

From Gun Violence to Civic Health: A "Whole of City" Approach to Creating Chicago's Future



School of the Americas Protest, November 2006.

Cantigny Park
Wheaton, IL

Report from July 2008 and November 2008 Workshops

*Sponsored by the McCormick Foundation
in Partnership with
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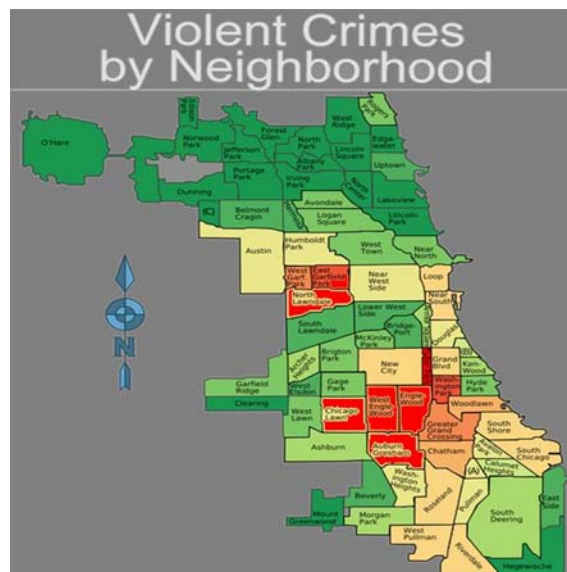
Introduction

“The restoration of a community has to be based upon the establishment of civic health, and a prerequisite for civic health is the establishment of social order. Social order cannot be done by having a regional plan. It is a retail endeavor. You’ve got to begin neighborhood by neighborhood.”

– Robert Woodson, “Solving the Urban Crisis Through Sustainable Community Development.” Brookings Institute, 1999

Last year marked the first time in five years that the number of murders in the city of Chicago exceeded 500. And the vast majority of the deaths were by gunfire. That is roughly 30 more deaths by violence in Chicago than deaths of GIs last year in Iraq and Afghanistan. The meaning behind this number is difficult to grasp. It means Chicagoans are killing each other in one of the most civilized cities on the planet at a faster clip than our sworn enemies are killing American soldiers in war zones. Even worse is the fact that during the 2007-2008 school year, 36 Chicago Public School children were murdered.

To be sure, by most other measures, Chicago is among the finest cities in the world. From its diverse populace of some 2.9 million residents—9.5 million if you include the entire metro area—to its world class arts, culture, education and sports venues, Chicago draws people from all over the world. More than 45 million visitors find their way to Chicago each year—some 17 times the city’s population. The recent and significant strides the city is making in its public elementary schools, where a record number of pupils have met or exceeded state reading and math standards for seven consecutive years, are just one reason why Chicago is known as “the City that Works.” What’s more, Chicago is among the four finalists bidding to host the 2016 Summer Olympics, another testament to its reputation as one of the premier cities in the world.



Yet, despite all its positives, Chicago's civic health suffers significantly from the growing cancer of gun violence. And like any cancer that is left ignored or ineffectually treated, gun violence spreads, taking the lives of many innocents; the dreams of many parents; and, ultimately and tragically, the heart and soul of the neighborhoods where it is pervasive. In Chicago and beyond, the McCormick Foundation believes gun violence and its impact on civic health is one of the country's most important social issues.

Much of what has been tried before has worked, but only to a limited degree. That is why the McCormick Foundation called on some of the best minds in the public and private sectors to more broadly frame the issue and identify solutions in new and innovative ways. They met at Cantigny Park in Wheaton, Ill., last July and November for six days of intense learning, problem framing and solutioning.

The McCormick Foundation believes gun violence and its impact on civic health is one of the country's most important social issues.

"We believe that by looking at the problem in a different way," said McCormick Foundation President and CEO David Grange, "and examining it from the standpoint of civic health and drilling more deeply into the critical components of what determines civic health, we can make a lasting difference."

Grange's belief stems from a long and distinguished career in the military (he is a retired Brigadier General) and from the ways armed forces are meeting the challenges of Iraq and Afghanistan.

"There are corollaries between what is happening in many parts of the world with America's adversaries—often defined as 'Irregular Conflict'—and how we might face the challenge of gun violence in America," Grange said.

"Those who espouse and resort to gun violence in America are also adversaries," he continued. "And dealing with them is often a means of reframing the concept of improving civic health through the pillars of society."

"That is the reason for and direction of the McCormick Foundation's efforts to attack gun violence by improving civic health."

Understanding the Issue and Framing Potential Solutions

“What we’re fighting for is hope. What we’re fighting for is humanity. What we’re fighting for is an individual in a community, in a city, in a country that we love, in a world that should have hope.”

— Jeff McCarter, founder and executive director of Free Spirit Media, a not-for-profit organization that helps provide media education and production opportunities for under-served urban youth

Chicago has a long history of gun violence. From complex crime networks to today’s web of some 100 gangs that control the streets, law enforcement and the city’s citizens continue to fight valiantly to retain control of neighborhoods, one by one.

Today, teams of not-for-profit organizations, police, faith-based groups and concerned citizens work in innovative ways to prevent gun violence in Chicago. But the task is getting more difficult every year as gangs become larger, better organized and more sophisticated.

To provide a deeper understanding of the underlying issues and potential solutions, the McCormick Foundation invited several gun violence experts and community activists—including former gang members—to share their insights with the workshop participants.

“Of the 70 to 100 gangs in Chicago, about 10 to 20 are considered to be sophisticated crime organizations,” noted Kate Kirby, vice president of advancement at Strategic Learning Initiatives and former executive vice president of the Chicago Crime Commission. “They have a board of directors, a treasurer, a bookkeeper, a prison coordinator, a chief enforcer, a security chief and a street coordinator. The Gangster Disciples, one of the large gangs, brings in about \$100 million a year and stretches into about 35 states.”

“Violence is a behavior. It’s learned, it’s copied, it’s modeled. To reverse the norm of violence, we have to change the social norms.”

There are several interventions that show promise. *Suburban Gangs* author Dan Korem noted that the number one pitch on the street by gangs is “we will protect you.” He found that when more than 400 at-risk kids were provided with a neighborhood “protector” in a high-crime, inner city area in Dallas, Texas, over a period of six years, not one youth joined a gang or committed a crime—even though one-third of them had

actually seen someone wounded or murdered. The “Missing Protector Strategy” has experienced positive results in other U.S. and Canadian communities as well.

Another proven program for making neighborhoods safer is CeaseFire Chicago, which approaches violence in a fundamentally different way than other violence reduction efforts. CeaseFire employs highly trained “violence interrupters” and outreach workers to head off retaliatory or anticipated violence before it happens. It also relies on a strong public education campaign to instill in people the message that shootings and violence are not acceptable.

“When citizens believe they have been treated fairly and with respect, they tend to grant more legitimacy to the police and are more likely to engage with them in solving issues that threaten neighborhood stability.”

“Violence is a behavior. It’s learned, it’s copied, it’s modeled,” explained Dr. Gary Slutkin, professor of epidemiology and international health at the University of Illinois-Chicago and founder of CeaseFire Chicago. “It’s picked up by watching what other people around you do, then integrated as what’s expected of you.” Research suggests that peer or social pressure is the most effective way to change behavior—which is why Slutkin says “to reverse the norm of violence, we have to change the social norms.”

CeaseFire's evidence-based approach received a boost this past year when the Justice Department released a report indicating that in every program area, there was a substantial decline in shootings following the introduction of CeaseFire. And in five of the eight neighborhoods studied, retaliation murders were reduced by 100 percent.

After initial successes in Chicago, the CeaseFire model is now being picked up by other major cities, including Baltimore and Newark, and was recently cited by *The Economist* as “the approach that will come to prominence in 2009.”

BUILD (Broader Urban Involvement and Leadership Development), another Chicago program, focuses on influencing and redirecting the behavior of gang-affiliated youth. Through BUILD core groups, at-risk kids are directed at positive activities away from risk factors and encouraged to seek educational and career goals, promote positive impact on peers and develop positive leadership skills.

Outside of Chicago, some programs focus on getting guns out of the hands of gangs. The Philadelphia Gun Project encourages residents to give police permission to search

their homes for illegal firearms. Police agree not to prosecute anyone for possession of illegal firearms unless those firearms are linked to crimes. And the Philadelphia district attorney's office has taken a hard stance on "straw" gun purchasers who buy guns for gang members.

