack of connection.”

“There exists a whole group of youth who are disconnected from social networks that would help with issues like safety, food, jobs.”

- Milwaukee Resident & Planning Participant

5 LIMITED COMMUNITY-GOVERNMENT TRUST

Multiple community contributors indicated a breakdown in trust between community residents and public systems. These factors appear to be driven by local and national sentiment that public systems lack accountability, transparency, and connection to the needs of community members. The separation of families through child-welfare practices and immigration policies were raised as factors for diminished trust. Government is a critical partner in regards to leadership, resources, and policy and this breakdown was identified as a critical risk factor for public safety.

6 LACK OF QUALITY HOUSING

Blueprint planning participants highlighted how transience among Milwaukee residents was a risk factor for children, families, and neighborhoods. Unaffordable housing and poor housing conditions affect the levels of violence, ability to establish school or community cohesion and stable neighborhoods. Poor housing conditions have historically contributed to childhood lead exposure through lead paint. There are well-researched connections between lead levels in youth and violence.

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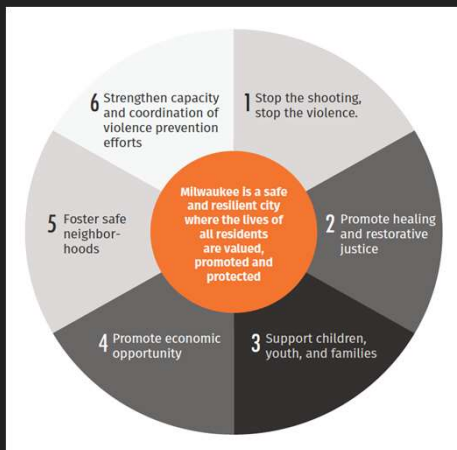
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BLUEPRINT GOALS



- STOP THE SHOOTING. STOP THE VIOLENCE
- PROMOTE HEALING AND RESTORATIVE JUSTICE
- SUPPORT CHILDREN, YOUTH, AND FAMILIES
- PROMOTE ECONOMIC OPPORTUNITY
- FOSTER SAFE NEIGHBORHOODS
- STRENGTHEN CAPACITY AND COORDINATION OF VIOLENCE PREVENTION EFFORTS

TABLE 1: RISK AND RESILIENCE FACTORS ADDRESSED BY EACH GOAL

The following table summarizes the risk and resilience factors addressed by each goal:

Risk Factors	Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	Goal 6
Limited employment and economic opportunities			•	•	•	
Lack of access to resources	•	•	•		•	
Segregation					•	
Disconnectedness among residents and institutions		•			•	•
Limited community-government trust	•					•
Lack of housing					•	
Neighborhood disinvestment				•	•	
Harmful norms creating a culture of fear and hopelessness	•	•	•		•	
Adverse childhood experiences and other experiences of trauma		•	•			
Harmful norms around masculinity and femininity			•	•		
High alcohol outlet density					•	
Availability of illegal guns	•					
Resilience Factors						
Strong neighborhood centers and neighborhood-based initiatives			•		•	
Community-building and healing capabilities of organizations		•				•
Local investment			•	•	•	•
Engagement in positive activities			•	•		
Collective efficacy		•			•	
Strong schools and teachers			•			
Access to resources	•	•			•	
Family connection and relationships with other caring adults			•			
Community connectedness	•				•	•
Arts, culture, and faith		•			•	



GOAL #2: PROMOTE HEALING AND RESTORATIVE JUSTICE

“We need places to address trauma and respond to community anger.”

- Youth Planning Participant

The Blueprint for Peace is committed to helping individuals, families, and communities heal from violence and trauma and move forward in positive ways. Research shows that access to services for physical and mental health, as well as healing, is important for building resilience.¹³ By recognizing the importance of post-care and healing that must occur across locations and populations in order to break the cycle of violence, this goal puts forth strategies to enhance services and supports for those experiencing trauma as a result of multiple

forms of violence. It includes a strategy around preventing substance abuse - understanding that the prevalence of substance abuse can contribute to various forms of violent behavior. In addition to achieving justice for individuals and families harmed by violence, this goal also promotes healing at the community level by enhancing connections to cultural identity and promoting community connectedness, which can also serve as protective factors against future violence.¹⁴

GOAL #2: PROMOTE HEALING AND RESTORATIVE JUSTICE

Recommended Strategies

1. Promote healing, behavioral health, and trauma reduction

- Provide trauma reduction and healing-informed care support to residents, professionals who address violence, and others experiencing primary and secondary trauma.¹⁵
- Expand capacity of problem-solving courts to provide therapeutic resources and services for youth and adults involved in the criminal justice system, juvenile justice system, and child welfare system.
- Increase coordination of mental health and trauma services across agencies to support children, youth and families who have been exposed to multiple forms of violence.¹⁶
- Prevent and treat substance abuse in priority neighborhoods.

