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Brandi Roller

\_\_\_\_04/20/2017\_\_\_\_

Date

Grant Proposal to seek funds for the development and implementation of a peer-mentoring program that targets young African American men, aged 18-25, who are being released from jail for gun-related charges in an effort to reduce gun violence arrest, injury and death rates in Milwaukee, Wisconsin.

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An abstract of

A thesis submitted to the Faculty of the

Rollins School of Public Health of Emory University

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2017

## **Abstract**

Grant proposal to seek funds for the development and implementation of a peer-mentoring program that targets young African American men, aged 18-25, who are being released from jail for gun-related charges in an effort to reduce gun violence arrest, injury and death rates in Milwaukee, Wisconsin.

By Brandi Roller

Among U.S. residents aged 10-29, homicide is the fourth leading cause of death for non-Hispanic whites and the leading cause for African Americans. Gun violence claims over 30,000 lives annually and cost the U.S. \$229 billion. In 2015, Milwaukee, Wisconsin experienced a significant increase in gun violence, reporting 635 nonfatal shootings, up 9 percent from the previous year and 145 homicides, a 69 percent increase. The majority of the victims were young African American men.

Due to the sudden rise in gun violence and homicides, the Wisconsin Department of Corrections seeks funds from The Joyce Foundation to develop and implement a peer-mentoring program called GUNS (Greater Understanding of Nonviolent Solutions) to reduce gun violence arrest, injury and death rates among African American men, aged 18-25, in Milwaukee. The GUNS program is adapted from a successful initiative in Richmond, California that uses reformed ex-convicts as mentors. The objective of the GUNS program is to change young men's behaviors, perceptions and beliefs towards guns through mentorship, to reduce incidence of arrests, injury and death associated with guns and to reduce the costs to the city caused by gun violence. Data will be collected through pre and post questionnaires, interviews, criminal records and a process and outcomes evaluation will be conducted to determine program effectiveness.

African American men, both in the U.S. and Wisconsin, are disproportionately affected by gun violence and are often the most difficult demographic to reach with preventive gun violence strategies. When considering the causes of gun violence, we must evaluate the environment, social determinants and policies in order to understand the root causes of the problem. Gun violence research has been limited for two decades due to the strong hold the National Rifle Association has on Federal funding, creating a major barrier to prevention efforts. Peer-mentorship programs have been successful in addressing the environmental, social, cultural, emotional and economically driven factors that result in gun violence. Mentorship programs, such as GUNS, provides a nontraditional approach supported by theories and evidence-based practices to target those most at-risk for being involved or falling victim to gun violence.

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## ***Chapter 1: Introduction***

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This chapter provides a brief overview of the public health problem being addressed as well as a description of the proposed program and the objectives to be answered by the grant proposal.

### **Introduction and Rationale**

According to the American Public Health Association “the issue of gun violence is complex and deeply rooted in our culture, which is why we must take a public health approach to ensuring our families and communities are safe” (APHA). Public health approaches have been used to address many health threats because they use evidence-based approaches to improve health and prevent injuries. Such strategies have been successful across a spectrum of health issues including preventing motor-vehicle related injuries, controlling Ebola and reducing tobacco use. Gun violence has long been looked at as a criminal justice issue rather than a public health issue. Therefore, a scientific approach to the gun violence experienced in the United States is warranted. Understanding and preventing gun-related violence has been difficult due to the ban on federal funding for research and prevention since 1996. Taking a public health approach to gun violence means we are not debating the constitutionality of guns but rather focusing on making people safer with firearms, making firearms themselves safer and creating a society that is safer with firearms (Benjamin, G., 2015).



According to Brady Campaign data, in 2004, 42% of Americans believed a gun made a home safer and by 2014 that number jumped to 63% despite scientific evidence to the contrary. In reality families who own a gun are at an elevated risk of both homicide and suicide. Eighty percent of all firearm deaths occur in the U.S. and 87% of all children ages 0-14 killed by firearms occur in the U.S. with the remaining being spread across about two dozen populous, high income countries (APHA Fact Sheet). Among U.S. residents aged 10-29, homicide is the fourth leading cause of death for non-Hispanic whites, the second leading cause of death for Hispanics and the leading cause of death for non-Hispanic blacks (APHA Fact Sheet). The frequency of mass shootings has tripled since 2011 and in 2015, there were 330 mass shootings, killing 367 people and injuring another 1,317 (APHA Fact Sheet). Many people think of shootings and homicides when they think of gun violence, but suicide is also a common result of gun violence. Guns are the leading method of suicide in the U.S. and 80% of attempts end in death compared with other less lethal means of attempt.

In 2015, gun violence cost the United States \$229 billion, or an average of \$700 per gun in America (APHA Fact Sheet). Societal costs include work loss, medical/mental health care, emergency transportation, police/criminal justice activities, insurance claims processing, employer costs and decreased quality of life. The staggering number does not include the long-term physical and

psychological toll gun-related incidents cause on those who survive shootings or whose friends or family members are injured or killed by guns.

According to the CDC, the United States gun violence claims over 30,000 lives annually (CDC). For each of those lives lost by a gun, two others are wounded, making over 100,000 Americans victims of gun violence. Firearms were the third-leading cause of injury-related deaths nationwide in 2010, following poisoning and motor vehicle accidents (CDC). Young adults are not only affected by gun violence as victims, they also commit violent gun crimes in high numbers. In 2012, 75,049 young people between the ages of 10 and 29 were arrested for weapon offenses making up 65 percent of all arrests for weapons that year (CAP). According to the CDC, in 2010 4,828 young people ages 10-24 were victims of homicide- an average of 13 each day (CDC). Among the victims, 82.8 percent were killed with a firearm (CDC). In 2010, 13 percent of Americans were African American but 65 percent of gun murder victims between the ages of 15 and 24 were black (CDC).

Gun violence in Wisconsin, especially Milwaukee, has risen to its highest rate in decades. The firearm death rate in Wisconsin is 10.4 compared with the U.S rate of 10.2 per 100,000, resulting in 613 deaths by firearms in 2015 (CDC). The Milwaukee Police Department reports that in 2015 there were 635 nonfatal shootings, up 9 percent from the previous year and 145 homicides, a 69 percent increase from the previous year with most victims African American men and 80

percent dead from firearms (Milwaukee Police Dept.). The leading cause of death among 15-34 year olds in Wisconsin is unintentional injury followed by suicide and homicide (Milwaukee Police Dept.). According to the Milwaukee Police Department 81 percent of all 2015 homicides were firearm-related (Milwaukee Police Dept.).

Peer-mentoring programs have shown great success in building self-efficacy, confidence, improved behaviors and attitudes, stronger relationships and improved interpersonal skills. The proposed GUNS program will be adapted from the successful initiative Office of Neighborhood Safety in Richmond, California. The GUNS program will be customized based on available resources in Milwaukee and to fit the community's specific needs related to their rising gun violence rates. Based on Richmond's experience, the prospects for Milwaukee would appear bright. The Office of Neighborhood Safety claims Richmond has seen a 77 percent drop in its murder rate since 2010. In addition 54 of 68 program participants since that time have not been charged with another gun-related crime (Huffington Post).

## Problem Statement

It has long been debated whether gun violence is a public health problem. Many believe that if a public health approach is used to target gun violence we may see successful reductions that other public health problems have, such as smoking and car crashes. In order to enhance our public health response to gun violence

the following is needed to help eliminate the gaps of knowledge (APHA Fact Sheet):

- **Better surveillance:** The National Violent Death Reporting System currently collects data from only 32 states. A comprehensive record of firearm fatalities is called for in order to develop effective gun violence prevention strategies.
- **More Research:** There are several gaps due to restrictions of federally funded research where that information would be invaluable in understanding which laws and programs are effective as well as understanding the causes of firearm-related crimes.
- **Common-Sense Gun Policies:** Currently unlicensed private firearms sellers are exempt from conducting criminal background checks on buyers at gun shows or over the Internet which gives felons, the mentally ill and others prohibited from owning firearms access to weapons.
- **Expand Access to Mental Health Services:** It is essential to make sure that state, local and community-based behavioral health systems have the resources needed to provide the care that so many need.
- **Resources for School and Community-Based Prevention:** There needs to be school-wide programs that address bullying, violence, anger, depression and other social and emotional issues that impact academic achievement and success outside of school. Community involvement is critical in prevention efforts.

- **Gun Safety Technology:** There is little investment and research into gun safety technology which could be used to prevent unauthorized gun access and misuse, including unintentional shootings.

Every year, U.S. hospitals and morgues are taken up by 32,000 preventable deaths and 67,000 preventable injuries (Valles, S., 2016). United States gun violence rates are substantially higher than those of almost every other nation and is at least seven times higher than those of Australia, Canada, France, Germany, India, Italy, Japan, South Korea, Spain, Sweden, the United Kingdom and many others (Alpers & Wilson). A major barrier to gun violence research and prevention is the prohibition of the Centers for Disease Control and Prevention from doing research that might appear to advocate or promote gun control, thus making evidence-based practices difficult to develop. Without developing community-based collaborative problem-solving models to address gun violence, community systems will continue to operate in silos that do not have the means to influence incidence of firearm violence in areas of high gun crime (APA). Most perpetrators are male and are at high-risk of becoming repeat offenders or victims themselves. The GUNS program will focus on reaching these individuals to provide the guidance and resources necessary to live a gun and violence free life once they are released from a correctional facility. The sudden rise in gun violence in Milwaukee requires a multifaceted and unique approach that must bridge the gap between the criminal justice system, public health and the community.

## Purpose Statement

To determine the effectiveness of a peer-mentoring program on reducing gun violence including arrests, injuries and death among young African American men aged 18-25 in Milwaukee, Wisconsin, where firearm-related homicides have increased by 69 percent in the last year. The program activities will also help to

(The Joyce Foundation):

- Strengthen local and state gun violence prevention policies (support state-based policy research, advocacy, coalition building, grassroots engagement, messaging, media and communications and legal support for organizations)
- Grow coalitions supportive of gun policy reform
- Educate and engage citizens in gun violence prevention efforts
- Improve communications and media coverage of local and state gun violence and policy issues
- Gain support from those who are most impacted by gun violence by building engagement of key stakeholders and the public
- Support promising new strategies for gun violence prevention
- Better collect and track gun violence

## Theoretical Framework

A theoretical framework is a collection of interrelated concepts that guide research, what will be measured and what relationships to look for (Analytic

Tech). Theories organize knowledge and relationships between variables, helping direct research and the development and implementation of programs such as GUNS. Theoretical frameworks can also be used as the 'lens' in which research and programs are guided and evaluated.

### *Positive Youth Development*

The peer-mentoring program is grounded in a framework of positive youth development and approaches violence prevention as a public health issue (NCCD). This framework is based on the premise that involving young adults and engaging all elements within a community to develop the skills and opportunities needed for positive development is worth the time and investment. Positive youth development is a comprehensive framework that supports young people in becoming successful individuals by offering the following benefits (NCCD):

- Increased protective factors
- Improved social and emotional outcomes
- Greater likelihood of contributing to their communities
- Less depression
- Increased skills to navigate a more productive life

Developmental scientists suggest that positive development includes psychological, behavioral, and social characteristics that reflect the "Six Cs"; competence, confidence, connection, character, caring/compassion and

contribution (ACF). The GUNS program has incorporated each of the Cs into its design in order to create an atmosphere that will lead to success.

### *Competence*

Mentors will provide modeling, guidance and supportive direction and feedback in order to improve the participant's interpersonal skills, decision making, academic competence, skills to lead a healthy life and instill work ethic. Mentors will help develop a "life map" that individually assesses the participant's circumstances, goals and steps for achievement.

### *Confidence*

Mentors will help build a sense of positive self-worth and self-efficacy through various meetings with the participant. As the participant masters new skills and makes positive changes in their life, feelings of trust in their abilities, qualities and judgments improve.

### *Connection*

Mentors will contact the participant every day to form a positive and safe bond. Required activities and trips will be designed around opportunities where the participants interact and connect with various groups such as young children, senior citizens, disabled individuals as well as community and business leaders.



*Character*

Mentors will assist the participants to identify strengths and develop leadership through self-discovery and awareness. As the participant engages with their mentor and their community, a sense of respect, integrity and a better understanding of right and wrong will develop.

*Caring/Compassion*

Mentors will teach the participants how to care for themselves, how to resolve conflict without anger and violence and the virtues of altruism. Trips to talk with community members affected by gun violence as well as recovering victims will help to develop a sense of sympathy and empathy for others.

*Contribution*

The participants will contribute to schools, organizations and the community through service and various activities, such as volunteering at community fairs, assisting in public health messaging campaigns and talking to students at schools. Depending on their level of participation and success participants can receive a monthly stipend.

Figure 1: Positive Youth Development

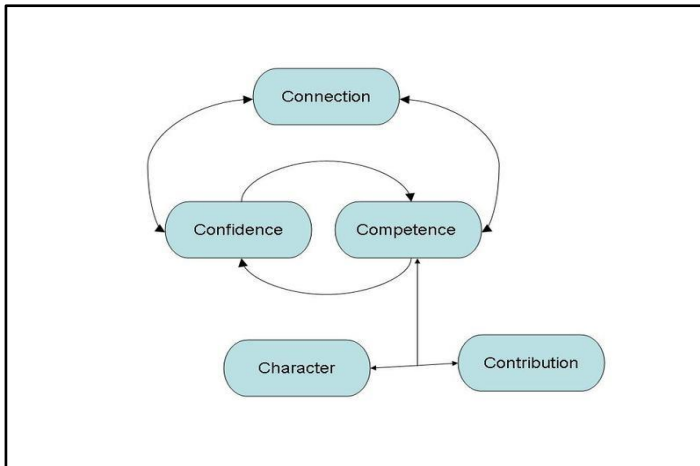


Image retrieved from: <https://hehd800.wikispaces.com/Applied+Theory+and+Concepts>.

### *Health Belief Model*

The GUNS program uses the Health Belief Model as a guide to effectively recruit and retain participants. This model provides insights into young men's beliefs about considering themselves as at-risk of being injured or killed by a firearm or of being arrested for firearm-related offenses. The information can be used to address those fears and demonstrate, to participants, the advantages of participating in the program versus going back to their "old" life. As the Richmond experience showed, the perceived benefits had to outweigh the barriers and the risk of harm had to be perceived as high in order to gain the target population's trust and commitment to the program.

Figure 2: Health Belief Model

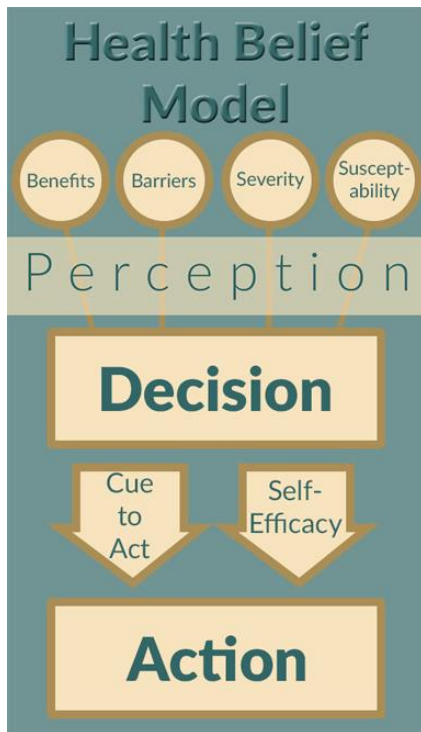


Image retrieved from: <https://www.scienceandsensibility.org/blog/perception-is-everything-understanding-the-health-belief-model>.

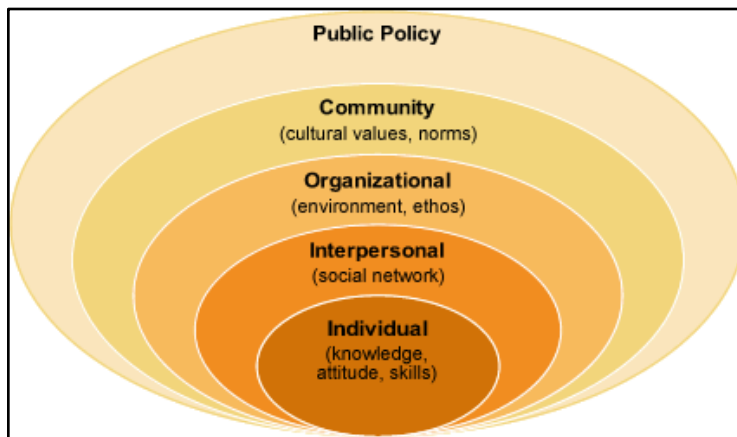
### *Social Ecological Model*

The Social Ecological Model states that multiple levels of influence, including individual, interpersonal, organizational, community and public policy shape behaviors; and that in turn behaviors shape the social environment. By this reasoning, it is essential that environmental change takes place to facilitate the safer practices and behaviors GUNS supports.

Table 1: Levels of the Social Ecological Model

<b>Level</b>	<b>Activity</b>
Individual	Learn skills that will help to find employment, finish school, job interviewing skills and how to get a driver's license
Interpersonal	To build relationships with their mentor, other participants and community members who they can trust and rely on
Organizational	Appeal to the ethics of gun violence and attempt to get businesses, community and faith-based leaders and physicians to support the program, both in services and funding
Community	To change the cultural values and norms surrounding guns
Public Policy	Aims to change local, state and national gun laws and policies

Figure 3: Social Ecological Model

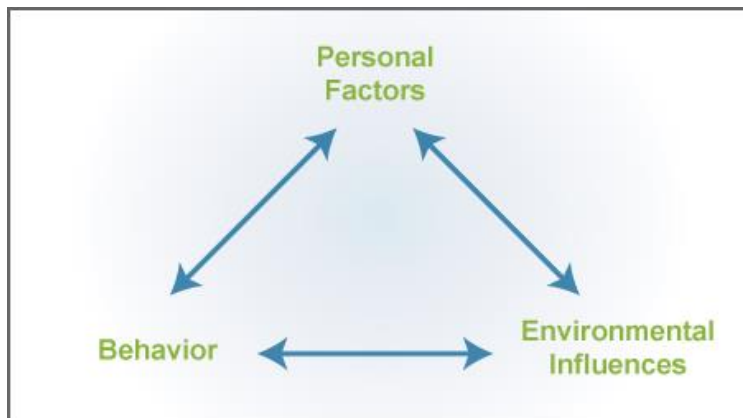


Adapted from: Bronfenbrenner, U. (1977). Toward an experimental ecology of human development. *American Psychologist*, 32(7), 513-531.