No single group alone can make a lasting difference on gang infiltration in neighborhoods. By bringing together community members, law enforcement and faith-based groups to work together, the White Plains, New York, police department has implemented an effective mix of traditional and nontraditional policing programs to disrupt street violence; help released prisoners re-enter into the community; and improve police-community relations.

"When citizens believe they have been treated fairly and with respect, they tend to grant more legitimacy to the police and are more likely to engage with them in solving issues that threaten neighborhood stability," noted Frank Straub, Ph.D., White Plains commissioner of public safety, in written testimony to the House Judiciary Subcommittee on Crime, Terrorism and Homeland Security in June 2008. "If police departments hope to move community trust and confidence and build legitimacy, they must admit that the preoccupation with the 'war on crime' has done exactly the opposite: It has undermined their legitimacy in communities of color and eroded many of the gains realized through community policing."

While each of these initiatives has been effective at stemming the tide of gun violence in its own way, none fully addresses the underlying issues that lead to disenfranchisement and moral decay within a community—poverty, housing, health care and familial disintegration. The workshop participants quickly came to a consensus that a broader, more holistic approach is necessary to create a long-term, sustainable solution to the gun violence issue.

"If we are seeking to address gun violence, it seems that we've got to differentiate between the tail and the dog," one workshop attendee noted. "And in the context of Chicago's overall civic health, violence is the tail, civic health is the dog. If we truly want to solve the gun violence problem, first we have to address the underlying social and civic health issues like education, jobs and poverty."

Art of Design: A New Approach to an Old Problem

“The significant problems we have cannot be solved at the same level of thinking with which we created them.”

— Albert Einstein

To help take a different and fresh view of what to do about Chicago’s gun violence issue, the McCormick Foundation partnered with the U.S. Army School of Advanced Military Studies (SAMS) to conduct its July and November 2008 workshops using an analytical approach called the “Art of Design,” which is used by the Army to solve complex problems.

McCormick Foundation President and CEO Dave Grange laid out the mission for the workshop participants: “We need to come up with a strategy that reduces gun violence—a strategy that increases the respect for life and property; one that strengthens community empowerment; one that improves relations between the citizenry of Chicago and law enforcement agencies; and one that increases young people’s engagement and attendance in education. We’ve just got to do something to make our streets safer.” Such complexities and associated exigencies present situations that defy long-standing normative problem solving, so imaginative new methods are needed to supplement current practices.

“A lot of work has already been done on this problem of gun violence,” Grange added, “But we’re going to take a different approach, using the Art of Design methodology because it offers a disciplined look at taking on the problem before an operational framework of what to do about it is constructed. That’s really the difference. We are not inventing new ways to do things. It is a new way to understand the problem. It is a new way to take the problem apart and put it back together.”

“A lot of work has already been done on gun violence, but the Art of Design methodology is a new way to understand the problem.”

U.S. Army Col. Stefan Banach (SAMS) facilitated both the July and November workshops.

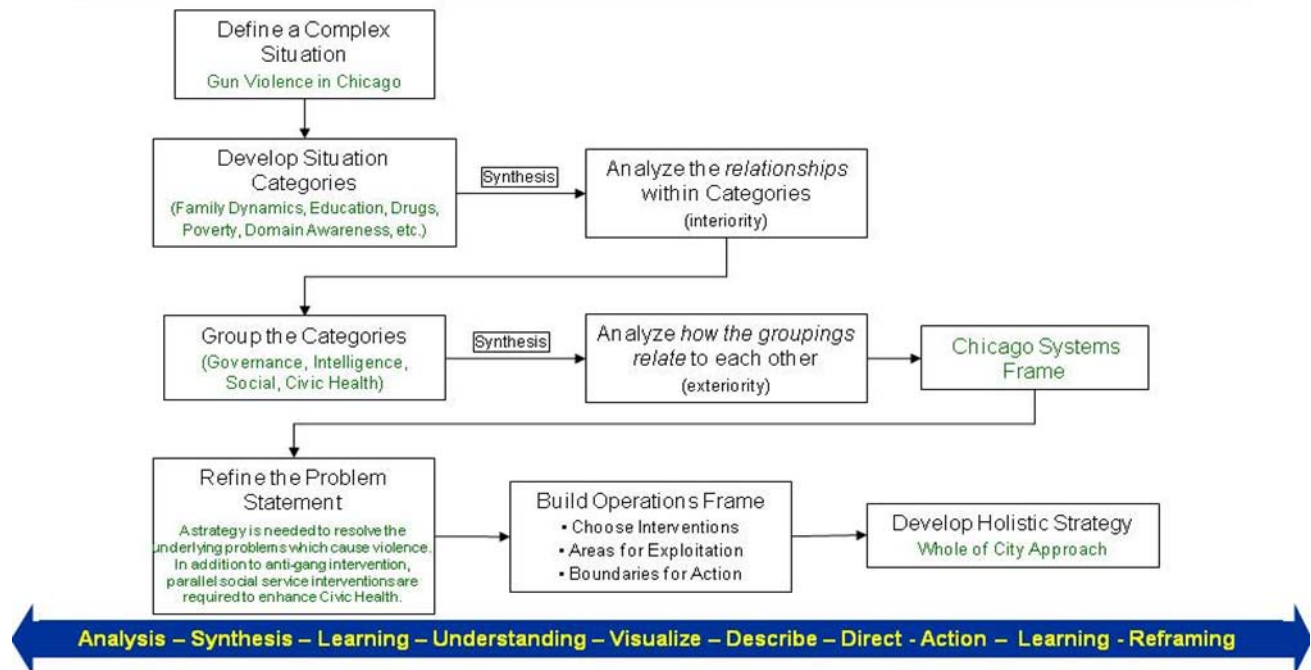
“Why do we need a new approach to problem solving? That is fundamentally what the Army asked itself about three or four years ago in the face of experiencing a new form of warfare,” Banach explained. “That form of warfare fundamentally changed many of the rules for the military, so we needed a new way to think about the ill-structured problems that we were confronting.”

“Art of Design is about learning your way forward,” he added, “making *explicit* that which is *implicit*, and moving to a paradigm of shared systemic understanding so we really see and understand what is going on.” The Art of Design is defined at SAMS as a theory and practice of iterative learning and adaptive action that develops and uses critical and creative thinking skills to enable the necessary logic to manage complex ambiguous problems. Developing an awareness of design as the connective cognitive tissue that links ideas to executable plans and tangible outcomes is important for future success.



Art of Design Methodology: World-Class Chicago

Learn by exploiting multiple perspectives, varied sources of knowledge and expertise, while employing critical thinking to formulate a sophisticated understanding of the situation. Intellectual prowess and innovative ideas fuel Design.



Banach said the problem of gun violence is “too big, too complex and incorporates too many factors to simply say that it, alone, is the issue.”

In a white paper describing the Art of Design, the School of Advanced Military Studies notes that this methodology “focuses on employing critical and creative thinking skills for the employment of operational art to deal with *complex, ill-structured, economic-socio-cultural-political-military situations*. Undertaking a complex mission without design invites failure. As a rule of thumb, the greater the novelty and complexity of a situation, the more important ‘the Art of Design’ becomes to success.”

The two primary components of Art of Design are “Systems Framing” and “Operations Framing.” Systems Framing entails “mapping the environment” by identifying those components directly affecting the problem. In the case of gun violence and civic health, that environment, noted Banach, would include social, economic, policy, governance, security and law enforcement components. Developing a deeply shared systemic understanding of Chicago as a holistic system is the goal. This includes identifying system propensities, tensions and potentials, and creating a greater awareness of how different players and entities interact over time.

By understanding how they act and interact—the total is always much greater than the sum of the individual parts—problem solvers can better understand what Banach described as “the mental construct” of civic health in Chicago. That, in turn, leads to the development of a problem statement and a problem narrative which evolves into a theory of action, an “Operations Frame” and a strategy. It is the Operations Frame that binds the actions.

“The Operations Frame,” explained Banach, “enables us to go back up to the Systems Frame and ask, ‘What can we influence?’ ‘What can others influence?’ The Operations Frame allows leaders to identify opportunity areas, make choices for intervention in a given situation, and set the boundaries for action.”