2. Strengthen treatment and healing services for survivors of sexual assault and domestic violence

- Expand awareness and access to survivor-centered sexual and domestic violence services.¹⁷
- Advance policies that enhance safety of survivors before, during and after legal proceedings.

3. Identify and support people at risk for self-harm and suicide

- Train community members to identify people at risk for suicide/self-harm and respond effectively by facilitating access to support services.¹⁸
- Support treatment to prevent suicide attempts such as discharge information sessions and active follow-up approaches to prevent suicide.¹⁹

4. Improve cultural competence and support cultural identity of community members

- Build a pipeline of culturally-competent, non-traditional mental wellness and health care providers.
- Promote connections to faith and/or sense of cultural identity to advance individual and community healing and resilience.²⁰

5. Strengthen and preserve healthy relationships

- Strengthen restorative justice in courts, child welfare institutions, schools, and community-based settings as a means to advance healing and repair relationships for survivors and perpetrators of violence and broader social networks.

Relevant Indicators

- Awareness and engagement with trauma and healing-informed services among residents in priority schools and neighborhoods
- Number of excessive use-of-force incident complaints
- Number of individuals receiving services for drug addiction in priority neighborhoods
- Awareness and engagement in survivor-centered sexual and domestic violence services among residents in priority neighborhoods
- Number of mental health care providers in priority neighborhoods
- Number of residents trained in mental health first aid in priority neighborhoods



WHAT IS VIOLENCE

We define violence as the **intentional use of physical force or power**, threatened or actual, against oneself, another person, or against a group or community, which either results in or has a high likelihood of **resulting in injury, death, psychological harm, maldevelopment, or deprivation.**

- World Health Organization

TYPES OF VIOLENCE: STRUCTURAL

- Economic Decline and Joblessness
- Racial and Economic Segregation
- Poor School Quality
- Declining Police Legitimacy
- Concentrated Growth of Single Parent Families
- Income Inequality



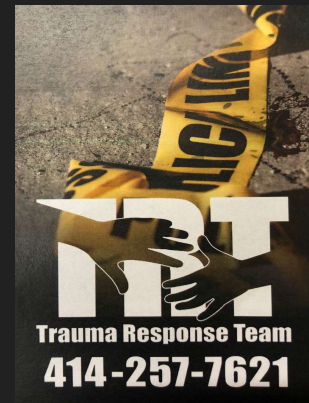
TYPES OF VIOLENCE: DEVELOPMENTAL

- Early Juvenile Offense
- Early Substance Abuse Problems
- Delinquent Peers
- Prior history of violence



TYPES OF VIOLENCE: SITUATIONAL

- Ongoing disputes among groups, including social media
- A semi-random dispute among individual actors
- A retaliatory response to a prior violent act
- A drug or robbery dispute



Historical Trauma: Chattel Slavery (1500's-1865)

- Matriarchal Structure of Enslaved Family (as seen in the Moynihan report)
- 1808 importing Africans as slaves was banned
- Breeding Farms
- Sexual Abuse and compromise of Black women and girls
- Victims live with the trauma of what was taken without choice

Jim Crow South (1865-1965)

- 1865 13th Amendment abolished slavery except as a punishment for crime
- KKK in 1865 started by upper class confederate whites
- 1866 Convict Leasing: 374 Prisoners go for \$5
- Between 1876 to 1909 remained at or near 90 percent of inmates were Black.
- Share cropping: re-impose a form of slavery
- Lynchings (often included castration) 1882 to 1964, at least 4961

Great Migration (1915-1968)

- All the Black men of the south had skills, even without education
- Leaving the farm share cropping and abuse
- Menial and industrial manufacturing jobs; segregated housing and employment
- 1919 "Red Summer": South side of Chicago, Washington DC, and Knoxville Tennessee
- Destruction of Black cities and economic districts: St. Louis, MO; Tulsa, OK; Rosewood, FL