### *Social Cognitive Theory (SCT)*

It is important to understand those aspects of human behavior that attract so many young men to firearms, in order to bring about necessary change. SCT explains that personal factors, environmental influences and behavior constantly affect and shape each other. It is important to note that people learn through their own experiences but also by observing the actions of others and the results of those actions. Mentoring provides the opportunity for those in need of reform to observe men who have been successful at change; to experience what success looks and feels like. Key constructs of the SCT include observational learning through mentoring and community involvement, reinforcement through monthly stipends, self-control and self-efficacy through goal-setting, education, guidance and skills building.

Figure 4: Social Cognitive Theory



Adapted from: Bandura, A. Social Foundations of Thought & Action: A Social Cognitive Theory, 1st Edition, 1986.

## Significance Statement

According to the APHA, public health “promotes and protects the health of people and the communities where they live, learn, work and play” (APHA). Public health works to identify the problem, draw awareness to the problem and provide evidence-based solutions to the problem. As with other public health concerns, such as obesity, cancer, heart disease and suicide, gun violence is in desperate need of attention. The GUNS program will focus on the causes behind the 69 percent single-year increase in firearm homicides in Milwaukee during 2015 and it will target those most directly involved in an effort to reduce the likelihood they will be involved in another gun-related offense. The GUNS program has been very successful in Richmond, California and Milwaukee hopes to see similar results. The city of Milwaukee will learn if the program is adaptable

for their community, how effective it can be and if it is sustainable. If the program is successful, many recently released offenders will agree to participate in a gun-free life, hard-to-reach young men who otherwise would fall through the cracks will have access to services, assistance, guidance and monitoring and community leaders and members will unite to reach a common goal.

## Description of the Project

The Wisconsin Department of Corrections (DOC) seeks funds for the development and implementation of a peer-mentorship program called GUNS (Greater Understanding of Nonviolent Solutions). The goal of the peer-mentorship program is to reduce gun violence including arrests, injuries and death in Milwaukee, Wisconsin. The proposed program focuses on young African American men because the victims and perpetrators involved with firearms are mostly from this demographic. In 2010, across the nation, African American males between the ages of 15 and 19 were almost 30 times as likely as white males and more than three times as likely as Hispanic males of the same age group to be killed in a gun homicide (Children's Defense Fund, 2013).

The grant proposal seeks to answer these questions:

- What are the common reasons young African American men use guns?
- Are mentorship interventions/programs effective at reducing gun violence, arrests, injury and death?
- Does the GUNS program have a positive impact by reducing risky behavior and increasing self-sufficiency?

- What are the cost savings as a result of the GUNS program?

The program's overall objectives include:

- To change young men's behaviors, perceptions and beliefs towards guns
- To reduce incidence of repeat offenders as well as arrests, injury and death
- To provide mentorship and better opportunities to young men involved in gun violence
- To use case management to assess, plan, facilitate, coordinate and evaluate each participant's unique health needs
- To reduce the costs to the city caused by gun violence

When offenders are two weeks from being released from MSDF, qualified participants will be recruited to listen to a short presentation about the peer-mentoring program. The presentation will explain who the mentors are and why they are involved in the program, the mentor's and participant's responsibilities, how the program will help to protect themselves and their community as well as the possibility of a monthly stipend. If they agree, candidates are matched with a mentor and a meeting is set up within the first week of their release. At the meeting roles, expectations, responsibilities and scheduled dates are created and both men sign a contract. Participants are told that after four months they can earn a stipend of up to \$1000 a month depending on participation, goals achieved and level of involvement within the community. The program focuses



on positivity and change rather than fear, threats and negative consequences. Participants develop a “life map” with their mentor that outlines goals, common barriers, the steps needed to accomplish those goals, ways to overcome the barriers and the resources available to help them within their community. Mentors will also provide case management in order to provide the best assistance and appropriate referrals to resources.

The program is designed for men who were arrested for gun-related charges and are being released from MSDF between July 2017 and November 2017. The mentors provide guidance, coaching, and skills building to help improve their confidence and ability to get a job. This is the first step in the program because without consistent and adequate income young men tend to resort to stealing, drug dealing and other illegal activities to make money to support themselves and their families. The mentors are trained to provide educational guidance so that those who have not finished high school are linked to GED testing or whatever else they need to achieve that goal. Those seeking advanced education will be provided assistance and links to technical schools or other options. The program will also offer tailored services such as anger management, mental health care, family services, addiction counseling or a combination of services. GUNS holds mentors responsible for referrals and for taking mentees to their first appointment to help manage the initial process. The mentors are also expected to follow-up each week to ensure their mentees are attending their appointments. The participants get involved within the community

to better understand the effects of gun violence and provides them the opportunity improve the community. The participants also meet with residents, such as families who have lost a family member to gun violence or to hospital and rehabilitation centers to observe individuals who have been wounded by gunshots to see firsthand the consequences of those actions. These community activities are intended to help improve the safety of the community and increase sensitivity for victims of gun violence. Four months into the program participants can apply for monthly stipends of \$300 to \$1000 a month, payable for up to 8 months. Some participants who successfully complete the program will be allowed to reapply for another 12 months. Those who successfully complete two courses of the program will be invited to continue as program mentors and thereby bring the project full circle and promote its sustainability.

The GUNS program is a pilot program that is an adaption of The Office of Neighborhood Safety (ONS) that has been active in Richmond, California for the last nine years. A pilot program is a small-scale, short-term experiment that helps an organization learn how a large-scale project might work in practice (SearchCio). A good pilot program, such as GUNS, provides a platform for the Wisconsin DOC to test logistics, prove value and reveal deficiencies before spending a significant amount of time, energy or money on a large-scale project. The ONS has been successful with its “multidisciplinary, collaborative approach that combines intensive case management with nontraditional mentoring, along with other initiatives targeted specifically for their community” (NCCD). They have

provided support to young men to keep them alive by helping them thrive, to reduce gun violence and provide services needed to change the lives of men who are most at risk for being involved in gun violence or becoming a victim. The ONS began in 2007 when Richmond was considered one of the most dangerous cities in the nation. Since 2010, the homicide rate has decreased significantly. In 2013 the city recorded 16 homicides, the lowest in 33 years (NCCD). Of the participants in the mentor program in Richmond, 94 percent were still alive, 84 percent had not sustained a gun-related injury and 79 percent had not been arrested or charged for gun-related activity since becoming a participant (NCCD). The intention is for Milwaukee, Wisconsin to adapt the program to the community's needs, reach their high-risk population and lead participants and the community to a safer, healthier and more fulfilling life.

The 2015-2016 Milwaukee Community Health Assessment identified 4 priority issues to focus on and develop and implement strategies for action. The four priority areas include: alcohol and drug use, chronic disease, mental health and violence. "Violence damages physical and emotional health and can have long-lasting negative impacts across a wide range of health, social and economic outcomes" (Milwaukee Health Dept). Violence increases one's risk of further violence and reduces their life prospects in terms of education, employment and social and emotional wellbeing. Addressing these burdens places a significant strain on public resources, including health services, criminal justice agencies,

education and social services. The GUNS program will target these priorities and work with the participants to improve them throughout the program.

### *Outputs & Outcomes*

Outputs detail what the GUNS program intends on providing throughout the program for each participant. The outputs include:

- To provide the skills, tools and guidance so that each participant can get a job.
- To provide referrals to services and programs specific to each participant's needs.
- To improve self-sufficiency and decrease risky behavior.
- To provide mentoring and guidance during the 12 month program to create social networks.
- To provide a monthly stipend to those who meet requirements at the 4 month check-in and each month thereafter to incentivize retention and participation in the GUNS program.
- To volunteer in the community to improve its safety and increase awareness about gun violence.

An outcome is the result of the activities in which our organization engages.

Outcomes address what difference the program has made in the lives of the young men the mentorship program served. The outcomes the program seeks to accomplish include:

- 60% of the participants will be employed within one month of their release date from MSDF.
- 50% of the participants referred to services will utilize them.
- 85% of the participants successfully complete the program.
- Each participant volunteers in the community for at least 8 hours a week.
- Gun violence rates, arrests, injuries and deaths are reduced by the end of the first year.

In order for participants to complete the twelve month program successfully they must gain employment, stay employed throughout the program, avoid being arrested for any gun-related charges, handover all their firearms, complete scheduled activities and meetings and achieve goals dictated on the life map.

### *Data Collection*

Data will be collected from the following sources:

- The National Violent Death Reporting System on rate of firearm deaths (intentional and unintentional) for the state and country.
- The Milwaukee Police Department on number of firearm-related arrests, local shootings, homicides involving a firearm, robberies and demographics of those involved.
- The Milwaukee Secure Detention Facility on number of convictions for gun-related offenses, length of conviction and recidivism rates.

- The GUN program on number of participants who obtained employment or internship, number of months they were employed, program retention rate, number of referrals made and kept, amount of monthly stipends given and number of required meetings and trips completed.
- Site visits, interviews with key stakeholders and review of program documents.

Data will be collected on each participant to include demographics, arrest history, education, socioeconomic status, family information, reason for gun use and where they received the gun. Each participant will be asked to answer a questionnaire before and after the completion of the program to better understand how their attitudes and behaviors towards guns changed, how well the program was received and how much it affected their life. Data will be collected on new arrests among the participants as well as overall crime rates, arrests, injuries and deaths caused by firearms over the course of the program's implementation phase. There will be several site visits to gain insight into the office's daily operations, observe activities such as staff meetings, document program implementation strategies and conduct interviews (NCCD). Interviews with staff, participants, law enforcement officers and representatives of community-based organizations will be conducted in order to better understand and document the implementation of the program. The document review includes sources of existing data and documentation, such as policies and procedures of the GUNS program. This information will help the Wisconsin DOC determine if

the program was a success, its positive impact, costs, lessons learned and ways to make improvements should the program continue.

### *Evaluation & Dissemination of Findings*

The GUNS program will prioritize the collection of data on services rendered and client outcomes, using rigorous data collection methods. In order to truly explore the effectiveness of the program it will be recommended that the GUNS program seeks additional funding for a quasi-experimental design to evaluate the effectiveness of its intervention strategies and establish the program as an evidence-based violence prevention program focused on reducing gun violence. The goals of the process evaluation are to provide the Wisconsin DOC with recommendations for improving the efficiency and effectiveness of the GUNS program, describe the next steps for further evaluation, document the impact in the community and the lives of the participants and to provide a framework for an outcome evaluation. The process evaluation will track and describe how the program works, who it serves and the activities it provides to a targeted population. This information will be used to develop strategies for program improvement in the future. The data from interviews will be analyzed using a qualitative approach in which data is transcribed, coded and analyzed for key themes. Quantitative data will be analyzed using descriptive statistics. The outcome evaluation will examine the outcomes of the program and explore relationships between the intervention and the changes experienced by the participants.

The findings will be disseminated to the participants of the program and their mentors, Wisconsin Department of Corrections, Milwaukee State Police Department and the Milwaukee Secure Detention Facility. Progress and results will be presented in quarterly and annual reports to all stakeholders. Program participants and the mentors will be presented with findings and results at the end of the 12 month program before all other stakeholders. The community will also be informed, through a town hall meeting, of the program and its progress in an effort to engage additional stakeholders including community businesses, leaders and individuals for support. Participants will provide anecdotes of their journey through the program to be presented in all reports and presentations. The quarterly reports will be presented in the Milwaukee Journal Sentinel newspaper. Positive findings will be used to gain support for continuing the program. As the program shows success other cities in Wisconsin may start similar programs to expand its influence and provide the Wisconsin DOC an opportunity to measure broader benefits, statewide.



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## ***Chapter 2: Review of the Literature***

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This chapter provides a comprehensive literature review of the purpose statement and justifies the importance of the proposal.

### **Introduction**

Gun violence, on average each year, results in more than 100,000 people being shot in murders, assaults, suicides and suicide attempts, accidents, or by police intervention (Brady Campaign). The total annual cost of gun violence in the U.S. is \$229 billion, \$8.6 billion in direct costs and \$221 billion in indirect costs (Follman, et al, 2015). Gun violence continues to devastate millions of lives and places a significant burden on society.

In the United States, the term "gun culture" means the behaviors, attitudes, and beliefs people have about firearms. Individuals bring highly personal views and beliefs to the topic of gun ownership. It is an issue that has long raised ethical, moral, religious and cultural discussions and debate. Some individuals view guns for recreational use, such as hunting or target shooting. Others see guns as a source of protection, either from animals or dangerous individuals. Since guns can easily and quickly harm or end a life in a matter of seconds, many believe they should be regulated or prohibited. The debate over gun rights is largely split between an individual's right to bear arms vs. the right of all members of society to be free of the inherent risks associated with easy access to firearms.

Gun ownership in the United States is constitutionally protected in the Bill of Rights. For many, the right to own a gun is a non-negotiable promise guaranteed by the Second Amendment, which states “A well-regulated Militia, being necessary to the security of a free State, the right of the people to keep and bear Arms, shall not be infringed” (National Constitution Center). Supporters of gun ownership often cite, in support of their position, values of personal liberty, private ownership and freedom from state coercion. Gun ownership has thus become a distinctive symbol of private freedom and property as well as liberty expressed throughout the Constitution, which has embedded itself in U.S. society and culture. (Kocsis, Michael, 2015).

For many Americans, particularly in rural areas, guns embody important values of self-reliance and personal liberty. These culture-based ideals may lead gun advocates to dismiss data that demonstrate the profound risk and extent of harm brought about by firearms accidents, recklessness and other forms of misuse. This cultural bias toward ignoring evidence is very difficult to overcome when formulating public policies on firearms (Kocsis, Michael, 2015). The gun culture in the United States is often associated with a high level of patriotism, defending the right to self-defense and sport and a high sense of camaraderie.

People living in poverty often live in areas with high crime. They typically experience more violence, especially gun violence, compared to other areas. They may feel pressure to own a gun for protection and for gaining respect within the community. (Boylan, Michael, 2003). This demographic can be hard to reach with prevention services and programs, thus placing them at greater risk of

involvement with guns. When considering the causes of gun violence, we must look beyond gun ownership and evaluate the environment, social determinants of health and policies in order to understand the larger picture of the problem.

## Review of the Literature

The literature review was conducted in order to fully understand the topic of gun violence and determine what is known and unknown. During the review I described, summarized and evaluated the literature. This helped to build the platform in which the proposal was built on. The review consisted of over 25 studies and articles between the years of 1995 and 2016. PubMed and Google Scholar were the primary search engines used to conduct the review as well as the reference lists in each study to find additional articles for the review. Several keywords and phrases were used during the search such, as firearms, gun violence, gun violence prevention, gun violence and communities, mentorship programs and homicide. The abstracts were reviewed to determine if the articles were relevant to the specific topic. If the article was relevant then the entire document was read and included in the official literature review process.

### *Gun Violence*

“Gun violence touches every segment of our society. It increases the probability of deaths in incidents of domestic violence, raises the likelihood of fatalities by those who intend to injure others and among those who attempt suicide, places children and young people at special risk and disproportionately affects

communities of color” (Smart Gun Laws). Regions and states in the U.S. with higher rates of gun ownership also tend to have significantly higher rates of homicides than states with lower rates of gun ownership. The states with higher ownership rates have 9 times higher rates of unintentional firearm death (Smart Gun Laws). Many individuals purchase a gun for self-defense and protection, but research shows guns do not make people safer. Guns in homes are more likely to be involved in fatal and nonfatal unintentional shootings, criminal assaults or suicide attempts than to be used in self-defense. Suicide is often not thought of as violence, but over 50 percent of all suicides in the US are committed with a firearm (Smart Gun Laws). Research published in the New England Journal of Medicine found that living in a home where guns are kept increased an individual’s risk of death by homicide by 40-170 percent (Smart Gun Laws). Another study published in the American Journal of Epidemiology found similar findings, the risk of death by homicide increased by 90 percent (Smart Gun Laws). Individual’s perceptions of violence and guns have changed over the years, influencing America’s gun culture. In a 2013 Pew Research survey, when subjects were asked why they owned a gun, the top reason was for protection, compared to the 1999 survey where hunting was the top reason (Kohut, Andrew, 2015). A Gallup survey found that 63 percent of Americans said they owned and kept a gun in the home to make it safer, compared with 30 percent who said it made the home more dangerous (Kohut, Andrew, 2015). Fifteen years ago, American’s opinions were the exact opposite, 51 percent claimed guns made homes more dangerous and 35 percent said guns made them safer. In the same

survey, Americans felt that crime rates were on the rise, even though rates have remained at a 20-year low (Kohut, Andrew, 2015). Perceptions of gun violence are influenced by the media and how they communicate news to their viewers.

Understanding and preventing gun violence has been a complex public health issue over the last two decades. U.S. government sponsored research on gun violence was almost eliminated by the Dickey Amendment in 1996. The amendment was in response to a CDC-funded study that concluded having a gun in the home was associated with a higher risk of homicide by a family member or intimate acquaintance. At the direction of Congress, both the Centers for Disease Control and Prevention (CDC) and National Institute of Health (NIH), along with many other agencies, stopped funding that was directly or indirectly related to gun violence. The language in the Dickey Amendment is vague but it has resulted in government research overseers cautiously avoiding gun violence research. The CDC's "A-Z Index" has no listing for either "guns" or "firearms" and the 24 topics on the "Injury, Violence, & Safety" web page include topics such as explosion and blast injuries and fireworks, but not firearms (2). With a budget three times that of CDC, \$32.3 billion vs. \$11.8 billion for fiscal year, the NIH funded gun violence research in 2013; some speculate their monetary advantage may have lead them to worry less about retaliation by pro-gun members of Congress (Rubin, 2016). The NIH has a budget of \$32.3 billion compared with CDC's budget of \$11.8 million (Rubin, 2016). While research is not federally banned, it is politically controversial and many don't want to "test the waters".

Mass killings, such as the shootings at Sandy Hook Elementary School and the nightclub in Orlando, indicates the U.S. should consider improvements in gun policy, research, prevention and the mental health care system.

### *United States vs. World*

According to IBIS World's "Gun & Ammunition Manufacturing in the US: Market Research Report" the gun business is a \$13 billion industry with a 3.4 percent annual growth rate from 2010 to 2015 (Andrew, Lisa, 2016). Data from the 2013 Pew Research Center reported there was between 270 million and 310 million guns in the United States (Andrew, Lisa, 2016). As of 2016, there were 323,148,587 people living in the U.S., which equates to almost as many guns as there are people in the country. Gun homicides are a common cause of death in the US, unlike other advanced countries. The U.S. death rate from gun homicide is around 31 per million people compared to substantially lower rates in both Germany and England, 2 and 1 per million people, respectively (Quealy & Sanger-Katz, 2016). Public health researchers, David Hemenway and Erin Grinshteyn used 2010 data from the World Health Organization (WHO) and examined gun violence among 23 countries, including the U.S. Their research concluded that the U.S. firearm homicide rate was 25 times higher than other high-income countries (Masters, Kate, 2016). The research also found that the U.S. accounted for 82 percent of all firearm deaths among the 23 countries in the study (Masters, Kate, 2016). The U.S. ranked 49 times higher than other countries in homicide rates among 15-24 year olds, 8 times higher for firearm-

related suicides and 6.2 times higher of unintentional firearm deaths. Ninety-one percent of women and children who were killed by guns lived in the U.S.