Below the Waterline: Addressing the Underlying Causes of Gun Violence

“Guns and gangs are not problems; they’re symptoms. The problem is employment. If a man can’t provide for his family, he starts to suffer. His family suffers. And the suffering goes on into many different forms like stress, ulcers, heart conditions, a broken-down family life. His life is not a life; it’s a matter of survival. And you do whatever is necessary to survive.”

— Former Gang Member, speaking to workshop attendees

Talk to any reformed ex-gang member and he or she will tell you that gun violence is a symptom, not a cause of poor civic health. It’s the result of poverty, unemployment, mental health issues, corrosive environments, failed families and hopelessness. Restoring the civic health of a neighborhood begins by addressing and overcoming— in concert— these underlying issues.

“The biggest asset Chicago has—this is significant—is the neighborhoods. People really do care.”

Grange noted that to truly address the root causes or “below-the-waterline” issues related to gun violence, a holistic action plan would need to take into account three critical “domains” for positively impacting a community:

- The **moral domain** is where you can make the most immediate impact, by leveraging community leadership and winning the hearts and minds of people.
- The **organizational domain** involves harnessing the collective power of community organizations, including schools, churches, law enforcement and other grassroots groups. This dimension enables a strategy to grow and build staying power.
- The **physical domain** represents how a community works through its infrastructure, from its roads to its parks to its police and hospitals. This dimension typically takes the most time and money, but it is essential for institutionalizing a strategy and ensuring sustainability.

The three domains are like the proverbial three-legged stool, and any broad-based strategy needs to effectively address all three to be successful.

With that in mind, the workshop participants discussed the social service interventions that are needed to enhance civic health. Here is a sampling of the discussion:

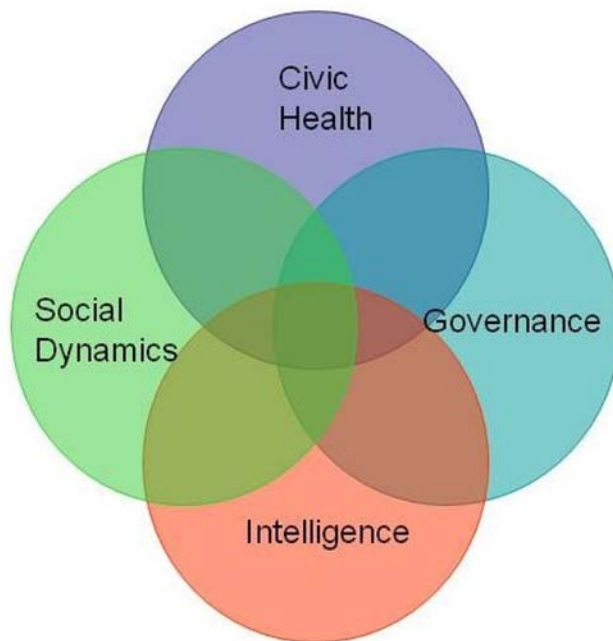
- “Jobs, jobs and jobs. That translates into money, it translates into self-esteem. It gets people off the street. And many of the neighborhoods in Chicago have been impoverished for more than 50 years. How do you break that cycle of poverty? That is the issue.”
- “The problem is the neighborhood sees the gang as permanent and the police as transitory. The message to the community is that the gangs will outlive any initiative-du-jour.”
- “Most juvenile crimes are committed after school between 3 p.m. and 9 p.m. That’s been consistent across the U.S. for 20 years. That’s the largest window of opportunity as far as time is concerned, and my son was killed at approximately 3:10 p.m. and he got out of his last class at 2:51.”
- “You can tell almost instantly if there’s an excellent principal when you go into a school, no matter what neighborhood, what community. Whether a school fails or succeeds all comes down to leadership—particularly the leadership of the principal.”

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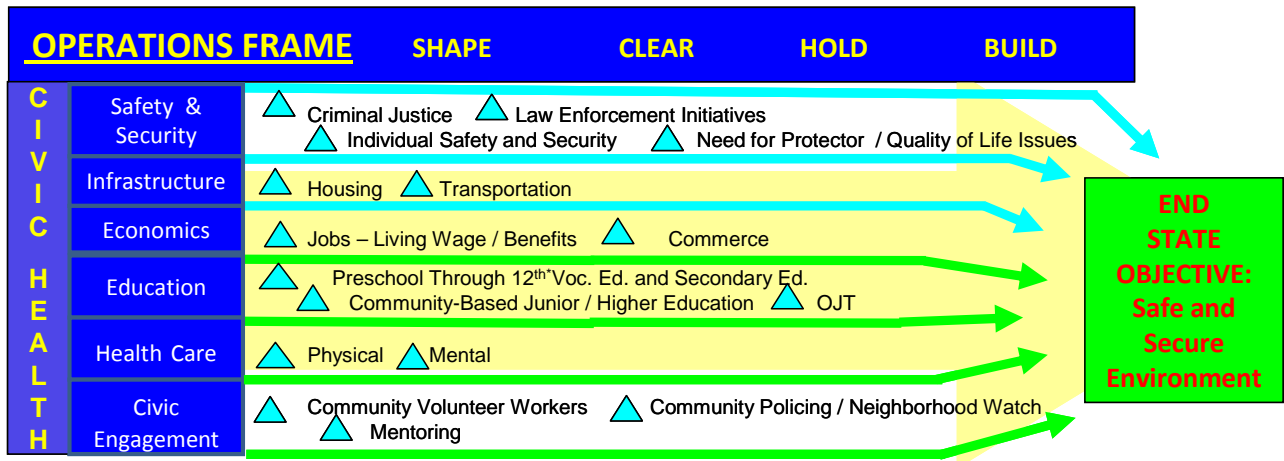
- “Virtually every gang member has one of five at-risk markers: divorce, separation, physical abuse, sexual abuse, or a severely dysfunctional parent.”
- “Money’s important, but shine a light in the right spot and things just might happen in a positive vein. The lack of synchronization is preventing or limiting the synergy between programs that improve safety and security, programs that provide economic opportunity, programs that provide hope. So it’s all about creating synergy, or 1+1=3 or more.”

- “You can’t just give people fish; you have to teach them to fish.”
- “If you want to improve civic health, first you have to protect the people and provide public safety.”
- “The biggest asset Chicago has—this is significant—is the neighborhoods. People really do care.”

These comments underscore that civic health is the heartbeat of Chicago—which is why it was selected as one of the four major topics where conference attendees would roll up their sleeves and focus their efforts. The other three—Social Dynamics, Intelligence and Governance—are also critical components of the Chicago System Frame and must be understood to produce a holistic solution. Following are detailed descriptions of the learnings from each of the four breakout groups.



Breakout Group Report: Civic Health



Working Definition: Civic health is about building stronger communities through civic engagement, civic responsibility and civic leadership. It's about advancing the ideals of a free, democratic society by investing in our children, communities and country.

The National Conference on Citizenship (NCoC) has created a Civic Health Index to assess how Americans are performing on a wide array of indicators related to civic health, including:

- Staying informed
- Connecting to civic and religious groups
- Trusting other people and major institutions
- Participating in the political process
- Attending community meetings
- Giving and volunteering

One important indicator of a community's civic health is the perspective of the day-to-day quality of life of residents: Do I feel safe walking down the street? Is there decent housing and transportation available? Does everyone on my block pitch in to keep the neighborhood clean? It's both the tangibles such as the condition of buildings and homes, clean and safe neighborhoods, and well-maintained community institutions and structures—and the intangible—such as positive personal relationships and interactions among community residents—that add up to the overall quality of a community and its civic health.

To be sure, a community with robust civic health must deliver personal safety and security; decent housing; convenient transportation; accessible employment

opportunities; access to affordable physical and mental health; and, good schools that prepare students for gainful employment and/or higher education. If these basic needs are not met, the result is despair which in turn can lead to violence and ultimately weaken the civic fabric of a community.

Safety and Security

Safe streets are a critical component of a city's civic health. Maintaining and enhancing street safety is a function of a new program in the city, the Chicago Alternative Policing Strategy (CAPS), which bonds and strengthens relationships and partnerships between police, community and other city agencies that identify and resolve neighborhood crime problems. CAPS is a unique model that needs to continue to build community involvement with police activities based on individual community needs and priorities. This would effectively enhance "safe harbors" within neighborhoods and communities and have a lasting and meaningful effect by reducing crimes and killings.