A PROFOUND JUDGMENT OF TODAY'S RIOTS WAS EXPRESSED BY VICTOR HUGO A CENTURY AGO. HE SAID, 'IF A SOUL IS LEFT IN THE DARKNESS, SINS WILL BE COMMITTED. THE GUILTY ONE IS NOT HE WHO COMMITS THE SIN, BUT HE WHO CAUSES THE DARKNESS.' THE POLICYMAKERS OF THE WHITE SOCIETY HAVE CAUSED THE DARKNESS; THEY CREATE DISCRIMINATION; THEY STRUCTURED SLUMS; AND THEY PERPETUATE UNEMPLOYMENT, IGNORANCE AND POVERTY. IT IS INCONTESTABLE AND DEPLORABLE THAT NEGROES HAVE COMMITTED CRIMES; BUT THEY ARE DERIVATIVE CRIMES. THEY ARE BORN OF THE GREATER CRIMES OF THE WHITE SOCIETY. WHEN WE ASK NEGROES TO ABIDE BY THE LAW, LET US ALSO DEMAND THAT THE WHITE MAN ABIDE BY LAW IN THE GHETTOS.

- MARTIN LUTHER KING, JR. -

LIBQUOTES.COM

Ghetto and Welfare 1968-1975

- Welfare Rules "No Adult men in the home"
- Exodus of manufacturing jobs. Drugs, crime and family disintegration (all interrelated) took a heavy toll on the inhabitants.
- Urban Renewal (1949-1975): Highways built directly through Black communities
- In 1960 22% of African American children lived with single parents. In 1968, doubled to 64% percent (U.S. Census Bureau). Current report it has tripled to 72%, rose to 31.4%, by 2011.

“NO MEN ALLOWED” Hyperghetto & Prison (1975-1990)

- **Hyperghetto: extreme concentration of poverty**
- **Mass Incarceration: Blacks and whites use and sell drugs at about the same rate, but blacks were 20 times more likely going to Jail.**
- **Crack Cocaine: Impact on women and children**
- **Gang Violence and Concentrated Police Presence**

Institutionalized Generation (1985-?)

- **Generation born in the “Crack Era”**
- **Family structure replaced by service providers, furthering an inferior/dependent mentality.**
- **These individuals have developed elements of internalized oppression and extreme level of learned helplessness.**
- **This includes: Child Protection, Foster Care, Welfare Social Work, Juvenile Corrections, Jails and Prisons.**

Hyper-segregation

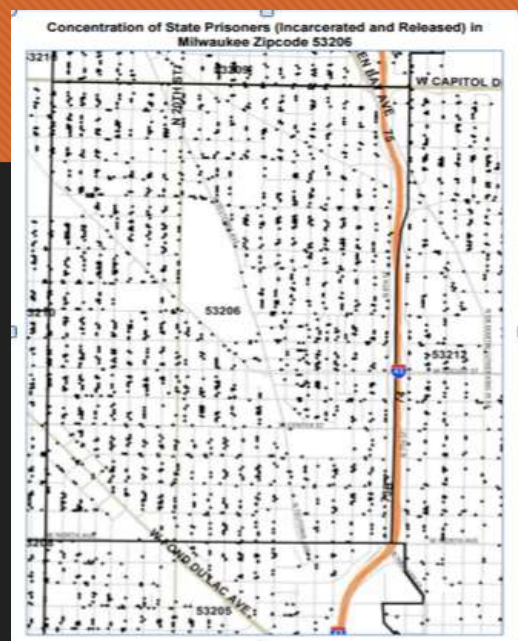
The segregation and concentrated disadvantage created and sustained through policies, procedures, and practices, many of which based on race and housing, are examples of structural violence.

Nonwhite Milwaukeeans, as of 2006, were 2.7 times more likely to be denied home loans than white people with similar incomes.



Mass Incarceration

- 12.8% (or 1 in 8) of African American working age men were incarcerated in state prisons and local jails, according to the 2010 US Census. This rate of mass incarceration is highest for African American men in the country and nearly double the national average of 6.7% (or 1 in 15).