(Masters, Kate, 2016). The U.S. takes pride in protecting its citizens' personal liberties and rights. But at what cost?

The United States is known for its lax gun laws and substantially more guns per capita than other developed countries. Data examined from high income countries that were members of the Organization for Economic Co-Operation and Development in 2010 revealed that the U.S. firearm homicide rate was 3.6 per 100,000 and the rate for non-U.S. countries was 0.1 per 100,000 (Grinshteyn & Hemenway, 2016). Men had more than twice the rate of violent deaths compared to women and more than 6 times the rate of death from firearms (Grinshteyn & Hemenway, 2016). In summary, the data suggested that Americans are 10 times more likely to die as a result of a firearm compared with residents of the other 23 high-income countries (Grinshteyn & Hemenway, 2016).

### *African Americans*

African Americans are disproportionately affected by gun violence, especially in low income cities. In order to effectively create programs aimed at reducing gun violence among African American communities, it is important to understand their environment and perceptions concerning firearms and violence. A study published in the Journal of The National Medical Association surveyed Midwestern African Americans, 204 males and 143 females, and assessed their

perceptions of firearms and relationship to violence (Price et al, 1994). The results indicated that (Price et al, 1994):

- Approximately one third of the respondents reported owning one or more types of guns and of those, 76 percent owned a gun for self-protection.
- Two-thirds of respondents reported firing a gun, but only 21 percent fired for personal protection.
- Three-fourths of respondents had personally known someone who had been shot and more than one-third had actually seen someone shot.
- Almost one-half of respondents perceived that where they lived increased their chances of becoming a victim of a crime.
- 84 percent believed guns were too easy to obtain.
- 55 percent believed if there were fewer guns there would be less crime.
- 81 percent perceived that most people are shot and killed as the result of an argument or fight.

African Americans may have a strong need to feel protected due to the higher percentages of African American men witnessing gun-related violence against themselves or others they know. Implementing gun prevention programs directed towards African Americans is vital since this demographic had the highest homicide by firearm death rate (13.76 per 100,000) in the United States in 2010, followed by Hispanics at 3.40 per 100,000 (CDC). Over the years they have remained disproportionately affected by gun violence and one of the hardest



demographics to reach with preventive programs and services, placing them at highest risk for being involved with guns or falling victim to one.

The majority of studies find that in the United States, young African American men are at highest risk of firearm homicide deaths. The study by Richardson et al, also found they were at greatest risk for trauma recidivism. This term refers to an individual who is hospitalized multiple times for harm, creating significant impacts on human, social and economic costs. The study reported that 50 percent of men who survived a violent injury would return to the hospital for a similar injury within five years and that 20 percent of this population would die as a result (Richardson, et al, 2016). Other studies have varied in reported prevalence rates of trauma recidivism, from 0.8 percent to 65 percent with an average of approximately 35 percent across the U.S. (Richardson, et al, 2016). Recidivists were more likely than non-recidivists to report living at their current residence for less than one year, suggesting the importance of residential safety in reducing trauma recidivism, which has been reported in numerous studies (Richardson, et al, 2016). Of the 191 African American men who were trauma recidivists reported the following, which have been found to be common risk factors for violence:

- 76 percent reported being unemployed.
- 89 percent were single.
- 59 percent did not complete high school.
- 58 percent reported 2 or more hospitalizations for violent injury.

- 88 percent reported spending time in a correctional facility.
- 50 percent reported disrespect as a factor in the event that lead to their hospitalization.
- 31 percent believed that being under the influence contributed to their injury.

Eighty-eight percent of trauma recidivists reported being incarcerated which suggests a need for improved collaboration between health care systems, criminal justice systems and the community to reduce criminal recidivism (Richardson, et al, 2016). The study's recommendations for violence interventions were to focus on changing young male attitudes towards the use of aggression and firearms for retaliation. Peer mentoring and community-based interventions would also help to serve this population in identifying alternative conflict resolution strategies and improve reentry into the community after incarceration (Richardson, et al, 2016).

“Among many young low-income marginalized black men, respect and status is a valued commodity on the street” and protecting that commodity comes at any cost, which increases their risk of being harmed, hospitalized or killed (Richardson, et al, 2016). Many African American men feel they need to retaliate violently to a sign of disrespect because if they do not, they might, in their perception, appear weak and vulnerable. This street mentality is known as the “code of the street”. The “code of the street” theory was developed by Yale

professor Elijah Anderson who claimed the theory explained the high rates of violence among African American adolescents and youth. Anderson's theory presents a bridge between the environmental and cultural factors that have been examined in other studies of urban violence (Anderson, 1994). Anderson stated that economic disadvantage, social dislocation and racial discrimination experienced by many African American youth creates deviant, anti-social attitudes (street code) and developmental pathways that are related to violent behavior (Anderson, 1994). Like many other studies, Anderson determined additional factors that increased the likelihood of violent attitudes and behaviors, such as lack of jobs that pay a living wage, stigma of race, the fallout from rampant drug use and drug trafficking and the alienation and lack of hope for the future (Anderson, 1994). Many African American men appear to follow the street code which is a set of informal rules that govern interpersonal interactions and responses that affirm violent behavior. Another barrier in the reduction of gun violence is the lack of trust and faith in the police department and judicial system. Police are seen as representing the dominant white society who do not care about protecting the lives of inner-city residents (Anderson, 1994). As a result, the residents take personal responsibility for their safety and as needed take matters into their own hands. By this reasoning, when the law doesn't protect or help them, "street justice" fills the void and that is when violence occurs. According to Anderson, interventions to reduce violence among African Americans may be best focused on improving the developmental living

conditions and experiences that shape urban culture and contribute to violence (Anderson, 1994).

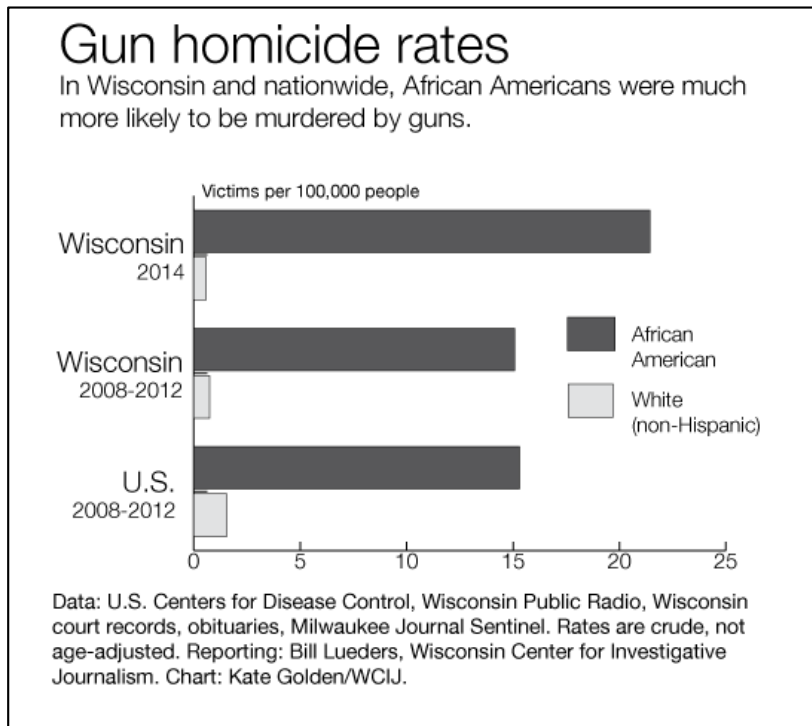
When African American legislators were surveyed about whether they thought individual (behavioral/mental health problems), societal (crime and poverty) or legislative (limiting access to firearms) strategies would be most effective at reducing gun violence, 72 percent said addressing societal issues would be the most effective, followed by 18 percent for individual issues and 10 percent for legislative issues (Payton, E., et al, 2015). Addressing legislative issues was least likely to be perceived by African American legislators as the most effective strategy to reducing firearm violence in the African American community, which is concerning considering the role they could play in helping to reduce gun violence.

### *Milwaukee, Wisconsin*

Milwaukee, Wisconsin's gun problem is consistent with the national pattern, where African Americans are disproportionately affected by gun violence. Many believe the deep systemic problems of poverty, unemployment, segregation and education, easy access to firearms, lack of personal responsibility, breakdown of the family, ineffective criminal system and lax sentencing has created an environment where people lack opportunities and crime flourishes. African Americans make up 6.5 percent of Wisconsin's population but account for almost two-thirds of its firearm homicide victims (Lueders, 2015). In Milwaukee, as it is

across the country, African Americans are more than 30 times more likely than non-Hispanic whites to die in gun homicide (Lueders, 2015).

Figure 5: Gun Homicide Rates



Wisconsin has 72 counties with 10 percent of the state’s population residing in Milwaukee. Gun homicides occurred in 15 of the 72 counties, Milwaukee accounted for two-thirds of the homicides (Lueders, 2015).

Milwaukee Police Chief, Edward Flynn, said “Getting inside a subculture that says deadly violence to maintain my dignity among my peer group is appropriate - that’s an issue that has got to be broken” (Lueders, 2015). The City of Milwaukee strives to better understand gun violence and the subculture of those involved. A central component of the city’s prevention efforts are established by

the Milwaukee Homicide Review Commission that studies every homicide and nonfatal shooting. The Commission gathers data from police, prosecutors, probation officers, corrections officials, federal agencies, child welfare, court systems and community nonprofits. The monthly reviews are used to identify trends, gaps and deficits to improve prevention efforts. There are several prevention programs in the area but there is a need for unique efforts that target the subculture and factors that lead to violence. The Commission is a proven model for reducing homicides and related violence by using a combination of the traditional criminal justice approach with the public health approach in one collaborative process. Since the implementation of the Commission in 2005, Milwaukee has seen a 52 percent reduction in homicides (Lueders, 2015). The Homicide Review Commission released their 2015 annual report and the most significant results were that (MHRC, 2015):

- Drug-related homicides increased by 92 percent from the previous year.
- Shootings increased by 13 percent from the previous year.
- Retaliation-related homicides rose from 11 to 25, a 127 percent increase.
- Argument/fight made up 30 percent of total homicides and increased by 76 percent. Of those, 24 percent involved respect/disrespect and 15 percent involved current dating partners or an ex-partner.
- 2,679 years of life were lost to homicide, based on average life expectancy.
- Gang-involved homicide cases increased 100 percent from the previous year, from 12 to 24.

- 69.4 percent of suspects were legally prohibited from possessing a firearm at the time of the homicide.
- A total of 82 percent of the homicides occurred in lower socioeconomic status (SES) zip codes with 15 percent in middle SES and 3 percent in high SES.

Figure 6: Percent Population Below Poverty by Census Tract, City of Milwaukee, 2015

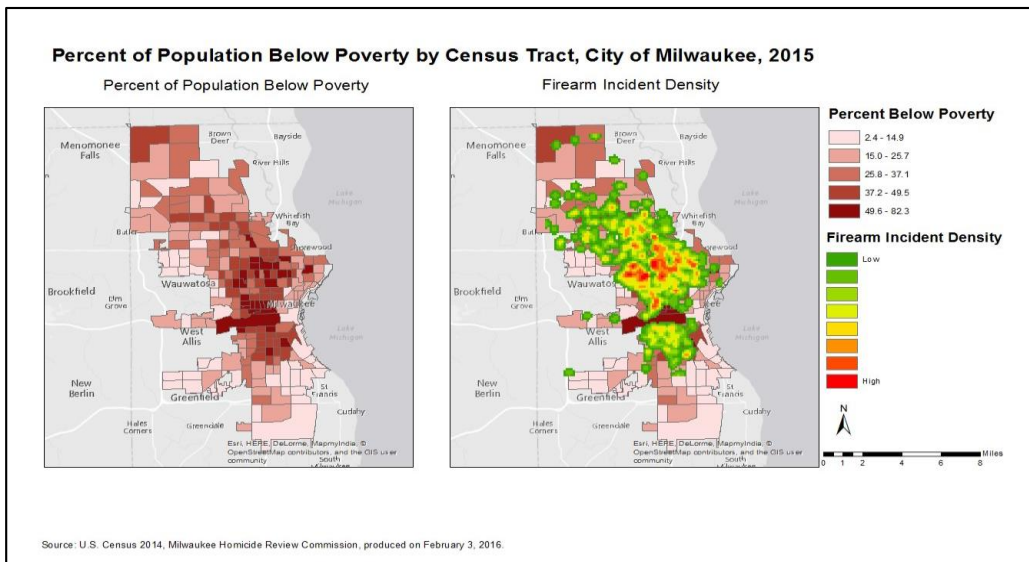
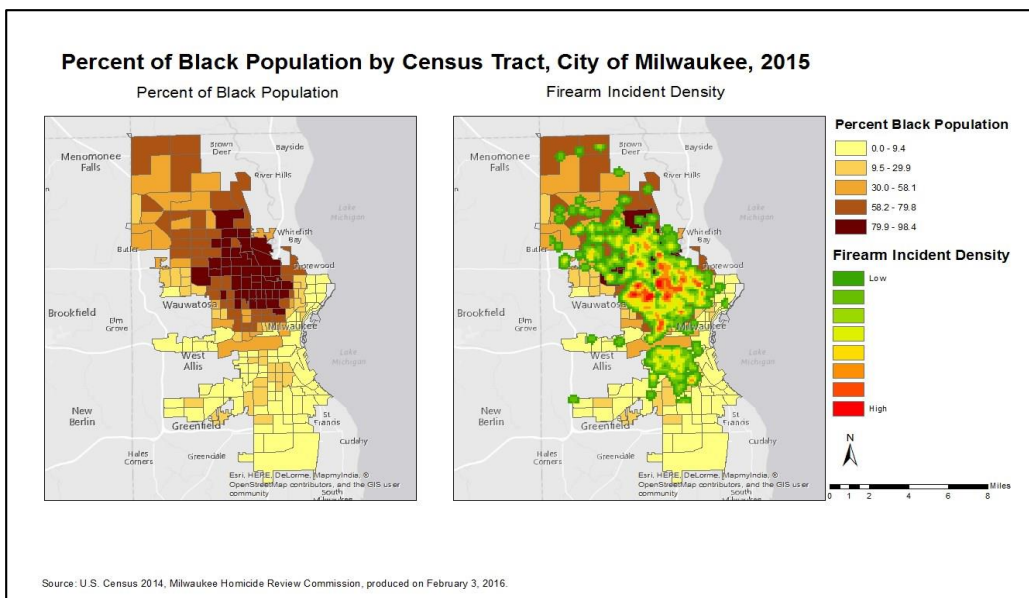


Figure 7: Percent of Black Population by Census Tract, City of Milwaukee, 2015



### *Laws, Policies & Programs*

Stronger gun control and prevention efforts are met with opposition from many Republicans and pro-gun advocates who support the Second Amendment. Gun rights organizations, such as the National Rifle Association, have a strong influence on policy. Gun rights organizations spent \$31 million on lobbying and contributions from 2013-2014 while gun control groups spent \$4.5 million (Horowitz, Evan, 2015). Most gun control laws are left up to each individual state, however, there are a few Federal laws to which states are bound. The Brady Handgun Violence Prevention Act of 1993 requires federally licensed firearms dealers to perform background checks to ensure that the firearm transfer does not violate federal, state or local law (Smart Gun Laws). The Gun Control Act of 1968 prohibits any person from selling or otherwise transferring a firearm or ammunition to any person who has been “adjudicated as a mental defective” or “committed to any mental institution” (Smart Gun Laws). However, the states do not have to submit mental health information to The National Instant Criminal Background Check System since participation is voluntary. Federal law does not limit the number of guns a person can buy in any given time period and dealers do not have to report multiple sales of handguns. There is also no mandate on waiting periods, which means a dealer can transfer or sell a firearm as soon as the purchaser passes a background check. The FBI has three days to perform a background check, if they are unable to complete it in that time, the dealer may finalize the transfer by default.



Since Federal laws do not completely protect or prevent all gun violence, prevention programs play a significant role in reducing gun-related injuries and deaths. The CDC recommends prevention efforts that implement components directed at risk factors in a multilevel approach. Prevention efforts should include individual, relationship, community and policy factors in order to develop a comprehensive approach. Community-based programs have shown success in many areas, including violence prevention. For example, the Clean and Green/Adopt-A-Lot is a community beautifying program in which people clean vacant lots from their neighborhoods that has resulted in increased community morale and property values, as well as decreased crime rates (CDC, 2014). Another successful program is CeaseFire, which is an initiative that has worked with community-based organizations and developed and implemented strategies to reduce and prevent shootings and killings (CDC, 2014). CeaseFire relied on outreach workers, faith leaders and other community leaders to intervene in conflicts and promote alternatives to violence. Many of the outreach workers were former gang members or who have spent time in prison and were streetwise to the neighborhood. Youth Empowerment Solutions is an interdisciplinary community change project guided by empowerment theory, positive youth development and ecological theory (CDC, 2014). The project provided youth with opportunities for meaningful involvement in preventing violence and creating community change and was able to enhance neighborhood organizations' ability to engage youth in their activities and change the social and physical environment to reduce and prevent violence.

Wisconsin currently performs its own background checks on handgun sales at licensed dealers, rather than relying on the FBI and they also impose some regulations on dealers. Even though Federal law does not require the submission of mental health records, Wisconsin requires them to be sent to the database used for firearm purchaser background checks (Smart Gun Laws). In 2011, Wisconsin enacted a law that requires law enforcement to issue a license to carry a concealed firearm in public to any person who meets certain basic requirements (Smart Gun Laws). Wisconsin does require more than Federal law requires, however, the state does not:

- Require a background check prior to the transfer of a firearm between private, unlicensed parties.
- Require a waiting period for firearm sales.
- Prohibit the transfer or possession of assault weapons, 50 caliber rifles or large capacity ammunition magazines.
- Limit the number of firearms that may be purchased at one time.
- Regulate unsafe handguns.
- Significantly regulate ammunition sales.
- Provide local governments with authority to regulate firearms.

### *Peer-Mentoring Programs*

Over the last 20 years, there has been an increase in the body of literature examining the efficacy of peer-based interventions. To date, there is no accepted

definition of peer or peer-based intervention (Webel et al, 2010). Studies that have used peer-mentoring interventions have shown improved quality of life and self-efficacy, increased self-care and symptom management and a reduction in harmful behaviors (Webel et al, 2010). These types of interventions and programs have also shown success in improved access to health care services, increased self-confidence and cost-effectiveness (Webel et al, 2010). There appears to be three common models of peer-based interventions and they include:

- Group-based peer education intervention: The intervention uses peers as group leaders to guide people with a related health care concern or similar demographics to adopt a new behavior that would facilitate healthy outcomes.
- Individual peer education intervention: The intervention uses an individual who are matched for the health care concern of interest and demographics and they provide one-on-one advice and support about how to achieve a particular goal.
- Combination of group-based and individual peer education intervention.

