

A background image of the Chicago skyline at sunset, with a blue and red geometric overlay at the top. The skyline is silhouetted against a warm, orange and yellow sky. The foreground shows a park with green trees.

Citywide Strategic Plan to Address Gender-Based Violence and Human Trafficking

Progress Report

July 2022 – March 2023

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LETTER FROM THE MAYOR



I am deeply proud that my administration was able to publish the City's first-ever strategic plan to address gender-based violence and human trafficking. When I became Mayor, though the City had a strong response to domestic violence, there was little to no footprint to adequately address sexual violence, workplace violence, or human trafficking outside of the criminal legal system. It did not take long for me to recognize that this was sorely insufficient and a disservice to many individuals and families across our great city. Not to mention the antithesis to our overall efforts and commitment to reducing violence in all communities.

With the Strategic Plan, we set out to change the way City government addresses this form of violence and supports the residents who need it most. Together, we achieved better outcomes for our communities in a variety of ways. We began by increasing the capacity and expertise of City departments and sister agencies to address gender-based violence through comprehensive training that over 12,000 City employees have participated in. We enhanced the coordination among violence prevention and intervention efforts by convening key stakeholders and the City's first-ever Survivor Leader Working Group. We analyzed and reformed policy that perpetuates or creates opportunities for gender-based violence by passing key legislation to protect bodily autonomy, conduct pay equity audits across City government, and enact a 12-week paid parental leave policy for all City employees for both birthing and non-birthing parents.

Every person in our city, no matter their circum

stances or how they identify, deserves to feel respected, loved, and safe in their own homes, communities, workplaces, schools, and places of worship. So often we hear that some people are more vulnerable than others to gender-based violence and human trafficking. It is important for me to underscore and reiterate what is outlined in the strategic plan: a person's identity does not perpetuate violence. It is the discrimination, oppression, and marginalization of people based on their race, gender-identity, sexual orientation, and/or immigration status that perpetuates violence. Unfortunately, horrific policies are becoming increasingly prevalent in our country, marginalizing trans children, denying a woman's right to choose, and censoring language and readings due to racist and homophobic beliefs. These regressive policies will never be enacted or tolerated in Chicago. We have always been and always will be a welcoming city, and we pride ourselves on the diversity of those who call Chicago home.

Together, we have formed deep community partnerships and built incredible momentum in our city to address gender-based violence. Today and every day moving forward, it is vital that we recognize the strength, resilience, and beauty of our communities and use it as an inspiration to fight that much harder to fully support them. It is my hope and expectation that this work continues to illuminate the path towards a better, safer, and more equitable Chicago.

In this final progress report, I want to thank you for your commitment to our residents and the overall safety of our city. I hope that you too will feel a sense of pride as you read about the accomplishments in this report, but that you don't let this progress slow down. There is still more to do to ensure that every resident of Chicago lives and works in the safe and inclusive city that they deserve.

In solidarity,
Mayor Lori E. Lightfoot

A handwritten signature in black ink that reads "Lori E. Lightfoot". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

LETTER FROM DIRECTOR OF GBV STRATEGY & POLICY



Three years ago, the COVID-19 pandemic unearthed dark truths about the experiences of survivors of gender-based violence (GBV) and underscored the gaps in the safety net that reduced chances of safety and well-being for individuals, families and ultimately communities.

When the Mayor asked me what we need to do, I stated, “something different.” As such, we set out to rewire the systems to be better equipped at addressing GBV. What we had been doing was insufficient and the opportunity before us was to bring Mayor Lightfoot’s vision of being bold and impactful to life. We brought experts to the table to co-design solutions together. Many times, we were told *“this is my first time at City Hall,”* or *“our organization has never been invited to the table with the Mayor before”* by leaders who have been serving their communities for decades. We ensured representation across historically oppressed groups and centered their voices and proposed solutions in our efforts to better serve survivors. We listened, we partnered, and though we did not do everything perfectly, one thing we did learn is that how solutions are developed is as important as the solutions themselves.

This approach remained true as we got to work implementing the Strategic Plan and continued to expand on who was at the table. Creating space for survivors to have a voice and access to City Hall is one of the proudest moments of my tenure here. Fostering shared power is a critical step in creating safer and more equitable communities.

Experiences of GBV do not happen in a vacuum and in fact are fueled by poverty, racism, misogyny, disinvestment in communities, sexism, xenophobia, and transphobia. As such our efforts have not solely focus on one system, one experience, or simply investing in services – though that is critical. It takes a whole-of-government approach that requires micro and macro solutions that directly address these root causes.

Indeed, it is the only way we will create communities where survivors can thrive and the cycle of violence, trauma and poverty is broken. That vision seeps into every strategy, initiative, and policy outlined in the Strategic Plan.

In partnership,

Darci Flynn

Director of GBV Strategy & Policy

A handwritten signature in black ink, appearing to be 'D. Flynn'.