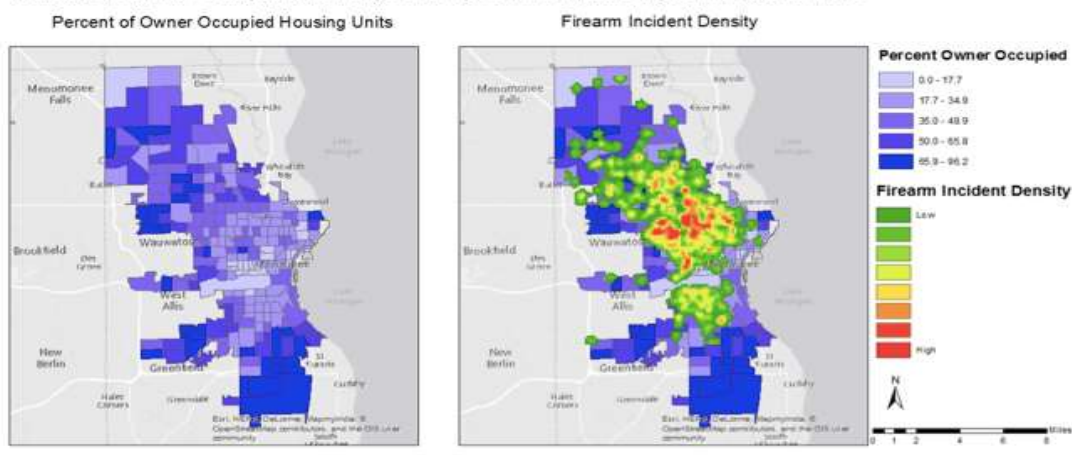
W2, Welfare Reform, Wisconsin: The Laboratory of Poverty

- Created in 1995 and took effect in 1997 under Governor Thompson
- Made national as Personal Responsibility and Work Opportunity Reconciliation Act (1996)
- Replaced AFDC with TANF requirements to "look for work" or face sanction from benefits
- In the first year of W-2, Milwaukee's infant mortality rate rose 17.6%
- Apartment Association of Southeastern Wisconsin reported that forcible evictions went from 700 in 1996 to over 2,000 in the year 2000.
- Poverty becomes a greater feeder for foster-care, child welfare, and juvenile corrections
- Women, children, and the elderly most impacted