One key to any such initiative's success will be assessing existing enforcement issues in areas of concern. That will require an approach similar to the "surge" in Iraq. This would include, but is not limited to:

- Gathering intelligence in the highest crime areas (HCA)
- Establishing a major crime prevention effort in each HCA
- Utilizing a multi-agency task force including state and local law enforcement
- Forming a "nuisance" task force to address issues such as abandoned building crime headquarters
- Identifying programs and initiatives that have worked in other urban environments to further secure the streets

None of these ideas will work without sustained community commitment and cooperation. A neighborhood should be seen as a safe harbor in which homes are protected; families thrive; neighbors and friends look out for each other; and churches, mosques, synagogues and schools are able to provide services critical to health and well-being.

Infrastructure

As in many cities, there are two kinds of houses in Chicago: those that harbor families and those that harbor crime; shutting down the latter will increase the safety in the former. The Chicago Housing Authority, in cooperation with the Chicago Police Department, might target individual housing projects for gang cleanup so long as the effort is comprehensive and not merely cleaning out one area by forcing criminals to move to another.

Economics and Jobs

There is a direct link between economic health and civic health. The downturn we are facing is likely to last some 18-24 months before even a partial recovery. History tells us that we are likely to see an increase in overall crime when the economy is weak. It is important that the city partner with federal agencies in their planned economic recovery strategies, enabling early intervention by providing jobs and social services through “stress centers” that offer mental and medical health services, food pantries and soup kitchens. A “Civilian Conservation Corps” model addressing the need for improvement in state and city infrastructures would provide needed jobs and skills training for youth. The sooner this issue is addressed, the sooner it will begin to have a positive impact.

Education

Good schools provide more than education; they provide safe harbors, centers for job creation and the learning of social skills. Each school should be given the freedom to look at its surrounding environment and determine, within agreed-upon guidelines, how it could better serve its students based on their needs.

Healthcare

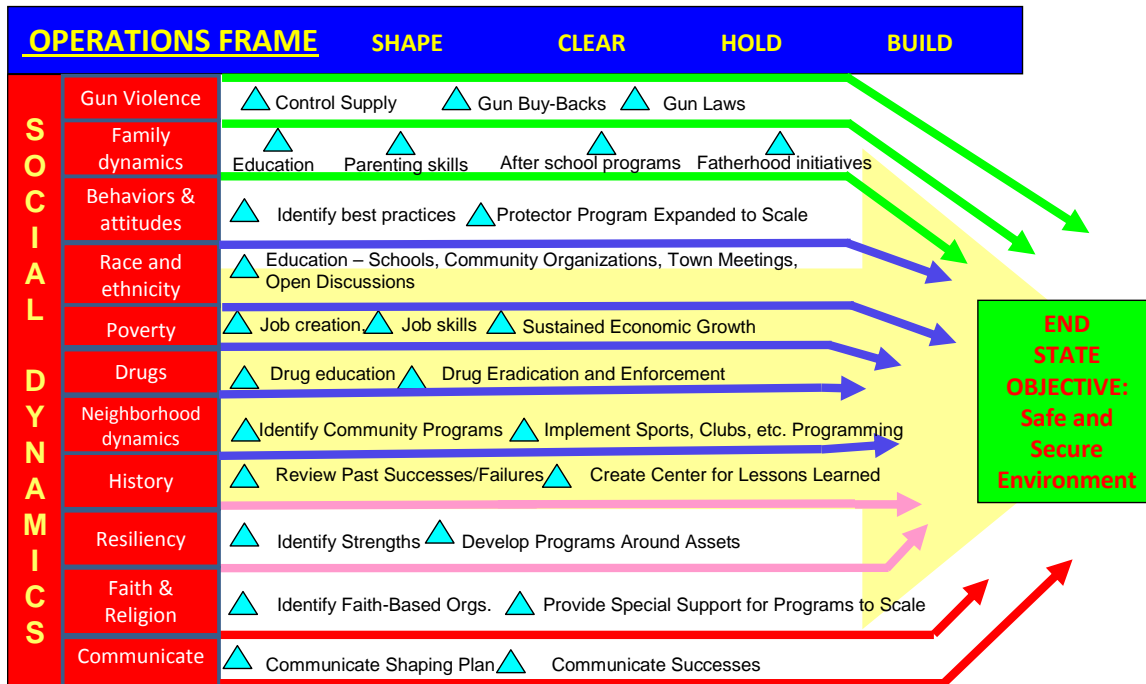
The health quotient in areas of high poverty and crime is often sub-marginal. There is not only a lack of healthcare insurance coverage, there is a lack of primary care physicians able to deal with and prevent problems such as obesity, hypertension, diabetes and other conditions endemic to the poor. Add to that drug and substance abuse—which is also disproportionately present throughout poor areas—and you have a cocktail for violence that has a long-term deleterious effect.

There is a critical need for enhanced government intervention and funding to deliver healthcare programs that will have an immediate and sustainable positive impact on residents in the poorest areas.

Civic Engagement and Service

The community is an under-utilized resource for civic engagement and service. Tapping into national and community service organizations such as Senior Corps and AmeriCorps for resources—including funding, organizing and training—is a means to benefit from the swelling ranks of retired and retiring Baby Boomers who have the will and skill to give back to communities where needs are the greatest.

Breakout Group Report: Social Dynamics



Working Definition: Social Dynamics is a broad term meant to capture the wide array of neighborhood assets and interactions that both positively and negatively influence the fabric of a community. From historic trends to community oases and from organized groups to individual leaders, there are assets on which to capitalize as well as deficits to be eliminated. Often, troubled communities are viewed only through the lens of their deficits: poverty, education, drugs, unemployment and family dysfunction. But, viewed from a positive perspective, most communities also have civic leaders and structures to inspire and motivate their residents; for example, cultural, social and religious organizations, and safe places such as after-school programs, domestic-abuse shelters, and boys and girls clubs. For this study, the group reviewed the key drivers of gun violence, as well as family dynamics, psychographics, demographics, economics, cultural histories, religion and communication.

Gun Violence Issues

Gun violence in Chicago, especially among youth, was the driver for the McCormick Foundation's workshops. Although the discussions of the workshop participants led to broader topics of improved civic health and a review of short- and long-term challenges, the urgent need to control gun violence demands our immediate attention; tragically, it is a common fact of life for thousands of Chicago children living in disadvantaged neighborhoods.

Children do not feel safe walking home from school. Dozens have been killed inside their homes by bullets from semi-automatic weapons piercing their walls. Innocent kids are killed on school buses on the way home. Youth in gangs are killing other youth—for the most part, it is not older gang members who pull the trigger, but rather teens trying to prove themselves in hostile environments. The sad fact is that more Americans died as a result of gun violence in Chicago in 2008 than in both the Afghanistan and Iraq wars.

Gun violence must be eliminated or at minimum significantly reduced, in order to create safety and security for our citizens. Only in a safe and secure environment can services be effectively delivered to those most in need. Jobs, education and basic healthcare are all held hostage by the violence in the streets, and even Chicago's bid for the 2016 Summer Olympics could be threatened if the violence continues unabated.

The workshop participants realize that removing guns from the street is not only about gun laws, police presence and breaking up gangs; it's also about the many other challenges hidden "below the water line." Hopelessness, lack of opportunity and family dysfunction are all part of the problem.

Family Dynamics

Gangs are one of the biggest influencers of gun violence in cities, and where there is a breakdown in family dynamics there is often an attendant increase in gang involvement. While lack of direct and positive parental involvement is often a precursor to gang involvement, research shows it can often be tempered by a "protector strategy." "Protectors" are individuals who are trained and dedicated to dealing one-on-one with at-risk children and young adults. In cases of a family breakdown, the protector can be a layperson from the neighborhood, a nearby neighborhood or any community organization (school, religious or social) who takes charge of a relationship with a youth by meeting with them every other week, talking with them by phone weekly, and by being on-call for crisis counseling.

Behaviors and Attitudes

Where there is divorce, separation, physical, mental or sexual abuse within a family unit, there is a perceived lack of the family as a protector status. This often leads to behavior and attitude changes that drive affected individuals to gangs for a form of protection and security. Long term, just as good families imbue positive values and morals to those they protect, gangs have the opposite effect by influencing anti-social/criminal behavior driven by gang values. Youth with poor family influences tend to choose peers and friends with the same deficits, just as youth with positive family influences tend to choose peers and friends with the same assets.