Peer-mentoring interventions have commonly been used for children and youth, but the use of these interventions for adults has been increasing worldwide. The effectiveness of adult peer-mentoring has yet to be evaluated to the extent youth interventions have. Webel et al. in 2010 performed a systematic review to examine the effect of peer-based interventions on health-related behavior

outcomes in adults (Webel et al, 2010). The review analyzed 23 different studies that mostly employed the individual model. The review revealed that the one-on-one model was effective at individualized support and guidance, allowed for flexibility with participant's schedules and concerns and produced stronger personal bonds between the mentor and the participant (Webel et al, 2010). The success of these interventions suggests they may be effective for several different types of outcomes.

Peer-mentoring programs have been used to target individuals involved in or who are considered high-risk in gun violence. In a systematic review by Petosa and Smith, adult peer-mentoring has been successful in promoting positive health behaviors, such as smoking cessation, health screenings and increased physical activity (Petosa & Smith, 2014). The literature review demonstrated that these types of programs had better outcomes compared to the traditional groups and was a cost-effective way to reach diverse, hard to reach populations (Petosa & Smith, 2014). Peer-mentoring provided a space to build trust, change norms and use social support to overcome emotional and situational barriers. Social cognitive theory supported these findings since peers have the ability to influence one another and individuals are more likely to imitate the behavior of those they see as similar to themselves (Petrosa & Smith, 2014). A systematic assessment in 2011 revealed there were more than 5,000 mentoring programs in the US that served an estimated 3 million young people (DuBois, et al., 2011). In 2003, the White House Task Force on Disadvantaged Youth created the Federal

Interagency Workgroup on Mentoring to coordinate all federally sponsored mentoring programs and activities. Findings from the assessment indicated that individuals who participated in a mentor program benefited in each of five domains: emotional/psychological, problem/high-risk behavior, social competence, academic/educational and career/employment (DuBois, et al., 2011). A significant benefit to mentorship programs is its flexibility in formats and models, ability to target specific outcomes and can be applied in diverse contexts. “Much remains to be understood concerning efforts to cultivate and support mentoring relationships in the lives of youth and the circumstances under which such efforts can most reliably make a meaningful and enduring difference in their trajectories of development. At this stage, however, we feel safe in concluding that mentoring is, by and large, an effective mode of intervention for young people” (DuBois, et al., 2011).

## Summary of Current Problem & Study Relevance

It is important to remember that young people’s characteristics and experiences play a vital role in whether they are violent. Violence can develop from underlying causes such as poor problem-solving and communication skills, emotional or academic problems, drugs or alcohol abuse and a history of aggressive behavior or exposure to violence at home or in the community (CDC). The availability and number of guns does not simply cause high rates of gun violence. Rather, it is a combination of environmental, social, cultural, emotional and economically driven factors. For example, risk factors of violence include limited adult supervision,

exposure to community violence, poverty, gangs and lack of education. However, a person's skills, experiences, relationships and community connectedness can be protective factors that reduce the likelihood of violent behavior (CDC). Other buffers include a commitment to school, workplace advancement, skills to solve problems non-violently, positive connections to family and frequent activities with family and peers who make good choices (CDC).

Evidence-based practices (EBP) are programs or strategies that have been evaluated through rigorous scientific study using experimental or quasi-experimental methods (Backer & Guerra, 2011). To improve the success of program implementation, it is essential to use evidence-based practices, such as community mobilization. Community mobilization should be done in partnership with key local stakeholders to bring together people and organizations within a community to solve a common problem (Backer & Guerra, 2011). The GUNS program will follow the six stage process for community mobilization to increase the success of its implementation. The six stages include (Backer & Guerra, 2011):

- Understanding community context, such as community assets and needs.
- Collaborative planning to develop a vision, mission, objectives, strategies and action plans.
- Developing leadership and enhancing participation.
- Community action and intervention.
- Evaluating community initiatives through program evaluation

- Promoting and sustaining the initiatives through social marketing and obtaining grants.

The GUNS program includes several components of some of CDC's most successful violence prevention programs and initiatives such as the Youth Empowerment Solutions community change program. GUNS works similar in that participants engage in activities that are aimed at changing the social and physical environment to prevent violence. Similar to CeaseFire, GUNS relies on outreach workers who are past gang members or have previously been incarcerated to reach individuals involved in gun violence to guide and teach them non-violent strategies. Both programs engage faith and community leaders to assist in developing and implementing strategies to reduce firearm deaths. The GUNS program also adopts the idea and activity that cleaning local vacant lots will help to improve the economic environment of Milwaukee. And in return, the improvements will lead to reductions in violence and crime, similar to what other communities have seen after implementing the Clean and Green/Adopt-A-Lot program.

It is important to target the risk factors that put people in a place to be aggressive and resort to firearms, such as poverty, lack of education, drug and alcohol abuse, poor social and problem-solving skills and lack of positive relationships. A comprehensive approach aimed at social and environmental changes will create the best space for changed behaviors. We cannot expect people deeply rooted in

the “street code” to change their perceptions and behaviors overnight and on their own. We, as a community and society must come together and lead by example through the use of mentorship.



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### ***Chapter 3: Methodology***

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This chapter describes the process of developing the grant proposal, the review process and how the results of the review process were considered in the final version of the thesis.

### **Summary of the Grant Announcement**

The Joyce Foundation is a private foundation established in 1948 by Beatrice Joyce Kean of Chicago. By 1976, annual giving had risen from less than \$100,000 to \$10 million allowing the Foundation to gradually expand its areas of grant making to address key issues affecting the Great Lakes region (The Joyce Foundation). As of December 2016, the Foundation had \$930 million in assets and will make an estimated \$45 million in charitable distributions in 2017 (The Joyce Foundation). The Foundation funds initiatives for program areas such as culture, democracy, education, employment, environment, gun violence prevention and the Joint Fund for Education and Employment. Specifically, the focus is on the states of Illinois, Indiana, Michigan, Minnesota, Ohio and Wisconsin. Their grant making is driven by a belief that “communities are stronger when they share benefits broadly among their people” (The Joyce Foundation). They believe in taking risks, betting on good ideas and testing innovative solutions in order to advance social and economic change. The Foundation makes grants in the following areas:

- State Policy Reform: supports state-based research, advocacy, coalition building, grassroots engagement, messaging, media and communications, and legal support for organizations.
- Stakeholder and Public Engagement: supports efforts to build engagement by key stakeholders and the public in gun violence prevention, especially law enforcement and other groups impacted by gun violence.
- Research and Data Collection: supports efforts to build the body of research and data to inform gun violence prevention policy and practice.
- Innovation/Opportunity Grants: supports promising emerging policy-oriented opportunities to reduce gun violence.

## Funding Agencies that Typically Address Gun Violence Prevention

The U.S. Centers for Disease Control and Prevention (CDC) has not funded research into gun violence prevention in nearly two decades. This is due to the Dickey Amendment of the Omnibus Consolidated Appropriations Act of 1997: “None of the funds made available for injury prevention and control at the Centers for Disease Control and Prevention may be used to advocate or promote gun control” (Rubin, 2016). This amendment was in response to a CDC-funded study that concluded having a gun in the home was associated with a higher risk of homicide by a family member or intimate acquaintance (Rubin, 2016). The same language has been applied to the National Institutes of Health (NIH) in the

Consolidated Appropriations Act of 2012. The Dickey Amendment has prohibited experts from researching the causes and best ways to prevent gun violence but others say the amendment does not oppose funding for research but rather it forbids funding for research meant to drive the political gun control agenda (Rubin, 2016).

The NIH interpreted the Dickey Amendment differently, and in 2013 announced a new funding opportunity; Research on the Health Determinants and Consequences of Violence and its Prevention, Particularly Firearm Violence. The NIH has funded nine proposals but only two specifically addressed firearms. The first was awarded to Garen Wintemute, MD, MPH for a total of \$850,000 for his UC Davis Violence Prevention Research Program to study whether gun owners with a history of alcohol and drug convictions are more likely to commit violence than gun owners without such a criminal history (Rubin, 2016). The other was to Rina Eiden, PhD at the University of Buffalo to study the precursors of gun violence, such as gang involvement and weapon carrying in children aged 11 to 14 years, whom she recruited at birth for a separate study of developmental problems linked to prenatal cocaine exposure (Rubin, 2016).

Gun violence prevention and research are typically funded by state and local agencies as well as foundations due to the apparent influence the National Rifle Association (NRA) has on political forces which oversee federal agencies. Consequently, agencies that most commonly fund gun violence research and

prevention efforts are community foundations and nonprofit organizations, most often out of a tragedy. Others such as The Joyce Foundation take on a larger role that spans nationally or across several states.

The Joyce Foundation is a charitable foundation most notable for its support for gun control measures in the Great Lakes region even after many foundations stopped funding gun control efforts. Since 1993, the Joyce Foundation spent over \$54 million on over 100 grants that favor gun control (Merrion, 2011). The Joyce Foundation has been considered one of the leading anti-gun funders in the foundation world with a gun violence prevention program that funds research, policy, and public education (Strain, 2014). Their highest priority within the program is public health-related funding and is known for their assistance in creating the National Violent Death Reporting System, which is now housed within the CDC (Strain, 2014). The Joyce Foundation is also known to be transparent with their annual and financial reports, making it easy to see where their funds come from and where they go (Strain, 2014). In 2013, Joyce made \$5.4 million in grants to organizations across the country working to reduce gun violence (Strain, 2014). According to experts in the field, The Joyce Foundation is a funder who focuses on big issues for the long haul and is able to pull multiple levers to make change, both nationally and in the Great Lakes region (Strain, 2014).

### *The Educational Fund to Stop Gun Violence (Ed Fund)*

The Ed Fund was founded in 1978 as a 501(c)(3) organization that makes communities safer by conducting research and using that information to influence policies. The Ed Fund develops and implements evidence-based policy advocacy campaigns to reduce gun death and injury. They develop and provide innovative recommendations for policymakers, participate in lobbying efforts, educate policymakers and disseminate messages through media advocacy and outreach, engage with relevant community members and provide technical assistance to support policymakers and gun violence prevention advocates by drafting and implementing evidence-based policy (EFSGV). The Ed Fund also addresses mental illness and gun violence and crime-solving technologies such as microstamping. In recent years the Ed Fund has:

- Launched a public education campaign in California about the benefits of microstamping technology.
- Developed a broad-based coalition in the state of Virginia to close the “Gun Show Loophole” and brought significant local and national media attention to the issue.
- Initiated a campaign to change the way America thinks about the issue of gun control by countering the gun lobby’s propaganda about guns, democracy and freedom.
- Organized a consortium of the nation’s leading researchers, practitioners and advocates in public safety and mental health to outline policy

recommendations to prevent persons with a history of violence from possessing and purchasing firearms.

- Examined how Wisconsin policy compares to the Consortium's recommendations and outlined steps Wisconsin can take to prohibit individuals at increased risk of dangerousness from accessing firearms.

### *The Coalition to Stop Gun Violence (CSGV)*

The CSGV is a national 501(c)(3) organization that was founded in 1974 whose mission is to secure freedom from gun violence through research, strategic engagement and effective policy advocacy. CSGV is composed of 47 national organizations working to reduce gun violence and includes members of religious organizations, child welfare advocates, public health professionals and social justice organizations (CSGV). The issues they tackle include universal background checks, break down the guns, democracy and freedom ideology promoted by the NRA, assault weapons, guns in public, microstamping, countermarketing to force the gun industry to market and distribute its products in a more responsible manner, stand your ground laws, guns and mental health and eliminating special protection for the gun industry (CSGV).

### *Wisconsin Anti-Violence Effort Educational Fund (WAVE)*

The WAVE is a statewide grassroots organization, founded in 1997 by volunteers, dedicated to preventing gun violence, injury and death through education and advocacy. WAVE strives to increase public support of common

sense gun laws as well as other gun violence prevention policies. Other areas of focus include: the requirement of background checks on all gun sales, to prohibit habitual criminals and those with violence misdemeanor convictions from purchasing or possessing firearms for 10 years, to allow the use of Lethal Violence Protective Orders which offers family members a tool for temporarily disarming a loved one who is in a crisis situation and to keep guns out of schools.

#### *Milwaukee Health Department*

The Office of Violence Prevention focuses efforts on reducing illegal guns through various levels to include (Milwaukee Health Department):

- Promoting local, state and federal gun policy that keeps guns out of criminals' hands.
- Supporting gun violence prevention programs that target at-risk populations and promote neighborhood safety.
- Conducting community outreach campaigns to create awareness about the impact of illegal guns on our community.
- Facilitating action plans and projects for interested organizations and communities that want to reduce gun violence in their neighborhoods.
- Building partnerships with local, state and national experts, agencies and communities that are working to reduce gun violence.
- Working as a resource to the city on local and national gun policy.

### *Mayors Against Illegal Guns (MAIG)*

In 2006, Milwaukee Mayor Tom Barrett and 14 others founded MAIG, a national coalition, to reduce illegal guns and gun violence in urban areas through education, legislation and coordination between government and community entities. There are more than 620 mayors from small towns to big cities, in the nationwide, non-partisan coalition. They have fostered partnerships with violence prevention agencies and specialists, conducted community outreach about the impact of illegal guns and gun violence, recruited mayors across the Midwest region into the coalition and built a network of concerned residents, local experts, and community leaders who are working to prevent and reduce gun violence in Wisconsin (Milwaukee Health Department).

### *Moms Demand Action for Gun Sense in America*

Moms Demand Action was founded by stay-at-home mom Shannon Watts in December 2012 in response to the shooting at Sandy Hook Elementary School. The organization has chapters in all 50 states and a powerful grassroots network of mothers that have successfully effected change at the local, state and national level (Moms Demand Action). The organization's main objective is to demand action from legislators, state and federal; companies; and educational institutions to establish common-sense gun reforms. Some of their campaigns include: Educators Demand Action, be SMART for kids and Mother's Dream Quilt Project.



### *Everytown for Gun Safety*

Everytown is a movement of Americans working together to end gun violence and build safer communities by focusing on background checks, domestic violence and preventable deaths. Everytown is a survivor network that empowers individuals to share their stories and take action. Everytown also funds research, investigations and litigation work. In 2013, Mayors Against Illegal Guns and Moms Demand Action for Gun Sense in America partnered with Everytown to tackle the common goals they share (Everytown).

Many gun prevention organizations attempt to strengthen and expand current gun laws and policies to prevent those who are prohibited from firearms to access them. These types of organizations use media campaigns, advocacy efforts, lobbying and partnerships to increase awareness among various stakeholders and policymakers. Several organizations are created out of tragedy such as the Moms Demand Action and Everytown for Gun Safety. It is important for these programs to gain support of the community and invest resources and time to raise awareness and target those most at-risk. Gun prevention organizations face several challenges such as the NRA's strong influence on research funding and laws, the wording of the Second Amendment, the sense of culture and freedom many feel towards the right to gun ownership, the magnitude of influence gun advocates have on policy makers and lax gun laws. Despite several barriers, gun prevention organizations have been successful in prevention efforts as well as changing laws and policies across the nation. For

example, Moms Demand Action has been successful in defeating the majority of state bills that would allow guns on campuses and in classrooms.

## The Joyce Foundation Grant Making Process

The Joyce Foundation accepts grant inquiries throughout the year and applicants should expect the process to take approximately four to six months from the initial submission of the letter of inquiry to the receipt of funding. The submission process includes four steps:

1. Letter of inquiry: Write a one to three page outline of the proposed project, the goals, how it relates to the Foundation's interests, the target audience and beneficiaries, estimated budget and duration, and plans for evaluation and dissemination of findings. The outline should be submitted at least six to eight weeks prior to the proposal deadline for a given grant cycle to the appropriate program officer at [applications@joycefdn.org](mailto:applications@joycefdn.org). An initial review takes place and if the project fits within the Foundation's guidelines, the program officer may invite the applicant to submit a full proposal. If the project does not fit the guidelines the program officer sends a denial letter.

2. Formal proposal: The proposal should include the application cover sheet, one to two page executive summary, information about the project, description of the organization, itemized project budget, names and qualifications and board members.

3. Review process: The program officer reviews the proposal to determine whether or not the project fits the Foundation's guidelines. If the proposal passes

the review stage, the application goes through an internal review process. If the proposal is recommended for funding, the program officer prepares a recommendation for consideration by the Joyce Foundation's Board of Directors. If the proposal is not recommended for funding, the program officer sends the applicant a decline letter.

4. Board Action: The Board of Directors meet to vote on the recommended grants. If the proposal is not approved, a decline letter is sent but if the proposal is approved, a grant contract is sent to the grantee. Grant payments are typically made at the end of the month following the board meeting at which the funding decision was made.

Grant proposals are considered at meetings of the Foundation's Board of Directors in April, July and December. Deadlines are as follows:

Table 2: The Joyce Foundation Deadlines

<b>Proposal Deadline</b>	<b>Board Meeting</b>
April 12, 2017	July 2017
August 9, 2017	November 2017
December 5, 2017	April 2018

See Appendix D for a copy of the full announcement from The Joyce Foundation.

## Methodology of the Grant Review Process

Each of the five grant reviewers for The Joyce Foundation received, via email, the final version of the grant proposal on March 20, 2017. Each reviewer is required to read each proposal and complete the attached External Reviewer Feedback Template. The form needs to be emailed back within ten days. Each reviewer is instructed to select one answer for each of the multiple choice questions and to answer, and provide detailed responses to the open-ended questions. The ten questions on the External Reviewer Feedback Template include:

1. Please state your level of agreement/disagreement with the following statement: The submission is responsive to the call for proposals.
  - a. Strongly agree
  - b. Agree
  - c. Neither Agree nor Disagree
  - d. Disagree
  - e. Strongly disagree
2. How could the submission have been more responsive to the call for proposals?
3. Please state your level of agreement/disagreement with the following statement: The proposal is well thought out and theoretically sound.
  - a. Strongly agree
  - b. Agree
  - c. Neither Agree nor Disagree

- d. Disagree
  - e. Strongly disagree
4. What improvements could be made to the theory and structure of the proposal?
5. Please state your level of agreement/disagreement with the following statement: The PI makes a compelling case that the proposed research/project/program is necessary.
- a. Strongly agree
  - b. Agree
  - c. Neither Agree nor Disagree
  - d. Disagree
  - e. Strongly disagree
6. What would have improved the argument that the proposed activities are necessary?
7. Please state your level of agreement/disagreement with the following statement: The PI makes a compelling case that the research team will be able to accomplish the proposed activities with the resources and time allocated.
- a. Strongly agree
  - b. Agree
  - c. Neither Agree nor Disagree
  - d. Disagree
  - e. Strongly disagree

8. What changes would improve the perceived feasibility of the proposed activities?
9. Please state your level of agreement/disagreement with the following statement: The proposed work is innovative and sets the groundwork for future work in this area.
  - a. Strongly agree
  - b. Agree
  - c. Neither Agree nor Disagree
  - d. Disagree
  - e. Strongly disagree
10. What additional comments and suggestions do you have for the PI?