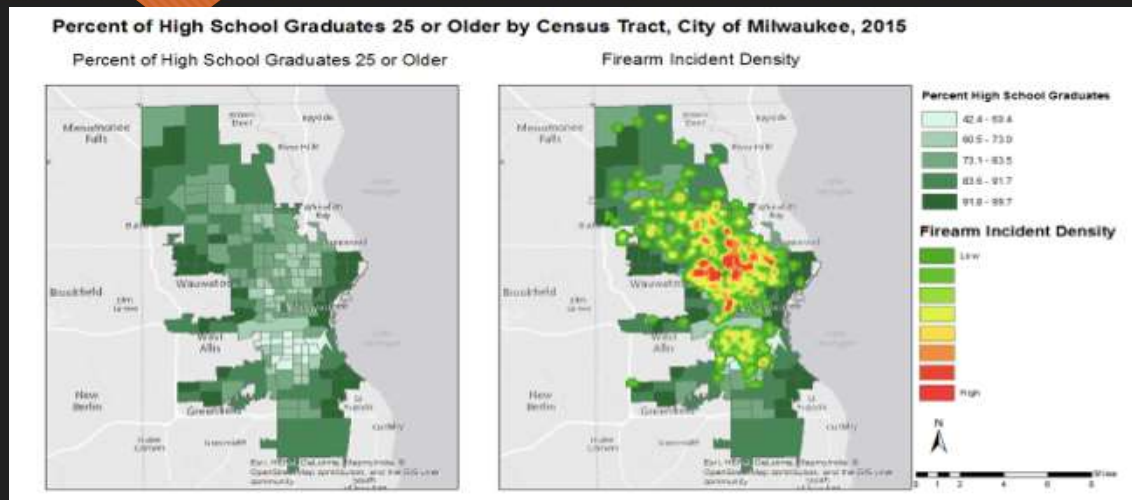


Housing Instability and Violence

Percent of Owner Occupied Housing Units by Census Tract, City of Milwaukee, 2015



Educational Attainment and Violence



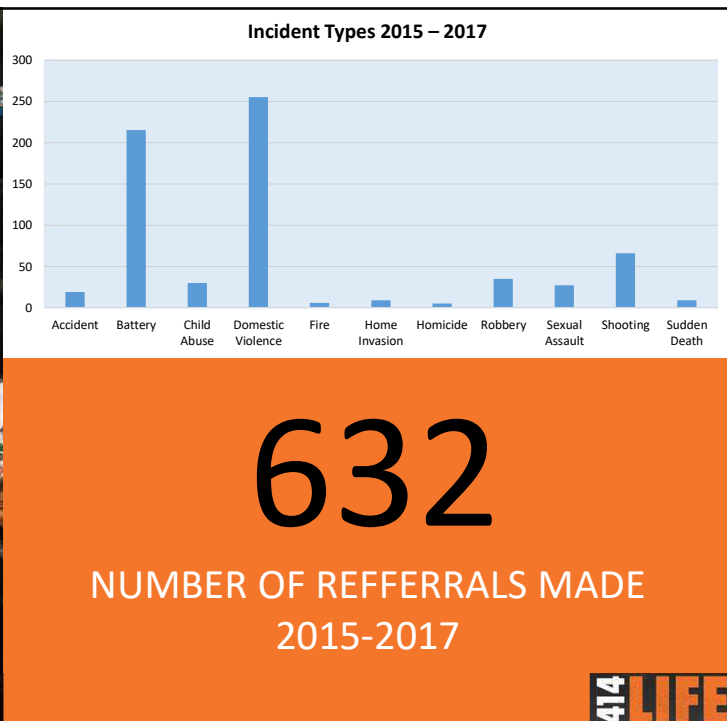
Consequences of Exposure to Violence

Being a victim or witness of violence is significantly associated with:

- Post-Traumatic Stress Disorder (PTSD): this can include disturbing thoughts and feelings as well as serious mental and physical distress
- Externalizing symptoms: this includes deviant and aggressive behavior
- Internalizing symptoms: this includes depression and anxiety

Consequences of Exposure to Violence

- Being violently victimized increased the likelihood of first time gun-carrying by 110 percent among youth living in high poverty neighborhoods in Mobile, AL. (Spano and Bollard, 2013)
- In a nationally representative study, youth who were violently victimized were 2.4 times as likely to perpetrate violence in the following year compared to youth who had not been victimized (Shaffer and Ruback, 2002)
- A study in Chicago found that being exposed to firearm violence (witnessing or victimization) doubles the probability that a youth will perpetrate serious violence over the following two years (Bingenheimer et al, 2005)



TRAUMA: Always on 10

- Between the ages of 13 to 25
- Generational attachment issues
- Experienced trauma both as perpetrator and victim
- Sex for significance, security, belonging & power
- Glorification of death (dying with a story, death becomes the ritual. It's more important how I die, than how I live)
- Rites of passage involves a trauma

TRAUMA: Always on 10

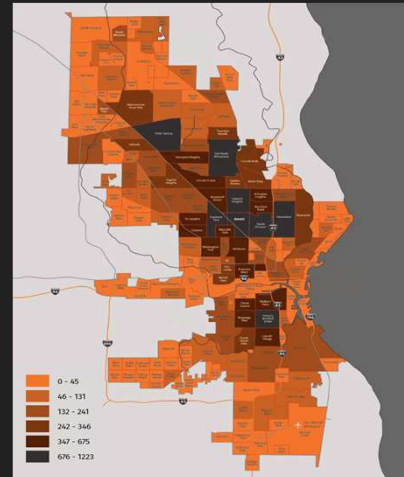
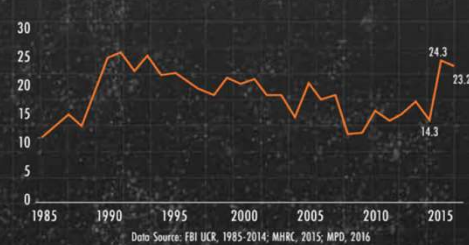
- Stuck in Fight/Flight or Survival (reliving and hyperarousal-PTSD)
- Aggressive Posture to control ones physical and social environment
- Increase vigilance and suspicion: Tendency to connect the dots that do not belong together.
- Increase sensitivity to threat: Disrespect equals victimization or that of loss.

PRIORITY NEIGHBORHOODS

APPENDIX F: DATA FROM 2014 TO 2016 FOR SIMPLE ASSAULTS, AGGRAVATED ASSAULTS, NONFATAL SHOOTINGS, AND HOMICIDES

OLD NORTH MILWAUKEE	1233
HARAMBE	1090
FRANKLIN HEIGHTS	896
SILVER SPRING	872
NORTH DIVISION	835
AMANI	799
SHERMAN PARK	722
HISTORIC MITCHELL ST.	715
LINCOLN VILLAGE	675
MIDTOWN	643

FIGURE 2. HOMICIDE RATE PER 100,000 IN MILWAUKEE, 1985-2016



Community Response: Sherman Park



Community Response: Sherman Park



414 LIFE

MILWAUKEE BLUEPRINT FOR PEACE

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