Race and Ethnicity

Gangs are often formed around ethnic and racial lines, which is why the concept of individual protectors depends on their residence in the neighborhoods of the youth they serve. Familiarity is often a key component of trust.

Poverty

Poverty is nearly always a result of limited job and educational opportunities, tempting youth to join gangs for safety, a sense of belonging and a sense they are needed—just as a job often provides employees with a sense of purpose.

Drugs

Drugs are perceived to be the answer to fulfilling two critical needs among many at-risk youth: an escape from immediate worries and abusive families, and the lack of income options—factors that gangs can exploit to encourage membership.

Neighborhood Dynamics

Healthy neighborhoods promote healthy neighbors. It is often that simple. Neighborhoods can serve as safe harbors in and of themselves or as the site for safe havens. Making a neighborhood safe and secure should be complemented by a detailed plan to establish neighborhood refuges for disenfranchised youth. Communities across the U.S. that have successfully transformed themselves from inner-city homicide crime centers to middle class neighborhoods have done so by elevating those who live in the neighborhood, block by block.

Community protector factors must be applied to families, schools, not-for-profit organizations, faith-based groups and government programs, and there must be a long-term, citywide initiative to rally forces for family function, community building and civic health enhancement.

History

There is a saying that those who do not learn from history are destined to repeat it. That is especially true when it comes to troubled families, communities and neighborhoods. Youth from impoverished and abusive families often use that experience as the model for their lives and, without intervention from protectors or other positive influences, the cycle is never broken. Just as violence begets violence, so, often, does gang involvement and drug use lead to violent crime.

Resiliency Factors

One of the signs of a healthy family or neighborhood is the ability to rebound from adversity. The Midwest floods in 2008, for instance, provide positive case studies of how a resilient community can recover from a disaster—thanks to the will of its people—and actually grow stronger. Absent this resilience, the result is often hopelessness. Communities with poor civic health experience increased crime rates, drug issues, poverty and gang violence. Resiliency is built through strong families and strong communities.

Faith and Religion

Religious organizations can provide powerful role models and be a source from which protectors may emerge. Churches, temples and mosques are an excellent starting point from which to build strong communities that enable civic health.

Communication

The first step in shaping a more positive environment in Chicago is the development and implementation of a strategic communication plan to mobilize the leadership of Chicago to do the adaptive work which is required to build civic health. The communication initiative should support the Mayor's intent and objectives, and help shape the environment and marshal the resources which will be required to surge law enforcement assets to secure the communities in Chicago.



Pilsen: A Chicago Village of Mexican Heritage & Pride

Breakout Group Report: Intelligence



Working Definition: Intelligence is the systematic gathering, collecting, analyzing and disseminating of relative information in support of the objective of reducing gun violence. In order to understand the full scope of the challenge and to develop a meaningful plan of anti-gun violence efforts, accurate, relevant and real-time information must be maintained on an ongoing basis.

By developing a greater situational awareness from real-time information gathered by people in the right places, an accurate and immediate assessment of the community risks can help identify measures to deter problems and improve conditions. Information gathering must be done by individuals on the ground at all levels. This effort will include developing domain awareness, establishing community sources of information, developing human resources, information sharing among multiple jurisdictions and careful and continuous review and utilization of the cyber domain.

Domain Awareness

We have to thoroughly examine all of the patterns of space we share: defining, analyzing and becoming totally familiar with all levels of the “area of operation.” These levels include, but are not limited to, citizens, housing, social structure, cultural and religious institutions, education, and crime and economic status. Developing and implementing effective programs to reduce gun violence deserve high priority at all levels of government.

National policies are most useful in addressing issues of gun accessibility both in terms of the access to firearms by private citizens and the restriction of the flow of illegal firearms across borders. Federal governments also need to provide the resources—

social services, criminal justice agencies and, perhaps, data—and the funding necessary to implement specific gun violence initiatives at the local level. Local governments must contribute similar resources, but most importantly, local leaders need to ensure that the policies and interventions being implemented are specifically tailored to address the nature and causes of gun violence in their area.

Human Intelligence

After a decade-long decline, gun violence is increasing in many cities in the United States. Much of this increase is being attributed to the revitalization of urban street gangs. Even in Los Angeles, despite the fact that overall levels of violence continue to fall, gang violence is once again rising.

Guns and their attendant violence have become a growing concern for Chicago residents, especially within the larger neighborhoods. More importantly there has been a marked shift in the types of firearms being used. Prior to the mid-1990s, rifles and shotguns were primarily used in homicides. In 2008, handguns were used in nearly twice the number of homicides than were rifles and shotguns.

Community Sources of Information

Identifying and fully utilizing all levels of stakeholders—public, private and community—for the purpose of gathering and integrating actionable intelligence is critical for direction and solutions. Often these are nontraditional, but nonetheless valuable, sources.

In Chicago, researchers found that while the access to guns through the illegal gun market was much more limited than suggested by conventional wisdom, inner-city youth had an even more difficult time gaining access to ammunition. Their research offers two particularly important points of intervention with regards to reducing gun violence among youth. First, youth found it very difficult to maintain a safe hiding place for their firearms; the model choice was in a school locker. Therefore, by having the police become more vigilant in their locker searches, youth gun carrying can be further reduced. Second, research participants reported that while guns were expensive, ammunition was even tougher to procure. Tighter regulation of ammunition might not change the carrying of guns for status, but it clearly will reduce the lethality of the weapon.

Civil gang injunctions are another effective means of gang membership control. Injunctions prohibit the public association of documented gang members within specific geographic areas. Furthermore, gang members may not possess cell phones or pagers in these areas. Carefully constructed quasi-experimental evaluations have demonstrated that the injunctions have a modest impact on reducing overall levels of crime. One of the criticisms levied against injunctions is that rather than offering a genuine decrease in crime, they simply displace it into neighboring areas. However,

the findings suggest areas surrounding an injunction also experienced small decreases in crime. In addition, an injunction also increases the perception of safety among local residents. An injunction offers local communities a respite from the presence of groups of young adults hanging out on the street. Local residents reported that they were less fearful of being the victim of a crime following the implementation of an injunction.

Reporting Procedures and Jurisdiction

Implementing an information sharing system through multi-jurisdiction fusion centers can provide immediate sharing of suspicious activity and enable conferencing and information sharing with other major cities managing similar challenges.

Cyber Domain

Emerging and existing forms of communication and information technology can prove a highly valuable means of intelligence gathering and information dissemination. This domain also lends itself to the timely distribution of critical incident alerts.

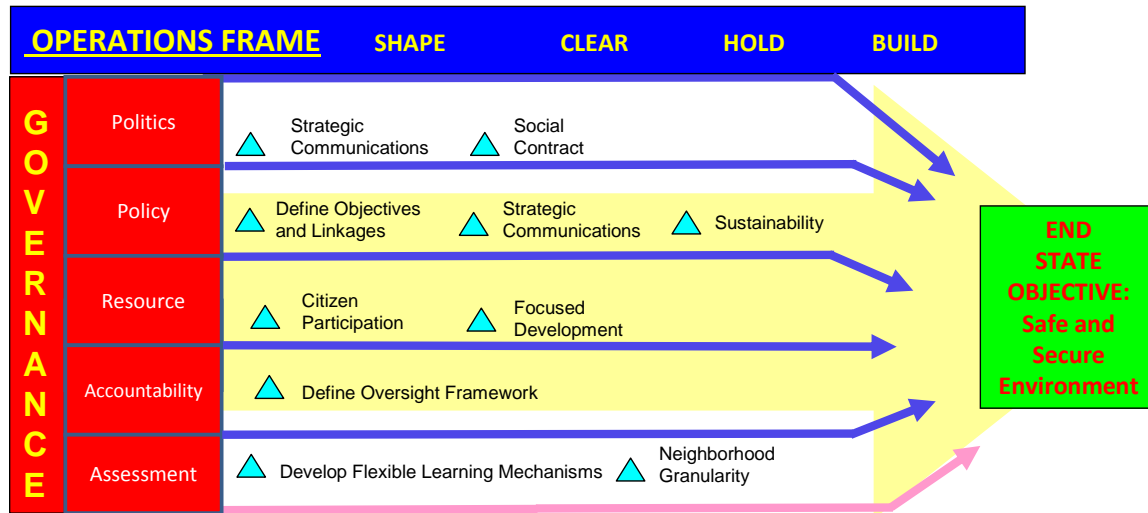
Homeland Security

In a broad sense Homeland Security refers to all offensive and defensive initiatives to secure and safeguard the city from acts of terrorism and crime, and ensure public safety through prevention, response and mitigation efforts.