Once the External Reviewer Feedback Template is received, a thank you email expressing gratitude for their time and feedback was sent back to each reviewer.

The information from each review form is analyzed in the following steps:

1. For all multiple choice questions, each answer category is totaled for that question. For example, for question one there were a total of 2 strongly agree, 2 agree and 1 disagree.
2. For all open ended questions, each suggestion/comment/theme was listed on a separate table and tallied if mentioned by more than one reviewer.
3. For each suggestion/comment/theme it was documented what chapter, section and page it came from, if it was accepted or rejected, the

justification for the decision and how the comment was corrected, if needed.

4. If there is any confusion about a suggestion or comment then a follow-up email is sent to receive clarification.
5. Once all feedback is addressed, a final review of the proposal is conducted before the final version is submitted.

## Grant Proposal Reviewers

A total of five grant reviewers were chosen to review and provide feedback on the Greater Understanding of Non-Violent Solutions proposal. Reviewers were chosen based off their expertise in the field of gun or violence prevention, firearm violence, grant writing or program development and evaluation.

*Daniel C. Rutz, MPH*

*Instructor, Emory University*

Mr. Rutz graduated from Emory University with his MPH in 2002 and serves as an instructor teaching Integrated Communication Strategies. His areas of interest include behavior and health, global health, health communication, HIV/AIDS prevention, health promotion and injury and violence prevention. He has significant experience in setting strategies on risk, behavior change, crisis management and public health advancement. He currently works with Men Stopping Violence as a health strategist, advocate, educator and mentor in

ending domestic violence against women and girls. He has also worked for the CDC as a senior communications officer in the Division of Global HIV/AIDS where he listened and responded to men's values in order to promote positive health choices. Prior to his CDC assignment he held the position of on-air Senior Medical Correspondent for CNN television and radio networks, domestic and international.

*Vanessa Briggs, MBA*

*Vice President, Holy Cross Hospital, Community Health*

Ms. Briggs graduated from Eastern University with her MBA in Health Administration. She has more than 15 years' experience in grants administration including writing and submitting federal, state and foundation applications and proposals. She is highly skilled at leading teams in the grant submission process with a successful track record of securing over \$15 million in grants and contracts. She has extensive experience and skills to include strategic planning, program development, community outreach, grant writing, leadership, fundraising and health promotion. She also has experience in program evaluation, partnerships, financial management and contract negotiations.



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*Jill Schmid*

*Program/Management Analyst, Department of Health & Human Services*

Mrs. Schmid has worked for the federal government for 30 years and has held several positions in areas such as accounting, budget, public health, and is now currently in the Office of Federal Assistance Management. She has worked with grants and grant data for approximately 7 years and has reviewed grant applications and budgeted for their funding. In her current position, she works on all aspects of the grant process including, the automated systems, through objective review, and finally to the success of an organization receiving a grant.

*Princess Jackson, PhD*

*Professor, Tarrant County College-Trinity River East Campus*

Dr. Jackson is a professor and primary instructor of the Long Term Care Administration program. She is responsible for instructing students of the leadership principles and management practices required to become an effective nursing facility administrator. She has served as an instructor in the program since 1998. As a progressive educator, she teaches students how to write proposals for program implementation, as well as review proposals for program implementation. She has also worked in a correctional setting for approximately 6 years. Lastly, her pursuit of higher education has allowed her to attain a B.S. in

Psychology, M.S. in Applied Gerontology, and a PhD in Higher Education Administration.

*Kerry Bonhag*

*Management Analyst, Division of Grants Management Operations (DGMO)*

Mrs. Bonhag has worked for the federal government for almost seven years. She started her federal career as a Summer Student in HRSA's Office of Women's Health and the Maternal and Child Health Bureau, then as a Student Intern in OFAM; and upon completion of her internship in 2014, was converted to a full-time federal employee. As a Management Analyst on DGMO's Data Analytics and Compliance Team, she is responsible for providing technical assistance to both grant recipients and DGMO's Grants Management Specialists; specifically, in areas such as closeout, financial reporting, the Payment Management System (PMS), and other post-award operations. She also is tasked with closing out grants once they are at the end of their project periods; generating data reports for internal and external customers; maintaining various projects/assignments aimed at ensuring the compliance of our grant recipients; and leading the monitoring and tracking effort of post-period drawdown requests from the Division of Payment Management.

## Protection of Human Subjects

Studies that include research and human subjects must be reviewed by an Institutional Review Board (IRB). Research is defined by federal regulations at 45 CFR 46.102 as a “systematic investigation including research development, testing, and evaluation designed to develop or contribute to generalizable knowledge” (CITI Program). According to the federal regulations a human subject is “a living individual about whom an investigator (whether professional or student) conducting research obtains data through intervention or interaction with an individual or identifiable private information” (CITI Program). The GUNS program meets the requirements of an IRB review because the program involves human subjects and research.

### *Human Subjects Involvement, Characteristics and Design*

The subjects who will be recruited for the program include African American men 18-25 years of age. These men, at the time of recruitment, will be incarcerated at Milwaukee Secure Detention Facility (MSDF) for gun-related charges and are set to be released within two weeks. In order to be able eligible for the GUNS program, the men must name Milwaukee, Wisconsin as their primary residence. GUNS will recruit a total of thirty participants from July 2017 to November 2017 until that quota is reached. The targeted sample size was limited to thirty due to cost constraints and the availability of mentors to run the program. The decision to recruit men soon to be released from MSDF is to capture a group of men already involved with firearms, who are at-risk of becoming repeat offenders and

who are regarded as difficult to reach with services and programs. The Internal Review Board (IRB) must approve the proposal before program implementation begins since the program involves human subjects under research conditions. The MSDF must also approve the proposal in order to gain clearance into the facility for recruitment and provide access to as well as to inmate incarceration records.

### *Human Subjects Material Collected*

A review of inmate records from MSDF will allow for information to be collected on each participant to include the offender's name, date of birth, primary residence, ethnicity, arrest date, reason for arrest and incarceration, length of incarceration, number of times incarcerated at MSDF, case information and any violent incidents that occurred while at MSDF. The GUNS program will collect data through a pre- and post- questionnaire on:

- Circumstances that led to the arrest
- Arrest history
- Ownership of firearms (how many and what type)
- How they acquired the firearm
- Reasons for owning a firearm
- What they have used the gun for
- Behaviors, beliefs, attitudes towards firearms
- Housing, financial, education and family information
- Reasons for participating in the program

- Personal goals
- How the program changed their lives

Data will be safeguarded by using locked tablets employing fingerprint sensors for access to assure that only the mentor assigned to that tablet and participant can access sensitive information. All direct identifiers will be removed and all transmitted and stored data will be encrypted. During the program, the mentors are the only individuals with access to participant information. Information will not be collected from any additional services or programs the participant attends while in the program, such as anger management classes or mental health visits.

#### *Recruitment & Informed Consent*

The recruitment of participants will occur at MSDF from July 2017- November 2017. During this time, African American men aged 18-25 who were arrested with a firearm-related charge and are scheduled to be released within two weeks will be invited to meet with a potential program mentor. The men have two days to decide whether they want to participate in the GUNS program. Those who decide to participate, will read and sign an informed consent per Federal regulations at 45 CFR 46 (Protection of Human Subjects 2009). The informed consent will be provided by the mentor in paper format in a private setting and will include the following information (CITI Program):

- A statement that the program involves research, the purpose of the research, the expected duration of participation and a description of the procedures to be followed.
- A description of any foreseeable risks or discomforts to the participant.
- A description of any benefits to the participants or to others.
- A disclosure of appropriate alternative procedures or courses of treatment.
- A description of how confidentiality and sensitive information will be protected and stored.
- An explanation of whom to contact for answers to questions about the program, the research and researchers' rights.
- A statement that participation is voluntary and refusal will not involve penalty or loss of benefits and that the participant can discontinue at any time without penalty or loss of benefits.
- A list of anticipated circumstances under which the subject's participation may be terminated by the investigator without regard to the participant's consent.
- A list of the consequences of the participant's decision to withdraw from the program (ex. He cannot reapply).
- The approximate number of participants involved in the program.
- What are, if any, incentives or stipends (payments or gifts) offered to the participant as reimbursement for their participation and timeframe for distribution.

### *Potential Risks to Human Subjects*

Potential risks and harm can be in the form of physical, social, psychological, financial, and legal in nature. Each participant will be informed of all types of potential risks to them, the severity and likelihood of them occurring and how each one will be minimized by the program's structure and procedures in place.

Table 3: Potential Risks

<b>Potential Risk</b>	<b>Why</b>	<b>How to Protect</b>
Physical	Possible retaliation from others who they use to associate with such as family, friends, gangs, etc.	Have meetings in a safe, confidential setting  Teach participants ways to interact and protect themselves in nonviolent ways
Social	Potential loss of relationships they had before they were arrested since they no longer can be involved with individuals or groups involved with gun violence	Provide coping skills  Create trusted relationships between participant and mentor  Connect with other participants to form new

		relationships
Psychological	Stress of participating in a program that requires significant life changes which can cause psychological stressors affecting attitudes and behaviors	Recommend therapeutic counseling, mental health services, addiction counseling, etc.
Financial	May experience financial difficulties in the beginning if they were involved in illegal activities to make money, which as part of the program they can no longer do	<p>Provide skills and guidance on job interviewing and resume building</p> <p>Assist in finding employment</p> <p>Assist in educational advancement (GED, college applications, etc.)</p> <p>Monthly stipends will be given to participants who are successfully following program guidelines and rules</p>



Legal	Information about illegal activities could have serious legal consequences for participants	<p>GUNS program does not provide the police department with any information on the participant's personal conduct</p> <p>Personal information and data is securely protected and can only be viewed by the mentor</p>
Invasion of Privacy	Could occur if personal information is accessed or collected without the participant's knowledge or consent or if the young man's participation in the program is revealed to others	<p>Data and personal information will be collected, stored and managed with passwords and encrypted</p> <p>Participant's identifiable information will be removed and stored separately</p>

		Information will not be collected without the consent of the participant
Breach of Confidentiality	Could occur if information obtained by researchers is disclosed outside the research setting which may have negative consequences such as loss of employment	<p>The men's names will not be revealed in any findings, reports or presentations without prior consent</p> <p>Information will not be disclosed to the police department or any other law enforcement</p>

### *Benefits of the Program to Human Subjects and Society*

- Importance of the knowledge to be gained
  - To determine how effective the program was at reducing gun arrests, injuries and death in Milwaukee.
  - If the program was successful it may encourage additional stakeholders to adopt and expand the program.
  - The program will help to build trust among the community and difficult to reach groups such as African American men who are involved in gun violence.

- To gain a better understanding of mentorship programs and if they can be successful at firearm violence prevention.
- To learn what worked and what didn't so that improvements can be made to the program.
- Contributions it makes to science
  - The program will provide information as to why high-risk men represented by the subjects in this program are so often involved with guns.
  - To better understand precursors to gun ownership and gun violence.
  - To understand how gun laws affect gun violence in certain cities and/or states.
  - The information and data from the program will help to fill knowledge gaps.
  - To inform policymakers.
- Contributions to society
  - The program will bring together partnerships within the community to fight against gun violence.
  - As youth and other young men in the community see the participants making changes in their life and their community, they will want to follow in their footsteps.
  - To reduce gun violence in Milwaukee.
  - To reduce the number of young people owning and using guns.

- To improve the lives of previously incarcerated men, making them more productive members of society.
- GUNS can serve as a model for other communities looking to reduce gun violence.

The findings will be shared with the participants first because they are most engaged in making changes in the community and striving to become better citizens. All participants will be invited to a presentation describing the findings and results of the year long program. The lessons learned will be shared as well as recommendations for moving forward. After the findings are shared with the participants, the final reports will be distributed to all involved stakeholders, funders and the Milwaukee community through news media engagement.

Anytime research involves human subjects, potential risks to the participants need to be considered so that actions can be taken to minimize them. The GUNS program follows a set of guidelines and procedures that are structured to reduce the potential risks listed in Table 3. Most of the risks associated with participating in the GUNS program are short-term, with the exception of potential physical risks. Depending on the participant and their involvement with gangs and other dangerous individuals, additional precautions are taken to protect them from harm. Meetings and communications are kept confidential and in a place where they will not be recognized. Research also has the ability to provide benefits to those who participate. The young men who enroll in GUNS will have access to

support and guidance that they otherwise would not receive. With the added support, they have the potential to change their lives and decrease their risk of death by firearms. The program provides these men with the knowledge and skills to acquire employment, maintain financial stability with monthly stipends, gain opportunities for educational attainment, improve coping skills, build self-efficacy and access services and programs specific to their problems and needs.

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### ***Chapter 4: Incorporation of Reviewer Comments***

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This chapter discusses the edits/comments made by the reviewers and how those were incorporated into the final proposal.

I want to thank each reviewer for taking the time to review my grant proposal. I appreciate all the effort each reviewer contributed to help me towards writing a successful proposal. Each reviewer differs in their educational and professional backgrounds, which provided me with different perspectives and suggestions on how to improve my work. I was fortunate to have a responsive and active committee that truly helped to shape my proposal into something I am proud of. The feedback I received was invaluable and I cannot thank them enough.

I received significant feedback on grammatical errors and sentence formation that could have significantly reduced the likelihood of my grant proposal being accepted for funding had they not been addressed. There were a few sections that needed further explanation and details which I was able to strengthen before the final submission. I was encouraged to add the budget and budget justification to get an idea of what a program like GUNS may cost to develop and implement, since it is an important component to all proposals requesting funding. I received a few comments suggesting the addition of tables and graphs to make reading data and statistics more visual and easier to understand. I appreciate the honesty that I received and I considered each comment seriously and worked hard on making the appropriate changes.

## Reviewer 1 Comments: Dan Rutz

Comment 1: The submission could have been more responsive to the call for proposals by directly acknowledging that the GUNS proposal for Milwaukee amounts to a pilot project in as much as candidates are to be recruited from a narrow (2 month) release period. If successful, the project could provide evidence supporting the program premise but with so small a pool of enrollees it is unlikely to significantly affect the community's overall gun violence pattern.

Response to comment 1: I made the recruitment phase longer, instead of two months it is now five months. This was added to page 6. I added "The GUNS program is a pilot program and is an adaption of The Office of Neighborhood Safety (ONS) that has been active in Richmond, California for the last nine years. A pilot program is a small-scale, short-term experiment that helps an organization learn how a large-scale project might work in practice (SearchCio). A good pilot program, such as GUNS, provides a platform for the Wisconsin DOC to test logistics, prove value and reveal deficiencies before spending a significant amount of time, energy or money on a large-scale project". This was added to page 6.

Comment 2: The improvements that could be made to the theory and structure of the proposal include a more thoughtful analysis of the 2 cities in the proposal which would help to add to the program's theoretical integrity. Richmond,

California and Milwaukee, Wisconsin are sufficiently different across a spectrum of variables, i.e., geographic location, size, juxtaposition, (suburban vs urban center), to warrant some discussion on how these variances would be expected to affect (or not) GUNS program operations and outcomes.

Response to comment 2: I included an analysis of Milwaukee under Information on the Project. This was added on page 3. I included an analysis of Richmond which can be found on page 6.

Comment 3: To improve the argument that the proposed activities are necessary the application calls for Milwaukee to “adapt the program to its specific needs” without any explanation of those needs. The PI should describe those needs.

Response to comment 3: I included a few sentences to explain what I meant by “adapt the program to its specific needs”. The paragraph includes, “Richmond’s target audience is African American youth under the age of 18, however, Milwaukee will adapt the program to focus on African American men aged 18-25 since this age group is most responsible for firearm-related homicides in their city. The Community Health Assessment identified four priority issues to focus on developing and implementing strategies to improve alcohol and drug abuse, chronic disease mental health and violence. The GUNS program will focus on these same priorities to align itself with the city’s strategies and goals”. This was added to page 7.



Comment 4: The changes that would improve the perceived feasibility of the proposed activities include more directly acknowledging its proof-of-principle aims over blanket claims that a single small project can in and of itself alter Milwaukee's pattern of gun violence within its African American communities. The expectation that 100 percent of participants would become gainfully employed in short order seems overly ambitious and greater attention to managing enrollees who are unable to meet all of the program's interim goals would add a needed dimension to establishing feasibility.

Response to comment 4: I changed the expectation for gaining employment to be 60 percent, to make the outcome more feasible. This was changed on page 8.

Comment 5: Additional comments for the PI include that the proposal builds on an established model; embraces novel approaches; and its multidisciplinary composition offers practical and theory-backed opportunities for meeting its objectives for raising awareness, building trust, and influencing behavior change. In addition to recruiting mentors from the pool of successful enrollees, program managers might broaden their role to include community outreach to at-risk youth and young adults prior to any altercations.

Response to comment 5: I think that broadening program manager's role to include community outreach to at-risk youth and young adults prior to any altercations would be a great addition to the program. Given the difficulty of implementing a program like GUNS, I would suggest incorporating this aspect into a second phase of implementation. This way the program and its managers can focus on the target population and original mission before broadening its reach to at-risk youth prior to altercations or criminal charges.

## Reviewer 2 Comments: Vanessa Briggs

Comment 1: The submission could not have been more responsive to the call for proposals because it addressed all key components.

Response to comment 1: No response needed.

Comment 2: There are no improvements that could be made to the theory and structure of the proposal.

Response to comment 2: No response needed.

Comment 3: To improve the argument that the proposed activities are necessary are to use graphs to visualize the data to get the point across to the reader.

Response to comment 3: I added a recidivism rate table on page 9. I added a homicide graph on page 3.

Comment 4: The changes that would improve the perceived feasibility of the proposed activities include adding how the team would collaborate together and more detail on their distinct roles in the execution of the GUNS program.

Response to comment 4: I added additional responsibilities and duties to the following people's description in the grant proposal: program director, program coordinator, communication specialist, research and evaluation specialist, assistant evaluator, mentor and student interns/volunteers. I also included how they will collaborate together in the execution of the GUNS program. This was added to pages 10-13.

Comment 5: There were no additional comments or suggestions for the PI.

Response to comment 5: No response needed.