Crime and public safety are closely tied to gang activity. A credible study showed that within the sample of individuals who did join a gang, the association with firearms was highest when the youth was active in the gang and retreated during periods of non-gang membership.

Chicago may provide social scientists with an invaluable opportunity to study youth groups and gangs to determine the conditions that support the evolution of local gangs from loosely affiliated groups into local neighborhood institutions. Furthermore, it is important to gain some understanding of the types of intervention activities that might be most effective at stunting such development before gangs and gang violence become a chronic problem. This latter point is especially important within the Canadian context, as studies in the United States have demonstrated that gangs and gang violence often begin in major metropolitan areas and spread to smaller cities. Gangs have already diffused to smaller cities and rural areas in Canada, forcing local officials to confront the problem of gangs and their related criminal activity. Fortunately, however, the evidence to date suggests that gun violence involving gangs is primarily impacting the largest neighborhoods.

Breakout Group Report: Governance



Working Definition: Governance includes the architecture, processes and rules that regulate and manage resources and services to the community. It involves creating, resourcing, managing and sustaining the institutions and processes through which the metropolitan area is governed, protected and sustained. Although generally understood to concern a government's formal ability to serve its citizens, some governance architectures are informal and in competition with formal governance structures for influence. A city, a business or a criminal gang all use some form of governance as the mechanism by which interests are articulated, resources are managed and power is exercised. While there are numerous definitions of governance, for the purposes of this inquiry, governance includes the following categories: politics; policy; resources, both public and private; oversight and accountability framework; and assessment, learning and intervention mechanisms. Governance primarily resides in the organizational domain; however, its impact is felt in the physical and moral domains, as well as the organizational domain. Governance is a foundational leadership issue that can either impede or set the conditions for decisive operations in other areas.

Politics

Politics is governing a political entity in the administration and control of its internal and external affairs. It involves the methods and tactics involved in managing a government. To a large extent, politics involves the selection of those who set priorities and the means by which they mobilize resources and the attention of both public and private sectors. Politics, in both the formal (e.g., elections and referendums) and informal (e.g., grassroots efforts) sense, provides a venue in which the people express their expectations, hopes and priorities for the community in which



*A Cautionary Sign in Little Saigon:
A Chicago Village of Vietnamese Culture*

they live and work. Politics is central to the ability of those in positions of influence to inspire the public spirit and attitude necessary to tackle the frustrating and painful problem of youth handgun violence.

Policy

A policy is a plan or course of action of a government, political party, business or criminal enterprise intended to influence and determine decisions, actions and the means by which they are implemented. The workshop group's recommendation would be that improving civic health should be a policy-level goal for Chicago, and central to this policy is the ability to manage the emotionally charged, all-too-visible issue of youth handgun violence. Another consideration is that crime

is a factor in the Olympic Selection Committee's evaluation of Chicago's bid to host the Olympics, since it is charged with finding a venue that assures the safety and security of everyone involved in the Olympic enterprise.

Implementing policies and strategies should link desired objectives with available means and the methods for employing them while managing risk across multiple domains. A potential strategic consideration is how best to engage and work with different neighborhoods. As an example, part of the strategy could address specific locations and venues for Olympic events and supporting infrastructure. This would enable a focused application of energy and resources to targeted areas within the metropolitan region that could benefit substantially, both economically and spiritually, from building and renewal.

Public/Private Resources

While city, county and state governments have direct influence over public resources and infrastructures that include designing, building and maintaining the organizations, systems and architecture required to support and sustain essential services (e.g., safety, security, health, transportation, sewage, water, waste collection, power and communications), they also have significant enabling and indirect influence over the use of private resources to improve overall civic health which can be used to incent and leverage the resources of businesses, not-for-profits, volunteers and other resources. Governance that encourages the involvement of its citizens in forming policies that foster public debate and provide access to city services can be a true capability-multiplier. Examples that offer potential include block clubs and informal coalitions of faith-based organizations that can have profound impact if mobilized. In

addition to financial resources, those in influential governance positions can also provide time, attention and legitimacy to stakeholders and their programs. These all contribute to the long-term sustainability of a project or program.

Oversight/Accountability Framework

The confluence of multiple governance frameworks—formal and informal, legitimate and illegal—often competes with one another, which could create seams or friction where multiple architectures intersect, resulting in gaps between jurisdictions. The outcome would be inefficiencies and would create opportunities for corruption, illegal activity or action that simply is counterproductive to the overall strategy. Corruption and graft can impede efforts to establish governance, restore rule of law or institute economic recovery. While some level of corruption may seem unavoidable, its existence can unhinge reform efforts and put the entire program at risk.

Assessment, Learning and Intervention Mechanisms

In the implementation of any policy, it is important to assess its progress throughout its lifecycle. This suggests the need for mechanisms for continuous learning since it is improbable that those who developed or approved the policy anticipated all possible obstacles or opportunities. Assessment and learning should be both quantitative and qualitative in nature, addressing both objective and subjective indicators and outcomes. When tackling a multi-dimensional, complex, interdependent phenomenon such as youth handgun violence, adaptive iterative learning is essential. Ideas lead to actions that generate interim outcomes that should drive reframing of ideas and subsequent actions.

Toward a Long-Term Solution: Key Concepts and Findings

“The more original a discovery, the more obvious it seems afterwards.”

— Arthur Koestler (1905-1983)

Dealing with symptoms without dealing with causes is a recipe for failure. Having fully explored the many facets of gun violence and civic health using the Art of Design analytical methodology, workshop participants came to a number of significant conclusions that would form the foundation for a long-term strategy:

People are the center of gravity: In military battles, the difference between winning and losing is often how well you identify the number one influencer or source of strength that will help you—or hinder you—from accomplishing your mission. The center of gravity, in other words, is where you need to focus your primary efforts—where you’ll get the most bang for your buck. And there’s no doubt that when it comes to reducing gun violence and improving the city’s civic health, *people* are the center of gravity.

History is replete with significant failures often due to underestimating/misunderstanding/underutilizing this critical asset—depending instead on technology, money or theory to win the day—or the conflict. Nothing of any scale or importance is accomplished without the commitment of the people tied to its success. That’s why it will be essential to enlist, among others, the support of parents, grassroots community activists, and church and school leaders in designing a long-term solution to gun violence.

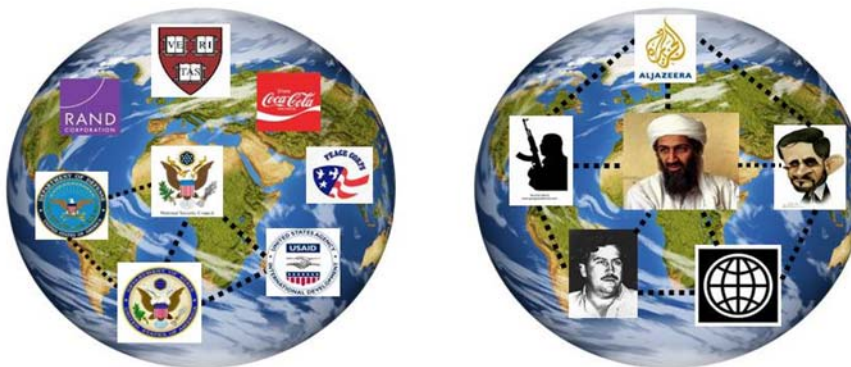


Networks are a critical factor as they influence strength: People long to belong, whether to a family, a group of friends, a neighborhood, an organized religion or, as we have seen, a gang. Understanding how these networks work, how their fabric is stitched and what they include—regardless of whether they are networks of foes or friends—is paramount to effective actions. Adversarial networks exist and are constantly changing—reforming, replenishing and recharging. And unfortunately, it’s often the enemy networks—whether a local gang or a global group of terrorists like al-Qaeda—that have network dominance. Likewise, too often allied networks of friends are transitory—existing only for short-term gain, or until funding runs out. Any network, to be effective, must entail collaboration, unity of purpose, mass knowledge, power, resources and economy of force for all of its components. Without network dominance, defeat is assured.