### Reviewer 3 Comments: Princess Jackson

Comment 1: The submission could have been more responsive to the call for proposals by including graphs to represent data.

Response to comment 1: I added a recidivism rate table on page 9. I added a homicide graph on page 3.

Comment 2: The improvements that could be made to the theory and structure of the proposal include using consistent data from year to year so that information can be compared with relative ease. Also the use of state data vs. national data could be incorporated.

Response to comment 2: I added state vs. national data to the executive summary, "The firearm death rate in Wisconsin is 10.4 compared with the U.S rate of 10.2 per 100,000". This was added to page 2. The data I had in the proposal was from the most recent years that I could find. I tried to keep all data within a 5 year period to make it relevant to the current situation.

Comment 3: To improve the argument that the proposed activities are necessary it may be useful to add more data and examples of the comparison program in California.

Response to comment 3: I added a paragraph that explains a study that was done on the program in 2008 to show its effectiveness at reducing homicide rates. "A study that evaluated the success of the program in 2008 showed that the average monthly count of gun homicide incidents decreased by approximately 35 percent during the time the program was in place in California

(Braga, 2008). The monthly average dropped from 2.9 gun homicides to 1.9 during the intervention period (Braga, 2008). The analysis demonstrated that the mentoring program was associated with an overall 42 percent decrease in the monthly number of gun homicides and that other California cities did not experience a drop, suggesting that the reduction was associated with the peer-mentoring program (Braga, 2008)". This was added to page 6.

Comment 4: The changes that would improve the perceived feasibility of the proposed activities include adding more staff because of the reference to quarterly reporting requirements.

Response to comment 4: I added a Data Analyst along with 3 volunteer graduate students who will help to analyze and report data quarterly. This was added on page 11.

Comment 5: An additional suggestion was to implement the program in phases to facilitate the success of the program within the first 12 months.

Response to comment 5: I added a section explaining the different implementation phases in order to increase success of all components of the program. This was added to page 7.

## Reviewer 4 Comments: Kerry Bonhag

Comment 1: The submission could have been more responsive to the call for proposals by describing the impact gun violence has on the community members of Milwaukee.

Response to comment 1: I added a paragraph that discusses community member's fears and acceptance of violence. I also described the financial burden it places on Milwaukee residents. "These types of programs help to influence young adults who may already be desensitized to the effects of gun violence, which leads to increased use of guns to resolve problems. Youth and young adults who live in areas of high crime, such as Milwaukee, often times feel the need to carry a weapon to feel safe, secure and protected. Younger individuals who witness others using guns learn from observed behaviors in the community. People who live in Wisconsin are fearful of the violence epidemic that has struck their community. Gun violence has put a strain on Milwaukee's economy, costing \$2.9 billion in direct and indirect costs (Kirkby, 2015). That figure includes the financial and psychological tolls taken when a bullet forever alters the lives of victims and shooters alike (Kirkby, 2015). Residents of Wisconsin will spend a significant amount of money each year to keep perpetrators in prison as well as pay for their supervision once they are released. Milwaukee has seen a cultural acceptance of violence, reduced property values and increased costs to keep the public safe (Kirkby, 2015). Programs such as GUNS could help to change this

acceptance of violence and give community members hope for a safer neighborhood”. This was added to page 6.

Comment 2: The improvements that could be made to the theory and structure of the proposal include adding data about the percentage of African Americans that actually commit those crimes and not just about murder victims. Another improvement would be to add a gender-specific statistic to follow the statement, “It’s important to find other approaches to reduce gun violence, especially among young men”.

Response to comment 2: I edited the sentence she mentioned in her comment to include why it's important to target men and it now reads “According to Gallup polls from 2007 to 2012, men are 3 times more likely than women to personally use guns (Jones, 2013). Therefore, it is important to target young men with gun violence prevention efforts”. This was added on page 2.

Comment 3: To improve the argument that the proposed activities are necessary, add statistics on repeat offenders, such as recidivism rates.

Response to comment 3: I found Wisconsin DOC’s 2016 report on recidivism rates and added a paragraph summarizing some of the key findings. “According to the Wisconsin DOC’s 2016 Recidivism After Release from Prison Report, recidivism rates over the most recent release years have remained relatively

stable (Tatar & Jones, 2016). The report found that males recidivated at a consistently higher rate than females, younger offenders (aged 20-29) were more likely to recidivate compared to older offenders, black offenders had slightly higher rates than white offenders, half the offenders who recidivated did so within the first year following their release from prison and high risk offenders demonstrated the highest recidivism rates (Tatar & Jones, 2016)". This was added on page 9.

Comment 4: To improve the perceived feasibility of the proposed activities it is recommended to increase proposed staff members. It may be too much responsibility and pressure for each mentor to take on three participants at one time.

Response to comment 4: After some thought I agreed that 3 participants per mentor may be too much, especially for the first year. I decided to change the number of participants per mentor to 2 instead. I changed this on pages 2 and 20 (logic model) of the final grant proposal.

Comment 5: Some additional comments and suggestions include checking for grammatical errors before submitting, describing what happens to participants who do not complete the program, outcome #1 does not reconcile with the expectation stated in the third paragraph of the executive summary, and to correct the logic model when it says 5 participants, when it should say 2.



Response to comment 5: I had 2 additional individuals review my paper for grammatical errors before submitting. I added the sentence, “The participants who are arrested for gun-related charges during the 12 months are terminated from the program and cannot reapply in the future” on page 6. I corrected the percentage in outcome #1 to 60 percent to match what the executive summary states. This was corrected on page 7. I corrected the logic model to say “2 participants per mentor” on page 20.

## Reviewer 5 Comments: Jill Schmid

Comment 1: There was nothing more the submission could have stated to be more responsive to the call for proposals.

Response to comment 1: No response needed.

Comment 2: The improvements that could have been made to the theory and structure of the proposal include reviewing the request of items (from the bottom of the cover sheet) and putting the proposal in that order. Also should change the topic titles throughout and in the Table of Contents to match the list of items requested.

Response to comment 2: I reviewed the request items on the cover sheet and I arranged the proposal to fit that order, along with using the same titles to match, both in the table of contents and throughout the proposal.

Comment 3: To improve the argument that the proposed activities are necessary it may be useful to include a visual line graph to summarize the stats to help make the reader “see” the increasing need for these types of programs and to make it easier to read.

Response to comment 3: I added a recidivism rate table on page 9. I added a homicide graph on page 3.

Comment 4: There are no changes that would improve the perceived feasibility of the proposed activities.

Response to comment 4: No response needed.

Comment 5: Additional comments and suggestions include adding a memorandum of agreement or letter from the organizations willing to partner and contribute funding towards this project with the proposal.

Response to comment 5: I described the other organizations that are supporting the program by providing funds for various uses in the budget justification section. Adding a memorandum agreement is beyond the scope of this project and not something that was requested from the Joyce Foundation for their proposal. I decided not to add this agreement to the final proposal.

Table 4: Results of multiple choice questions on Reviewer Feedback Template form

Comment	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The submission is responsive to the call for proposals	III	II			
The proposal is well thought out and theoretically sounds		IIII			
The PI makes a compelling case that the proposed program is necessary	III	II			
The PI makes a compelling case that the	II	III			

research team will be able to accomplish the proposed activities with the resources and time allocated					
The proposed work is innovative and sets the groundwork for future work in this area					

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***Chapter 5: Final Version of Grant Proposal***

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This chapter is the final version of the proposal, incorporating the suggested edits  
by the reviewers.

## GRANT PROPOSAL COVER SHEET

Please attach completed sheet to your proposal.

Name of Applicant Wisconsin Department of Corrections Date April 21, 2017  
 Address 3099 E. Washington Ave, P.O. Box 7925  
 City Madison State WI Zip 53707  
 Telephone 608-240-5000 Fax \_\_\_\_\_ Website doc.wi.gov  
 Facebook \_\_\_\_\_ Twitter \_\_\_\_\_

CEO  
 Name Jon Litscher Title Secretary  
\*or person(s) authorized to accept grant  
 Telephone 608-240-5000 Email \_\_\_\_\_ Twitter \_\_\_\_\_

PROJECT MANAGER  
 Name Silvia Jackson Title Reentry Director  
 Telephone 608-240-5055 Email \_\_\_\_\_ Twitter \_\_\_\_\_

FINANCIAL CONTACT  
 Name Shelby A.B. McCulley Title Director of Office Management & Budget  
\*or person(s) authorized to give financial instructions  
 Telephone 608-240-5902 Email \_\_\_\_\_ Twitter \_\_\_\_\_

COMMUNICATIONS CONTACT  
 Name Tristan Cook Title Director of Public Affairs  
 Telephone 608-240-5060 Email \_\_\_\_\_ Twitter \_\_\_\_\_

Date Organization Began Operations 1851 Number of Staff 402 Full-time \_\_\_\_\_ Part-time \_\_\_\_\_ 383 FTE/19 LTE

Total Revenue (for most recently completed fiscal year) \$ \_\_\_\_\_

Total Operating Expenses (for most recently completed fiscal year) \$ \_\_\_\_\_

Estimated Duration Dates of Project: Beginning January 1, 2018 Ending December 31, 2020

Budget (Multi-Year Request)				
	2016 (1 <sup>st</sup> year)	2017 (2 <sup>nd</sup> year)	2018 (3 <sup>rd</sup> year)	Total
Budget Total	\$ 258,670	\$	\$	\$
Requested From Joyce	\$ 205,670	\$	\$	\$

## Brief Description of Project

To develop and implement a peer-mentoring program for African American males aged 18-25 who are being released from Milwaukee Secure Detention Center to reduce and prevent gun violence.

## Geographic Area Served

Milwaukee, Wisconsin

## Beneficiary Group(s) Targeted by Project (racial, ethnic, gender, age, income level)

African American males aged 18-25 who have served time for gun related charges at the Milwaukee Secure Detention Facility.

IRS Public Charity Status (check one) 509(a)(1) \_\_\_\_\_ 509(a)(2) \_\_\_\_\_ 509(a)(3) \_\_\_\_\_ Other IRS Designation \_\_\_\_\_

If a 509(a)(3) Supporting Organization, Type I, II, or III? \_\_\_\_\_ Federal Tax-Exempt Number (EIN) \_\_\_\_\_  
 (additional information will be required)

Proposal must arrive at the Joyce Foundation by the proposal deadline and must include the following:

- Executive summary
- Information on the project
- Description of the organization
- Itemized project budget
- Key-project contacts and their qualifications
- Board members
- Organizational expenses and income
- Audited financial statements
- IRS Form 990
- IRS determination letter

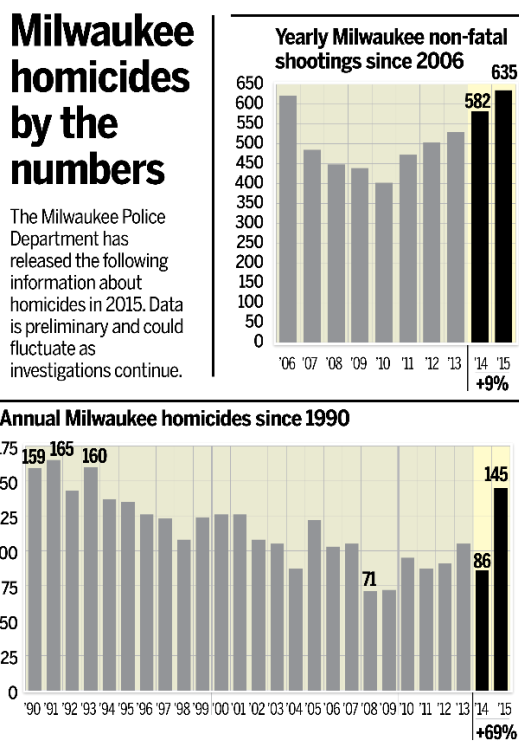
\*attach additional pages, if necessary.

## Executive Summary

According to the Centers for Disease Control and Prevention (CDC), the United States gun violence claims over 30,000 lives annually (CDC). For each of those lives lost by a gun, two others are wounded, making over 100,000 Americans victims of gun violence. Firearms were the third-leading cause of injury-related deaths nationwide in 2014, following poisoning and motor vehicle accident deaths (CDC). Young adults are not only affected by gun violence as victims, they also commit violent gun crimes in high numbers. In 2012, 75,049 young people between the ages of 10 and 29 were arrested for weapon offenses making up 65 percent of all arrests for weapons (Parson & Johnson, 2014). According to the CDC, in 2010 4,828 young people ages 10-24 were victims of homicide- an average of 13 each day (CDC). Among the victims, 82.8 percent were killed with a firearm costing an estimated \$16 billion in combined medical and work loss costs (CDC). In 2010, 13 percent of Americans were African American but 65 percent of gun murder victims between the ages of 15 and 24 were black (Parsons & Johnson, 2014). The firearm death rate in Wisconsin is 10.4 compared with the U.S rate of 10.2 per 100,000 (CDC). In 2015, gun violence cost the United States \$229 billion, or an average of \$700 per gun (APHA, 2016). The staggering number does not include the long-term physical and psychological toll gun-related incidents cause on those who survive shootings or whose friends or family members are injured or killed by guns. The Milwaukee Police Department reports that in 2015 there were 635 nonfatal shootings, up 9 percent from the previous year and 145 homicides, a 69 percent

increase (Luthern, 2016). Most of the victims were African American men and 80 percent died from gunfire (Luthern, 2016). The cost of gun violence to Wisconsinites in 2012 was \$2.9 billion in direct and indirect costs (Kirkby, 2015). According to the state Department of Justice, in 2014, guns were involved in 75 percent of murders, 56 percent of armed robberies, 27 percent of aggravated assaults and 3 percent of forcible rapes (Kirkby, 2015).

Figure 8: Milwaukee Homicide



Source: Milwaukee Journal Sentinel

Gun laws have been effective at reducing gun violence and death rates but passing new or stricter laws can be difficult and met with resistance. According to Gallup polls from 2007 to 2012, men are 3 times more likely than women to personally use guns (Jones, 2013). Therefore, it is important to target young men with gun violence prevention efforts. The Wisconsin Department of Corrections



(DOC) proposes a peer-mentoring program called GUNS (Greater Understanding of Nonviolent Solutions), with the goal of reducing gun violence arrest, injury and death rates in Milwaukee, the state's largest city. Young African American males aged 18-25 years of age, convicted of gun-related charges, will be recruited from the Milwaukee Secure Detention Facility (MSDF) once they are set to be released in two weeks. The program will be run by ex-convicts who have successfully reintegrated into society and will be paired with two young men for the duration of the 12 month program. The mentors will help to develop a "life map", assist in job and internship placements, offer case management, refer to appropriate services and provide support, guidance and skills in order to navigate a new, nonviolent, gun-free life. The life map will be used by each participant to set goals and the steps required to achieve those goals. See Appendix A. Each participant will be eligible for a monthly stipend between \$300-\$1000, after successfully completing four months of the program.

The GUNS program expects 60 percent of the men to be employed within one month of their release date. The mentors will refer all men to services specific to their needs; the goal is for fifty percent of them to use those services consistently. Each participant is required to volunteer at least 8 hours a week in the community working on gun violence prevention efforts. At the end of the 12 month program, GUNS anticipates 85 percent of the participants to successfully complete the program as well as show a drop in gun violence arrests, injuries and deaths.

Data will be collected from The National Violent Death Reporting System, Milwaukee Police Department, Milwaukee Secure Detention Facility and from the GUNS program. The findings will be disseminated to the participants, Wisconsin DOC, Milwaukee State Police Department and MSDF in quarterly and annual reports. The community will be notified of the program's progress to engage various stakeholders for support. Quarterly updates will be posted in the Milwaukee Journal Sentinel. If successful, the results will be used to further strengthen and expand the program so that other cities in Wisconsin may adapt the program to fit their needs.

The Joyce Foundation approaches gun violence reduction from a public health perspective and supports three essential building blocks; public education in order to achieve stronger state gun laws, build coalitions between law enforcement, communities of color and other impacted by gun violence and conduct research to inform evidence-based gun violence prevention. The GUNS program aims to:

- Raise awareness about the effects of gun violence in their neighborhoods and what can be done to reduce and prevent much of the violence.
- Create an alliance among correctional facilities, community, reformed ex-convicts and local businesses and leaders to create partnerships aimed at preventing and reducing gun violence.

- Collect data, analyze results and make recommendations to inform correctional facilities, communities and policymakers of the programs and services that are most impactful at reducing gun violence among African American men.

## Information on the Project

### *City of Milwaukee*

Milwaukee is the largest city in Wisconsin and the 31<sup>st</sup> largest city in the United States (Milwaukee Health Dept.). According to 2014 five-year American Community Survey estimates, the current population of the city of Milwaukee is 598,078 and includes a diverse population with approximately 53 percent of residents identifying as Black, Asian or of another race other than white (Milwaukee Health Dept.). While Milwaukee houses many of Wisconsin's wealthiest residents, it also houses the majority of the state's poorest residents. Milwaukee is the nation's fifth most impoverished city and has a poverty rate of 29 percent, which is more than double the rate for the state at 13.3 percent (Milwaukee Health Dept.). Poverty rates vary by race and ethnicity. Among African Americans in the city, 39.9 percent are living in poverty compared to 31.8 percent of Hispanics and 14.8 of non-Hispanic whites.

Milwaukee children are provided with numerous primary school educational options, such as attending private school with public money, yet only 61 percent of Milwaukee children graduate from high school within four years compared to

89 percent statewide (Milwaukee Health Dept.). Milwaukee has Wisconsin's most concentrated health resources, yet health disparities are the most pronounced in this area, such as having higher than state rates of infant mortality, sexually transmitted diseases, cancer, violence, teen pregnancy, childhood lead poisoning and mortality due to unintentional injuries (Milwaukee Health Dept.). The Milwaukee Metropolitan Statistical Area (MSA) is also the most racially segregated MSA in the nation (Milwaukee Health Dept.).

A 2013 national survey of local health departments conducted by the National Association of County and City Health Officials found that health departments serving populations of 500,000 to 1 million persons had an average per capita investment of \$78 and a median investment of \$40 (Milwaukee Health Dept.).

According to the data from Milwaukee's 2015-2016 Community Health Assessment, Milwaukee's per capita investments in public health programs and services are \$41.28, of which \$21.01 are from tax levy, compared to \$26.61 and \$13.70 respectively across the state of Wisconsin (Milwaukee Health Dept.).

Trust for America's Health has repeatedly ranked Wisconsin's State public health spending in the bottom of all states in the nation in terms of state-level investments in public health (Milwaukee Health Dept.). The relationship between experiencing racism and negative health outcomes is an emerging area of research, but research has shown a strong relationship, especially for negative mental health outcomes and health-related behaviors (Milwaukee Health Dept.). Research has also indicated that stress from experiencing chronic hostility and

fear can lead to negative health outcomes. Violence and community safety affect both physical safety and psychological well-being. This can lead to direct and indirect health impacts of intentional or unintentional injuries, such as poor mental health, poor physical health, premature death, high medical costs and decreased productivity (Milwaukee Health Dept.).

The 2015-2016 Community Health Assessment identified 4 priority issues to focus on and develop and implement strategies for action. The four priority areas include: alcohol and drug use, chronic disease, mental health and violence.

“Violence damages physical and emotional health and can have long-lasting negative impacts across a wide range of health, social and economic outcomes” (Milwaukee Health Dept.). Violence increases one’s risk of further violence and reduces their life prospects in terms of education, employment and social and emotional wellbeing. Addressing these burdens places a significant strain on public resources, including health services, criminal justice agencies, education and social services.

### *Proposed Program*

The Wisconsin Department of Corrections (DOC) seeks funds for the development and implementation of a peer-mentorship program called GUNS (Greater Understanding of Nonviolent Solutions). The goal of the peer-mentorship program is to reduce gun violence including arrests, injuries and death in Milwaukee, Wisconsin. The proposed program focuses on young African American men since victims and perpetrators involved with firearms are mostly

from this demographic. In 2010, across the nation, African American males between the ages of 15 and 19 were almost 30 times more likely than white males and more than 3 times as likely as Hispanic males of the same age group to be killed in a gun homicide (Children's Defense Fund, 2013). The grant proposal seeks to answer these questions:

- What are the common reasons young African American men use guns at a greater rate than their non-African American counterparts?
- Are peer-mentorship interventions/programs effective at reducing gun violence, arrests, injury and death?
- Does the GUNS program have a positive impact by reducing risky behavior and increasing self-sufficiency?
- What are the cost savings as a result of the GUNS program to the city of Milwaukee?

The program's overall objectives include:

- To change young men's behaviors, perceptions and beliefs towards guns.
- To reduce incidence of repeat offenders as well as gun-related arrests, injury and death.
- To provide mentorship and better opportunities to young men involved in gun violence.
- To use case management to assess, plan, facilitate, coordinate and evaluate each participant's unique social and health needs.
- To reduce the costs to the city of Milwaukee caused by gun violence.

- To shift community acceptance of violence by fostering strong social networks within the community.

When offenders are two weeks from being released from MSDF, qualified participants will be recruited to listen to a short presentation about the peer-mentorship program. The presentation will explain who the mentors are and why they are involved in the program, the mentor's and participant's responsibilities, how the program will help to improve their life and the community's safety as well as the possibility of a monthly stipend. If they agree, participants are matched with a mentor and a meeting is set up within the first week of their release. At the meeting roles, expectations, responsibilities and scheduled meetings and trips are created and both men sign a contract. The program focuses on positivity and change rather than fear, threats and negative consequences. Participants develop a "life map" with their mentor that outlines SMART (specific, measurable, attainable, realistic and time-based) goals, common barriers, the steps needed to accomplish those goals, ways to overcome the barriers and the resources available to help them within their community. The mentors are trained in case management so that they can effectively assess the needs of their participants and refer them to appropriate resources. The mentor will communicate daily with their participants through phone conversations and in-person meetings. These meetings are meant to keep the participant engaged, accountable and on track to meet their goals.

The program is designed specifically for African American men who were arrested for gun-related charges and are being released from MSDF between July 1, 2017 and November 1, 2017. The mentors provide guidance, coaching, and skills building to help improve the young men's confidence and ability to get a job. This is the first step in the program because without consistent and adequate income, young men tend to resort to stealing, drug dealing and other illegal activities to make money to support themselves and their families. The mentors are trained to provide educational guidance so that those who have not finished high school are linked to GED testing or other services they need to achieve that goal. Those seeking advanced education will be provided assistance and links to technical schools or other options. The program will also offer tailored services such as anger management, mental health care, family services, addiction counseling or a combination of services. The GUNS program holds mentors responsible for referrals and for taking participants to their first appointment to help manage the initial process. The mentors are also expected to follow-up each week to ensure their mentees are attending their appointments. The participant become involved in the community to better understand what gun violence does to individuals and allows him the opportunity to bring positivity to his community through various activities. The participants schedule visits to families who have experienced a death caused by gun violence and to hospitals and rehabilitation centers to observe individuals who have been wounded by gunshots to see firsthand the consequences of those actions. They will also be asked to speak at schools about their experiences and meet with business



leaders in the community. These community activities are intended to help improve its safety and increase sensitivity for victims of gun violence. Four months into the program, participants can apply for monthly stipends of \$300 to \$1,000 a month, payable for up to 8 months, depending on participation, goals achieved and level of involvement within the community. Some participants who successfully complete the program will be allowed to reapply for another 12 months. Those who successfully complete two courses of the program will be invited to continue as program mentors and thereby bring the project full circle and promote its sustainability. The participants who are arrested for gun-related charges during the 12 months are terminated from the program and cannot reapply in the future.

The GUNS program is a pilot program that is adapted from The Office of Neighborhood Safety's (ONS) Operation Peacemaker Fellowship that has been active in Richmond, California for the last nine years. A pilot program is a small-scale, short-term experiment that helps an organization learn how a large-scale project might work in practice (SearchCio). A good pilot program, such as GUNS, provides a platform for the Wisconsin DOC to test logistics, prove value and reveal deficiencies before spending a significant amount of time, energy or money on a large-scale project. The ONS has been successful with its "multidisciplinary, collaborative approach that combines intensive case management with nontraditional mentoring, along with other initiatives targeted specifically for their community" (Wolf, et al, 2015). They have provided support

to young men to keep them alive by helping them thrive, to reduce gun violence and provide services needed to change their lives and prevent them from becoming a victim. The ONS began in 2007, when Richmond was considered one of the most dangerous cities in the nation. Since 2010, the homicide rate has decreased significantly. The city recorded 16 homicides in 2013, the lowest it had been in 33 years (Wolf, et al, 2015). Of the participants in the mentor program in Richmond, 94 percent are still alive, 84 percent have not sustained a gun-related injury and 79 percent have not been arrested or charged for gun-related activity since becoming a participant (Wolf, et al, 2015). The intention is for Milwaukee, Wisconsin to adapt the program to its specific needs, reach its intended audience and lead participants and the community to a safer, healthier and more fulfilling life.

A study that evaluated the success of the program in 2008 showed that the average monthly count of gun homicide incidents decreased by approximately 35 percent during the time the program was in place in California (Braga, 2008). The monthly average dropped from 2.9 gun homicides to 1.9 during the intervention period (Braga, 2008). The analysis demonstrated that the mentoring program was associated with an overall 42 percent decrease in the monthly number of gun homicides and that other California cities did not experience a drop, suggesting that the reduction was associated with the peer-mentoring program (Braga, 2008).

Kaiser Permanente hospitals conduct needs assessments every three years to guide their Community Benefit. Kaiser Foundation Hospital (KFH) Richmond service area covers the western portion of Contra Costa County and the majority of the area is urban. The total population as of 2013 was 242,277 which represents 24 percent of the population of Contra Costa County (Kaiser Permanente). Richmond consists of 45.7 percent non-Hispanic whites and 19.2 percent African Americans (Kaiser Permanente). The 2013 community needs assessment prioritized, in order, the community health needs requiring the most attention. They include:

- Violence prevention
- Local, comprehensive and coordinated primary care
- Economic security
- Asthma prevention and management
- Affordable community-based mental health services
- Healthy eating
- Safe outdoor spaces
- Exercise and activity
- Local specialty care for low-income populations
- Affordable community-based substance abuse services

According to CityRating.com and based on FBI crime statistics, “the city violent crime rate for Richmond in 2010 was higher than the national violent crime rate average by 181.65%...In 2010 the city violent crime rate in Richmond was higher

than the violent crime rate in California by 158.04%” (Kaiser Permanente). The homicide rate in the Richmond service area is 24.9 per 100,000, which is over three times higher than the Healthy People 2020 target of 5.5 (Kaiser Permanente). The vast majority of deaths from homicide have been in the African American community. Almost 30 percent of the population in the Richmond service area lives on incomes that are below 200 percent of the Federal Poverty Line (Kaiser Permanente). Many neighborhoods experience much higher rates, with 50 percent living below 200 percent of the poverty line and over a third of residents living below 100 percent (Kaiser Permanente). Violence creates stress in communities and the stress of being exposed to violence and/or living in fear of violence has negative implications for mental health outcomes. Since mental health conditions and poverty are risk factors for gun violence, this type of environment negatively influences the lives of so many.

Both Milwaukee and Richmond have high rates of gun violence and homicide that disproportionately affect their African American communities. Richmond and Milwaukee have similar poverty rates, each almost 30 percent (Kaiser Permanente). Both cities also suffer from high homicide rates, with Richmond at 24.9 per 100,000 and Milwaukee at 24.2 per 100,000 (Kaiser Permanente). Richmond houses almost half as many residents as Milwaukee yet they experience similar problems such as violence, gangs, poverty, unemployment and racism. Both cities recently conducted a community needs assessment and developed health priorities requiring urgent action. Even though the cities

geographically are different, there were several commonalities among their concerns for their residents. Violence prevention, improved primary and mental health care and affordable alcohol and drug abuse services were among the top priorities for both cities.

Peer-mentorship programs help to influence young adults who may already be desensitized to the effects of gun violence, which leads to increased use of guns to resolve problems. Youth and young adults who live in areas of high crime, such as Milwaukee, often times feel the need to carry a weapon to feel safe, secure and protected. Younger individuals who witness others using guns learn from observed behaviors in the community. People who live in Wisconsin are fearful of the violence epidemic that has struck their community. Gun violence has put a strain on Milwaukee's economy, costing \$2.9 billion in direct and indirect costs (Kirkby, 2015). That figure includes the financial and psychological tolls taken when a bullet forever alters the lives of victims and shooters alike (Kirkby, 2015). Residents of Wisconsin will spend a significant amount of money each year to keep perpetrators in prison as well as pay for their supervision once they are released. Milwaukee has seen a cultural acceptance of violence, reduced property values and increased costs to keep the public safe (Kirkby, 2015). Programs such as GUNS could help to change this acceptance of violence and give community members hope for a safer neighborhood.

### *Implementation Phases*

It is essential for programs to be implemented in phases to allow for intentional planning and success. By implementing in phases the program can ensure the activities match each stage and that there is time to prepare for the activities and challenges that may be faced in the next phase of implementation. This will help to reduce wasted time and resources and allow for a smooth transition from phase to phase. Benchmarks will be created to ensure implementation remains on track and each stage is successfully completed before moving to the next.

Table 5: Phases of Implementation

<b>Phase</b>	<b>Activities</b>
Planning & Design	Recruit and train research team Recruit and train mentors Develop and test questionnaires and interviews IRB approval Recruit participants
Data Collection	Analyze participate records Provide questionnaires Conduct interviews Enter data into program
Data Analysis	Quantitative analysis Translate and transcribe themes Qualitative analysis
Dissemination	Quarterly and annual reports

	<p>Journal article submissions</p> <p>Community meeting</p> <p>Presentation of results to participants</p> <p>Targeted media and community campaign</p>
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### *Outputs & Outcomes*

Outputs detail what the GUNS program intends on providing throughout the program for each participant. The outputs include:

- To provide the skills, tools and guidance so that each participant can obtain a job.
- To provide referrals to services and programs specific to each participant's needs.
- To improve self-sufficiency and decrease risky behaviors.
- To provide mentoring and guidance to create social networks.
- To provide a monthly stipend to those who meet requirements at the 4 month check-in and each month thereafter to incentivize retention and participation in the GUNS program.
- To volunteer in the community to improve its safety and increase gun violence awareness.

An outcome is the result of the activities in which the program engages.

Outcomes inform what the program will measure and what effects it has on the lives of the participants. The outcomes the program seeks to accomplish

include:

- 60 percent of the participants will be employed within one month of their release date from MSDF.
- 50 percent of the participants referred to services will utilize them.
- 85 percent of the participants will successfully complete the program.
- Each participant volunteers in the community for at least 8 hours each week.
- Each participant attends 90 percent of required meetings and trips.
- Gun violence rates, arrests, injuries and deaths are reduced by the end of the first year.

In order for a participant to complete the twelve month program successfully, he must gain employment, remain employed throughout the program, avoid being arrested for gun-related charges, handover all his firearms, attend required meetings and trips and achieve goals listed on his life map. Upon completion of the program, each participant will be awarded a certificate of completion from the GUNS program and asked to reapply for a second year. If the participant decides not to reapply, their mentor will contact him every three months for the next year. This follow-up creates an opportunity for the mentor to touch base with the participant and make sure they are living a gun-free life and are staying on track.



### *Data Collection*

Data will be collected from the following sources:

- The National Violent Death Reporting System on rate of firearm deaths (intentional and unintentional) for the state and country.
- The Milwaukee Police Department on number of firearm-related arrests, local shootings, homicides involving a firearm, robberies and demographics of those involved.
- The Milwaukee Secure Detention Facility on number of convictions for gun-related offenses, length of conviction and recidivism rates.
- The GUN program on number of participants who obtained employment or internship, number of months employed, program retention rate, number of referrals made and kept, amount of monthly stipends given and number of required meetings and trips completed.

Data will be collected on each participant to include demographics, arrest history, education, socioeconomic status, family information, reason for gun use and where they received the gun. Each participant will be asked to answer a questionnaire before and after the completion of the program to better understand how their attitudes and behaviors towards guns changed, how well the program was received and how much it affected their life. Data will also be collected on new arrests among the participants as well as overall crime rates, arrests, injuries and deaths caused by firearms over the course of the program's implementation phase. There will be several site visits to gain insight into the

office's daily operations, observe activities such as staff meetings, document program implementation strategies and conduct interviews (NCCD). Interviews with staff, participants, law enforcement officers and representatives of community-based organizations were conducted in order to better understand and document the implementation of the program. The document review includes sources of existing data and documentation, such as policies and procedures of the GUNS program. This information will help the Wisconsin DOC determine if the program was a success, its positive impact, costs, lessons learned and ways to make improvements should the program continue.

### *Evaluation & Dissemination of Findings*

The GUNS program will prioritize the collection of data on services rendered and client outcomes, using rigorous data collection methods. In order to truly explore the effectiveness of the program it will be recommended that the GUNS program seeks additional funding for a quasi-experimental design to evaluate the effectiveness of its intervention strategies and establish the program as an evidence-based violence prevention program focused on reducing gun violence. The goals of the process evaluation are to provide the Wisconsin DOC with recommendations for improving the efficiency and effectiveness of the GUNS program, describe the next steps for further evaluation, document the impact in the community and the lives of the participants and to provide a framework for an outcome evaluation. The process evaluation will track and describe how the program works, who it serves and the activities it provides to a targeted

population. This information will be used to develop strategies for program improvement in the future. The data from interviews will be analyzed using a qualitative approach in which data is transcribed, coded and analyzed for key themes. Quantitative data will be analyzed using descriptive statistics. The outcome evaluation will examine the outcomes of the program and explore relationships between the intervention and the changes experienced by the participants.

The findings will be disseminated to the Wisconsin Department of Corrections, Milwaukee State Police Department, Milwaukee Secure Detention Facility in the form of quarterly newsletters and a final report. The community will also be notified of the program and its progress in an effort to engage various stakeholders including community businesses, leaders and individuals for support. There will be quarterly updates provided to the Milwaukee Journal Sentinel newspaper and relevant issues will be discussed in a town hall meeting before and after the program. Positive findings will be used to gain support for continuing the program. As the program shows success other cities in Wisconsin may start similar programs to expand its influence and provide the Wisconsin DOC an opportunity to measure broader benefits, statewide.

The GUNS logic model can be found in Appendix B.

## Conclusion

According to the Wisconsin DOC's 2016 Recidivism after Release from Prison Report, recidivism rates over the most recent release years have remained relatively stable (Tatar & Jones, 2016). The report found that males recidivated at a consistently higher rate than females, younger offenders (aged 20-29) were more likely to recidivate compared to older offenders, black offenders had slightly higher rates than white offenders, half the offenders who recidivated did so within the first year following their release from prison and high risk offenders demonstrated the highest recidivism rates (Tatar & Jones, 2016).

Table 6: Recidivism Rates by Follow-up Period

<i>Recidivism Rates by Follow-up Period</i>		
<u>Release Year</u>	<u>Follow-up Period</u>	<u>Recidivism Rate</u>
<b>2013</b>	<b>1-year</b>	<b>14.5%</b>
<b>2012</b>	<b>2-year</b>	<b>25.1%</b>
<b>2011</b>	<b>3-year</b>	<b>31.3%</b>

Source: Wisconsin Dept. of Corrections

The Wisconsin DOC's report further exemplifies the need for the GUNS program in the city of Milwaukee. The GUNS program targets those at highest risk for recidivism by recruiting participants who are young African American men prior to them being released from prison and requires them to start the program the week they are released. This is a critical time to capture these men who may otherwise

be released and commit another act of violence and either harm themselves or someone else.

## Description of the Organization

The Wisconsin Department of Corrections is requesting funds from The Joyce Foundation. The Wisconsin DOC seeks to reduce delinquent behavior and restore a sense of safety to victims and the community, while achieving excellence in correctional practices. The Wisconsin DOC is the largest state agency that operates 36 adult institutions and facilities with 10,000 employees statewide. They are responsible for almost 500 juveniles committed by the courts to secure state juvenile facilities. Their main goal is to reduce recidivism, the rate at which offenders are convicted of new crimes after they finish their sentences.

The Wisconsin DOC's mission is to:

- Protect the public, our staff and those in our charge.
- Provide opportunities for positive change and success.
- Promote, inform, and educate others about our programs and successes.
- Partner and collaborate with community service providers and other criminal justice entities.

In addition to their mission, the Wisconsin DOC holds themselves to their core values that include, holding each other accountable to one another and the citizens of Wisconsin, to do what is right both legally and morally, to recognize employees as the department's most important resource, to value safety for their

employees, people in their charge as well as the citizens they serve and to expect competence and professionalism in their communications, demeanor and appearance. With the mission and values as a guide, the DOC is able to provide a correctional system that balances protection of the community, accountability and competency-building for responsible and productive community living.

The MSFD is committed to the successful reintegration of offenders to the community, focusing on accountability, programming and a high level of collaboration with community partners. MSDF opened in 2001 and is a medium-security correctional facility located in downtown Milwaukee. The facility accepts offenders 24-hours-a-day and they have an intake booking/objective classification process closely resembling that of a county jail. The facility houses offenders who have violated their community supervision, are pending investigation of the alleged violation and long-term convictions. MSDF has a capacity of 1,040 offenders with an average stay in the general holding cells of 67 days and up to several years for convicted inmates. MSDF is unique in that they provide programming and collaboration with the community to meet the needs of offenders and enhance successful reintegration back into the community while improving public safety.