Adversary/Competition Networks Affecting National Security

Effective Networks = Collaboration
Unity of Purpose
Mass knowledge, power & resources
Economy of force for all components (Gov't, FP, NP)



“Who currently has network dominance?”

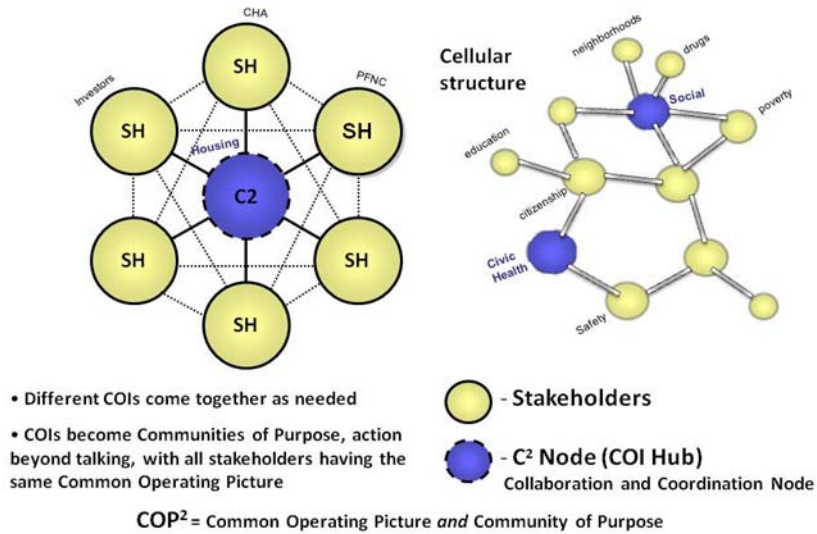
Getting the attention, commitment and participation of stakeholders requires a return on investment (ROI): Unity of effort between law enforcement agencies, not-for-profits and businesses is a prerequisite for creating a safe and secure environment. Unlike a business situation, the ROI does not always deal with dollars and cents. It can include intangibles such as safety, security and positive societal and religious values. However, for the business community, which can be a powerful ally, ROI often does equate only with profit and loss. The more a network can show a financial benefit to a business, the more likely that business is to join as an active participant. It is the

biggest reason the sale of illegal drugs exist within the network of gangs and street violence; the ROI is significant and all but assured.

A “Whole of City” campaign is needed to bring together key stakeholders, creating a “Community of Purpose.” The United States has recognized the need to implement a “Whole of Nation” approach to effectively defeat terrorist networks and enemies. Similarly, the city of Chicago must approach the gun and gang violence issue in a “Whole of City” campaign utilizing “Communities of Interest” (COI) which describes the phenomenon of social network activity that appears around causes of mutual concern. Often spontaneous, a COI usually forms around a common or shared problem set. A magnet or “attractor” draws people to this problem (such as an issue, ideal or individual) and information-age technology allows multiple parties to share information, pictures and videos.



Community of Interest (COI) Model with Stakeholders



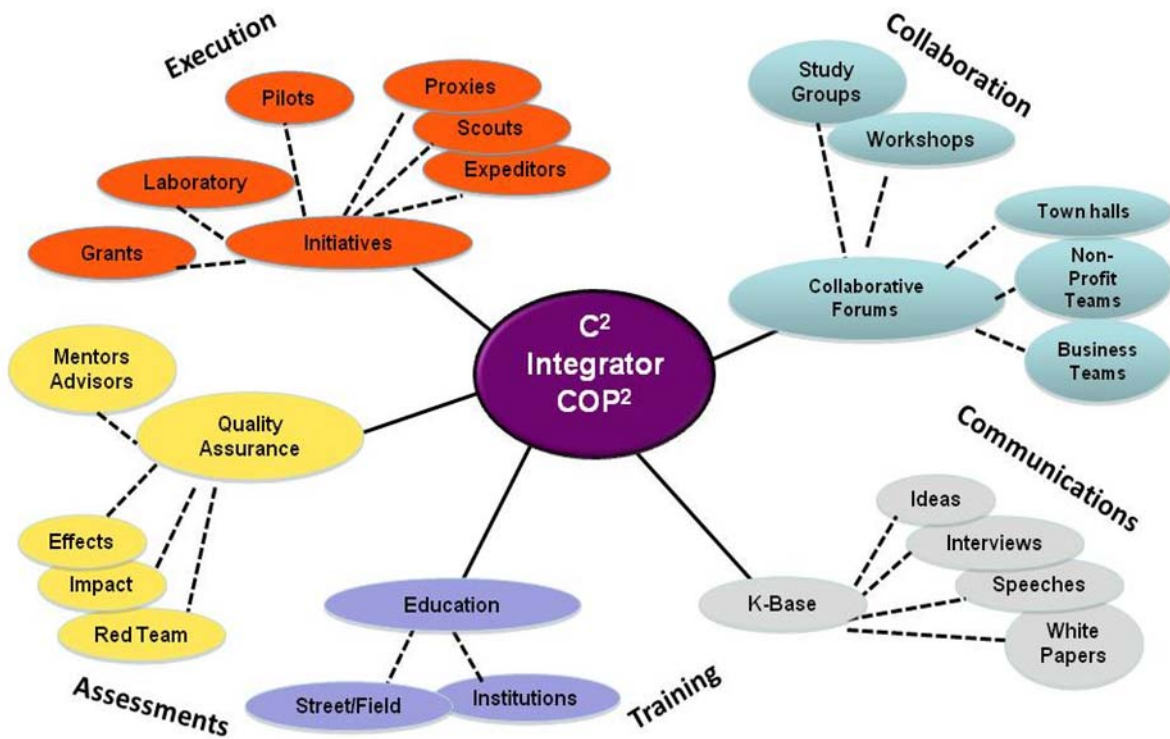
Over time, a COI can evolve into a **Community of Purpose (COP)**, typically when several factors combine:

- A catalyst personality or mobilizer creates a reason or incentive for action
- A Community of Interest is populated by those who want to participate for the greater good
- A COI believes that its actions can make a difference, and therefore activity results

COIs transform into action—that is, COPs—due to leadership, influence and strong civic action.