The programs offered at the facility meet many of the offender's needs while they are incarcerated. However, once they are released, young men lack the guidance and resources needed to live a more productive and less violent life.

The Wisconsin DOC wants to continue providing programs to offenders after being released to help decrease their chances of recidivism, which often occurs due to lack of support and skills required to manage a new way of life. The Wisconsin DOC wants to create additional partnerships and strengthen existing ones to increase awareness of the gun violence affecting Milwaukee and to create sustainable programs and services that focus on gun violence prevention and reduction.

## Itemized Project Budget

The Wisconsin DOC is requesting a total of \$205,670 from The Joyce Foundation to develop and implement the GUNS program. The total program cost for year one is \$258,670. The Wisconsin DOC will contribute \$17,000 to cover the salary of the Program Manager and reports published in the Milwaukee Sentinel Journal. An additional \$15,000 will help to cover the participant's health care costs incurred at Ministry Health Care centers, matching the \$15,000 the center plans to contribute. The MSDF works closely with the Wisconsin DOC and has donated \$6,000 to fund for financial assistance that participants can use for such things as GED testing, obtaining a driver's license and school applications. All trips and activities are funded by donations made from local agencies, faith-based organizations, businesses and individuals who are dedicated to reducing gun violence in Milwaukee and making their neighborhoods a safer place.

The GUNS program plans to financially sustain this project in the future by continuously engaging the community and local agencies and organizations to gain their support for additional funding. Several of the budget items, such as tablets, tablet cases, the purchase of the data collection program and mentor training are all first year costs that will not be subject to each year going forward. Community fundraisers and events will be held twice a year to raise awareness about the program and its impact on the community to raise money for the program's trips and activities. As participants obtain employment, many will also receive health insurance through their employer, reducing the amount of money spent by the program to cover health care costs. The GUNS program will seek additional federal, state and local funding each year.

Table 7: Year One Budget Plan

<b>Items</b>	<b>Description</b>	<b>Requested Grant Funds for this Item</b>	<b>Other Funds for this Item</b>	<b>Total Cost for this Item</b>
Salary	Program Manager: Provides oversight in the development and implementation of the GUNS program; Submits quarterly and annual reports documenting	\$0	\$15,000	\$15,000



	program outcomes, successes and barriers			
Salary	Program Coordinator: Provides administrative support to staff; Coordinate proposed program activities	\$25,000	\$0	\$25,000
Salary	Mentors (10): Serve as the front line workers who interact daily with the participants and the community; Provide guidance, support, skills building and case management	\$120,000  (\$12,000 x 10)	\$0	\$120,000
Supplies	Tablets (10): Device used by the mentors to input data, link, track and monitor each participant's actions	\$3,000  (\$300/tablet x 10)	\$0	\$3,000
Supplies	Tablet Cases (10): Used to protect the tablets while being used in the field	\$100  (\$10/case x 10)	\$0	\$100

Supplies	Program for Data Collection: The program downloaded to each tablet to store, collect and manage all participant information and data	\$5,000	\$0	\$5,000
Communication	Verizon Wireless Activation and Data Package Monthly Fees per tablet: Activation fee and monthly fees associated with each tablet in order to have 4G wireless connection	\$3,720 (\$30 wireless activation/ tablet x 10 tablets= <b>\$300</b> ; \$10/month/ line x 10 lines= <b>\$1,200</b> ; \$185/month data package = <b>\$2,220</b> )	\$0	\$3,200
Communication	Milwaukee Sentinel Journal: Cost to print quarterly updates about the program progress and preliminary findings	\$0	\$2,000 (\$800 x 5 articles)	\$2,000
Health Services	Ministry Health Care: Agape Community Center	\$30,000	\$30,000	\$60,000

	is its subsidiary; It is a leading network of hospitals, clinics and many other health-oriented organizations that have agreed to care for the needs of the participants regardless of insurance statues			
Training	Mentor training sessions	\$7,500  (\$750/mentor)	\$0	\$7,500
Travel Expenses	Mileage Reimbursement: The IRS Standard Mileage Rate for 2017 is 53.5 cents per mile	\$5,350	\$0	\$5,350
Financial Assistance	Assist participants with the costs of obtaining GED, driver's license, school applications, medications	\$0	\$6,000  (\$200/ participant)	\$6,000
Meeting Space	Rent space from Agape Community Center: The room is used for mentors	\$6,000  (\$500/month)	\$0	\$6,000

	to meet and work with the participants in a safe environment			
<b>Program Totals:</b>		<b>\$205,670</b>	<b>\$53,000</b>	<b>\$258,670</b>

## Key Project Contacts and their Qualifications

*Silvia Jackson*

*Reentry Director, Wisconsin Department of Corrections*

*GUNS Program Director*

Ms. Jackson runs the Wisconsin DOC reentry program and is responsible for crime reduction, fewer victims, reduced state and local criminal justice costs, and most importantly, safer families and communities. She has experience working closely with partner agencies to ensure program participants are engaged and supported in services. She has developed and facilitated strategies for community education and awareness. She has strong administrative and organizational skills including budget development and management, grant administration and reporting. She will serve as the central point of contact between the GUNS program and the Wisconsin DOC. She is responsible for overall leadership and oversight of the GUNS program as well as program management, budgets, community and partner relationships and writing and

submitting required reporting. Additional responsibilities include case management, outreach strategies, strategic planning, staff and training and maintaining regular communication with staff members and mentors.

*Shelby A.B. McCulley*

*Director of Management and Budget, Wisconsin Department of Corrections*

*GUNS Program Coordinator*

Ms. McCulley has numerous years of experience in personnel and program and policy management. She is responsible for overseeing the preparation of the budget and to evaluate the effectiveness of the program and its policies and procedures. She will oversee and assist in program development, implementation, goal-setting, performance measurement, information management, and policy research. She will help to oversee the budget monitoring process for all meetings. Additional responsibilities include gathering, ordering and distributing resource materials, to plan meetings, process reimbursements, assist with general office duties, attend and keep minutes for all necessary trainings and meetings.

*Tristan D. Cook*

*Director of Public Affairs, Wisconsin Department of Corrections*

*GUNS Communication Specialist*

Mr. Cook has experience with evaluation of strategic communication plans at the Department of Corrections that has helped to advance the department's brand identity and broaden awareness of its programs and priorities. He has developed the ability to enhance meaningful relationships with targeted, high-level external audiences and to develop and refine "core" messages to ensure organizational consistency. He is able to achieve tangible outcomes in a competitive communications environment. He will provide overall coordination, leadership and ongoing support to both the program director and coordinator as well as community leaders, mentors, stakeholders and other agencies. He will oversee communication planning and implementation while acting as the liaison between the GUNS program and various community partners, businesses and leaders. He will identify common agendas, track progress, stay up to date on emerging issues, opportunities and share information and resources with the program director.

*Phil Collins*

*Chief, Program and Policy, Wisconsin Department of Corrections*

*GUNS Program Evaluator*

Mr. Collins has 39 years' experience in law enforcement, management and data systems, managing state criminal history databases, firearms background checks and state message switch systems in addition to juvenile corrections, offender management data and risk assessment systems. He has the skills to evaluate

programs and determine their effectiveness within the correctional system. He will oversee all aspects of evaluation and will work with the project director to ensure that the project evaluation activities support the needs of the project, including meeting required performance measure reporting as well as quality assurance efforts and building capacity within the project. He will also provide process and outcome evaluation services, including consultation, technical assistance and training. He will develop and identify instruments to measure program implementation and outcomes. He will lead a team of assistants and volunteers in collecting and entering data. Additional responsibilities include performing qualitative and quantitative data analysis, interpreting findings and writing evaluation reports for various audiences.

*Megan Jones*

*Director, Research and Policy Unit, Wisconsin Department of Corrections*

*GUNS Research Coordinator*

Ms. Jones has experience providing statistical information in offender population, program performance indicators, and policy impact analysis. She will be essential in the planning, implementing and evaluating of program operations. Her skills allow her to support a department-wide strategy to implement evidence-based practices through data driven policy development and research. She will assist the lead research and evaluation specialist in data collection and analysis as well as assisting in writing and developing visuals for final dissemination of results of

the GUNS program. She will help coordinate responsibilities among the student volunteers with data entry and training.

### *Mark Levine*

#### *Contractor*

#### *Data Analyst*

Mr. Levine has over 25 years' experience analyzing and reporting data for various organizations and research studies. He is responsible for data preparation, descriptive and inferential statistics and reporting data quarterly. He is responsible for writing the quarterly reports and disseminating them to the appropriate audiences. He has experience with developing and documenting database structures that integrate various measures, checking data for accuracy, creating graphics and developing reports.

### *Graduate Student Interns*

#### *Volunteers, University of Wisconsin-Milwaukee*

Graduate students who are majoring in public health, epidemiology or other related degrees will be recruited to assist in the collection, analysis, evaluation and reporting of data. They will contribute to the program by completing a defined analysis and dissemination project related to the project's evaluation plan. They



will assist the research and evaluation specialist as well as the communication specialist in various tasks.

### *Mentors*

#### *GUNS Program*

Mentors will be hired to work independently with participants to assist in resolving problems with housing, education, welfare, unemployment, crime prevention, substance abuse and other domestic issues. The mentors will coordinate comprehensive health care and social support services as well as arrange and/or provide transportation for appointments. Mentors will work with the participants to develop a life map and program contract at the start of the program and to organize case management forms, files of participant records and ensure data is entered into online data system. They will also help to inform the community about gun violence and the GUNS program to bring awareness to community leaders and members.

### *Ronald K. Malone*

#### *Warden, Milwaukee Secure Detention Facility*

Mr. Malone has held various positions within the Wisconsin DOC since 1998. He held numerous leadership positions in various types of correctional institutions and has created partnerships within the community to address issues facing

offenders, staff, and the community. His leadership and communication skills will be key when communicating with offenders and the community about the benefits of the program. Those skills will also be helpful when developing partnerships and requesting funding to sustain the program. With his extensive experience and interactions with offenders in correctional facilities, he will be able to provide insight on ways to encourage them to participate in such a program.

See Appendix C for the GUNS organizational chart.

## Board Members

The Milwaukee Regional Community Advisory Board has representatives from MSDF (including various levels of staff represented), Felmers Chaney Correctional Center, Marshall Sherrer Correctional Center, Milwaukee Women's Correctional Center, Division of Community Corrections and Division of Juvenile Services, along with representatives from various criminal justice, community and faith-based agencies and organizations.

The Milwaukee Regional Community Advisory Board is used to enhance public education about the Department of Corrections and more specifically MSDF. The board provides communication with the community and has the opportunity to advocate and secure support for issues that are important to their operations (DOC).

The functions of the Community Advisory Board are to (DOC):

- Act as liaison between MSDF and the surrounding community.
- Keep informed of policies, programs and conditions relative to MSDF.
- Provide relevant information to the community and encourage community interest and involvement in the facility.
- Take action as appropriate to further the purpose of the Board.

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**Appendix A: Life Map**

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**LIFE MAP**

A life map helps to organize your goals and the actions needed to achieve them. The goal of a life map is to help visualize the steps you need to take in order to reach the goals you have chosen to set for yourself during the year long program. Refer back to this weekly to make sure you are following the steps needed and are on target for reaching the goals.

My goals for the future:

Goal	Complete Goal By (Pick a date)

You already have talents and skills that can help you reach your goals. Write them down below:

1. \_\_\_\_\_
2. \_\_\_\_\_

3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

There are skills and knowledge that you still need to learn in order to reach your goals. Write down what you plan to learn in order to accomplish your goals.

When you reach them cross off the list below.

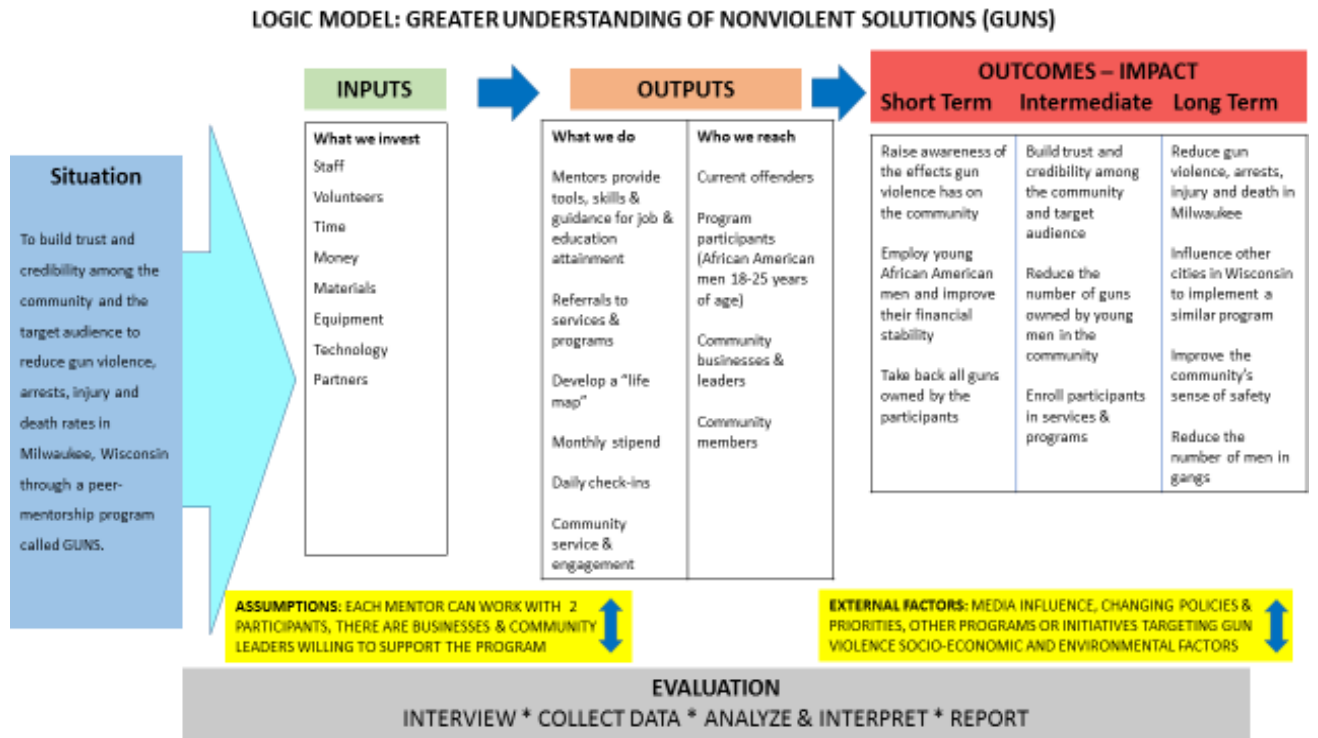
1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

When you aim to reach a goal, it is helpful to make a list of steps that you need to take in order to accomplish them. List each step and notes about how each step will help you. When you're done check the step off.

Step	Why	Completed (Date)



## Appendix B: GUNS Logic Model

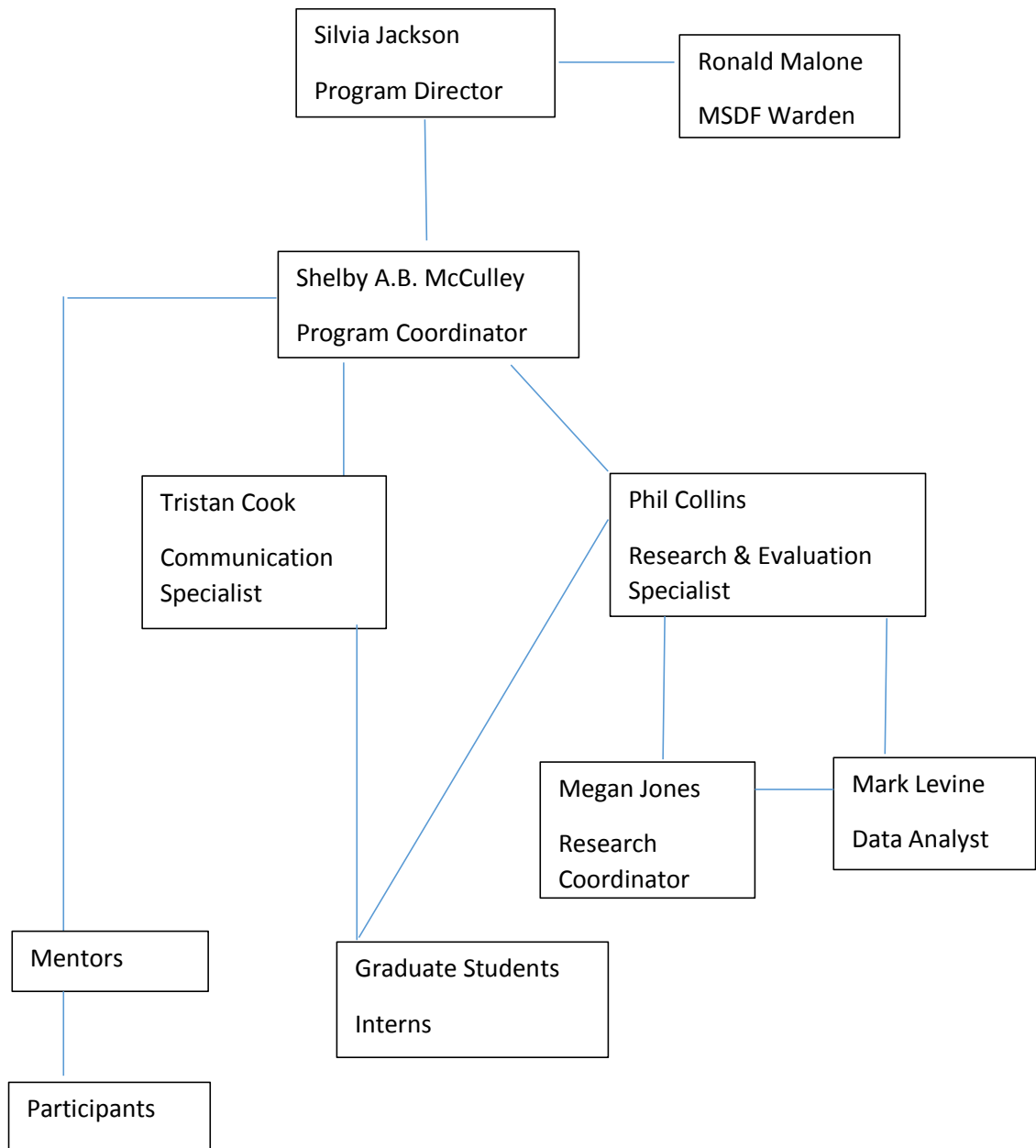


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**Appendix C: GUNS Organizational Chart**

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**Greater Understanding of Nonviolent Solutions Organizational Chart**





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