Operationalizing Whole of City (WoC) COPs

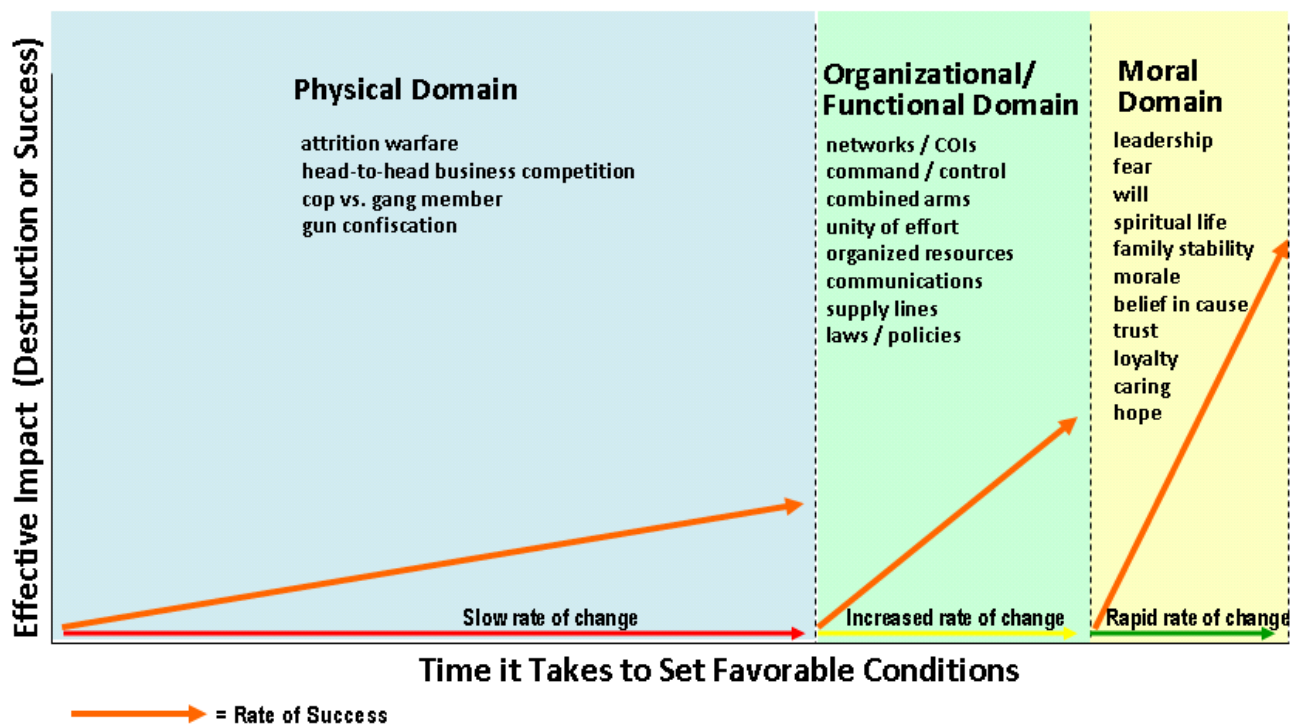


An example of a Community of Interest becoming a Community of Purpose is reflected in a partner collaboration network between the McCormick Foundation and Major League Baseball. They have creatively built a conglomeration of private sector, not-for-profit and for-profit entities to form a national network to raise funds and support GIs with traumatic brain injuries and post traumatic stress disorder. Called the "Welcome Back Veterans Fund," it collaborates with government entities such as the Department of Defense, Veterans Affairs, universities specializing in mental health treatment and private companies to support troops and their families.

Too often conferences and workshops result in much too much noodling and nodding and too little action once participants return home. How to make this conference different was the intent behind forming a Community of Interest to implement ideas and motivate serious-minded people to address gun and gang violence. In the military, "C²" equates with "command and control." Here C² is all about "collaboration and coordination."

We operate in three domains (moral, organizational and physical) and each of these must be dominated in order to win: Three places where long-term behavior is best impacted are represented by the moral domain—how people think; the organizational domain—the attributes of institutions that reflect a particular community or neighborhood (for example, these could be social, educational, economic or religious in nature); and the physical domain—which represents the infrastructure of a community from its roads to its parks to its communication. For a long-term civic health strategy to be effective, it must dominate each of these domains and outperform the gangs and criminal element.

Three Operational Domains to Dominate



It will be the confluence and coordination of all of these concepts that will determine the success of this workshop's recommendations and ultimately improve the civic health of our world class city.

Recommendations and Next Steps

“Finally, we’ve got to deal with the underlying social issues that are causing this gun violence as well. You’ve got gangs of young men who are lost, who are involved in the drug trade. Starting early with early childhood education, improving our K-through-12 education, having after-school programs or summer-school programs so we are providing pathways for young people to move in the right direction.”


– Then presidential hopeful, Senator Barack Obama, April, 2008, speaking with the *Chicago Sun Times* about the epidemic of gun violence in Chicago.

The major recommendations coming out of the McCormick Foundation “From Gun Violence to Civic Health” workshops can be boiled down into three broad categories:

- Adopt a “Whole of City” approach
- Ensure safety and security
- Build and reinforce long-term civic health

Those dedicated to dealing with Chicago’s gun violence and ailing civic health would be wise to focus every one of their efforts, initiatives and actions on one—if not all—of those three broad categories.

To be sure, each of the categories has folded into it some suggested actions to make them come alive (see chart below). Good minds and sincere hearts may differ on the “how,” but we hope there is little disagreement with the “why.”



Recommendations

- Adopt “Whole of City” Approach
 - Coordinate all assets and resources
 - Government, corporate, philanthropic
 - Develop master communications plan
 - March 2009 “Whole of City” conference
 - Press conference
 - Mobilize Team Chicago Leadership
 - Communities of interest -- Communities of purpose
- Ensure safety and security
 - Map neighborhood assets
 - Surge to secure the streets / neighborhoods
 - Law enforcement
 - Protectors
 - Interventions
 - Build on existing “safe haven” structure
- Build and reinforce long-term civic health
 - Expand social service framework
 - Coordinate NGO networks
 - Take best practices to scale
 - Expand economic development – jobs
 - Education
 - Strengthen family structures
 - Develop enduring assessment mechanisms

Under the “Whole of City” approach, for example, we see the need to identify and coordinate all assets and resources with a vested interest in the problem—government (federal, state and local), corporate (any business of any size benefitting by violence reduction) and philanthropic (not-for-profit sector).

We also see the need to clearly, convincingly and constantly define and re-define not just the problem but also the solutions proposed and the actions taken. We know there will be fits and starts, successes and failures. But we must be transparent in our efforts and clear in our goals.

In addition, we recognize the need to mobilize Team Chicago Leadership so that it speaks with one voice and one conscience. We can do it not only for our Olympics’ bid, but can also do it for our gun violence initiatives. Just as our Olympics’ bid turned a Community of Interest into a Community of Purpose, so should our efforts at civic health improvement.

Taking immediate action to ensure community safety and security should be our paramount purpose. This is important because fear is real, fear is debilitating and fear renders people hopeless and helpless.

We see the need to tap *all* our assets and to amass all our resources— including churches, community leaders, parents, parks and schools—in the most challenging neighborhoods. We need something similar to a “surge,” using not just law enforcement officers, but also protectors and interveners whose presence and credibility help reduce anxiety and restore confidence. We see the need to build on and substantively improve our safe havens, where our youth can find refuge from the threats and throes of broken homes, drugs, violence and gangs.

We believe in expanding the social service network. By coordinating the efforts of non-governmental organizations, identifying what is working and taking those best practices to a broader and grander scale, we can have a huge impact on the city’s civic health.

We believe that any and every initiative that expands economic development, vis-à-vis jobs, brings health and hope.

We know that the outstanding education infrastructure in Chicago stands ready and willing to do its part, regardless of whether it is focused on early childhood, elementary, high school or forms of adult education that help our communities to reach their full potential. This ties directly to the need to constantly strengthen family structures where children feel needed and protected.

And, finally, we believe we should reach common agreement on ways to assess and measure our progress. Let's make these measures reflect not only what we plan to do and what we have done but *how* we have done. And then let’s hold ourselves to them.

Closing Thoughts

“Ideas must work through the brains and the arms of good and brave men or they are no better than dreams.”

— Ralph Waldo Emerson

Whenever conferences such as these conclude, those who have participated are generally faced with three questions:

- Did we accomplish what we hoped to?
- What could we have done to make it more successful?
- Where do we go from here?

Our goal was to look at a very difficult problem in a very different way and to come up with practical ways to address it. We did that with a great deal of discussion and even greater focus and thought using an analytical approach no one—as far as we could tell—had tried before.

We came together from disparate disciplines but like minds that we eagerly wrapped around new methodology—the Art of Design—to tackle an old problem, adopting and adapting it to suit our commitment and our passion. Our output in the form of recommendations and, just as importantly, the journey from problem statement to strategy is nothing short of remarkable. We can be proud of the work and the results.

“Without understanding one cannot control causes; only treat effects and suppress symptoms. With understanding one can change and create the future.”

- Jamshid Gharajedaghi and
Russell L. Ackoff

Is there more to be done? Of course.

This is a problem that will continually invite reasoned examination and practical exposition. No single conference will get it all right, but ours was a very significant step in the right direction.

Lastly, at the end of any conference comes the biggest question. The question Emerson posed about ideas. What are we going to do with our work, our recommendations in this report? Will we store them on a shelf only to collect dust, or will we commit to transforming these ideas into action?

We need to bet on the latter. That's why later this spring, the McCormick Foundation plans to assemble all key stakeholders for a "Whole of Chicago" conference where we will:

- Bring together grassroots community leaders, not-for-profit groups, business executives, law enforcement experts and city officials
- Create a dialogue about gun violence and how to enhance the city's civic health
- Review the insights and results of the Art of Design analysis
- Combine our learning with the knowledge gleaned from the numerous efforts of those who have tackled this issue before us
- Develop a strategic action plan and, perhaps most importantly,
- Begin implementing the plan.

Our collective goal should be to quickly act on our ideas so that in a few years we will not only have improved the civic health of our great city, we will have improved and saved countless lives. Can there be anything more noble?

A handwritten signature in black ink that reads "Dave Grange". The signature is written in a cursive, flowing style.

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