Executive Summary:


In September 2021, Mayor Lori E. Lightfoot published the city's first-ever **Citywide Strategic Plan to Address Gender-based Violence and Human Trafficking**. This two-year plan seeks to build a whole-of-government approach to address gender-based violence and human trafficking (GBV/HT) by first acknowledging the historical and systemic roots found at the intersection of racism and gender inequity; and second by building solutions-driven, trauma-informed strategies in partnership with community leaders, survivors, and City officials to create a safer, more equitable and inclusive Chicago.

The first progress report was published in August 2022, and this current report covers the period of July 2022 through March 2023. Since the last report, the City has been hard at work continuing intentional engagement with community partners and survivors to ensure we are meeting immediate and direct needs of survivors, their families, and communities. In August 2022, the Mayor's GBV Strategic Plan Implementation Task Force ("Task Force") met in person for the first time for a whole day retreat. As a result of that day, the Task Force has stood up three key subcommittees and the City has launched the first ever Survivor Leader Working Group to center survivor voices in the entirety of our efforts to address GBV/HT.

CITY OF CHICAGO VISION TO END GENDER-BASED VIOLENCE & HUMAN TRAFFICKING


Create a culture of safe, inclusive and supportive communities that fosters an equitable Chicago that is free from gender-based violence and human trafficking (GBV/HT)






SHIFTING CULTURAL NORMS

Help develop awareness and outreach materials such as a citywide campaign and to develop preventative measures and programming to be implemented in the community.




CREATE ALTERNATE RESPONSES

Help the City adequately expand the safety net available to survivors, ensure community-based responses are grounded in best practice and are trauma-informed, and help to design an ecosystem that is easy to navigate for survivors.



DV COORDINATED RESPONSE

Assist the City in designing what a DV Crisis Coordinated response program needs to look like to ensure survivors are met with immediate, trauma-informed community-based services.

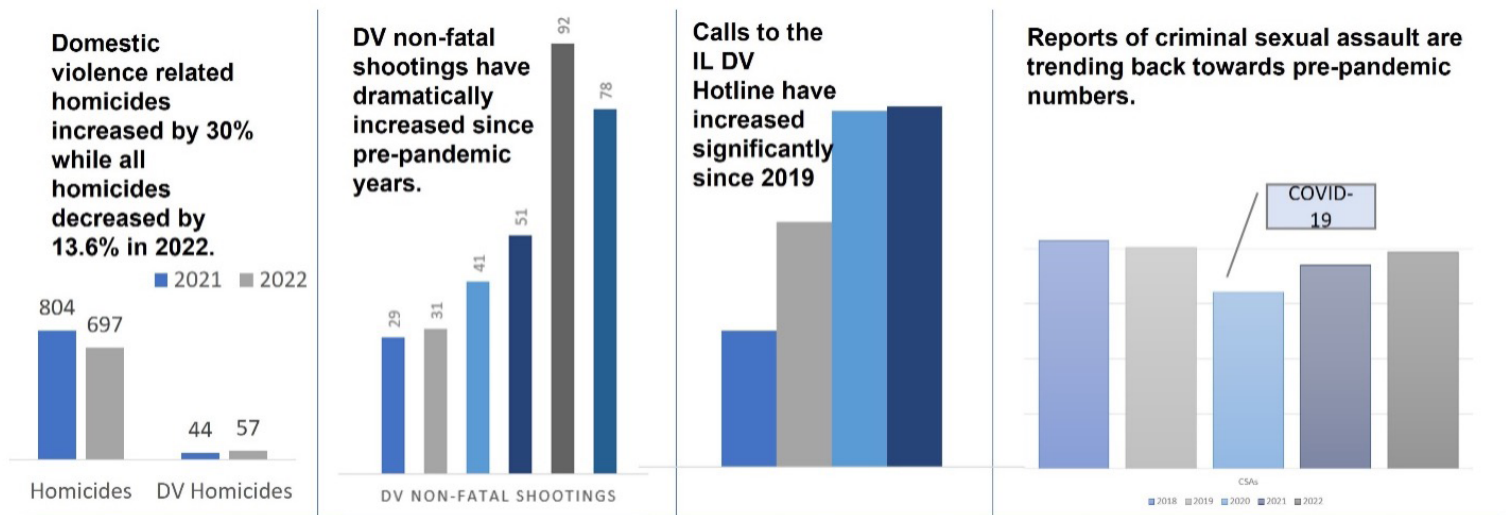


SURVIVOR LEADER WORKING GROUP

Survivor-led group that seeks to amplify survivor voice in the implementation of the City's strategic plan

The work led by the subcommittees will further the progress made to date in operationalizing the over 150 key strategies outlined in the Strategic Plan. To date, the City has focused on funding critical services through the [Chicago Recovery Plan](#) that directly and indirectly address the pervasiveness of GBV/HT. Departments have increased capacity, conducted and received trainings, and begun collaborative efforts to ensure our response is trauma-informed and sufficient to meet complex needs in each community. Importantly, this work has not taken a one-size-fits all approach and instead we have been hyper focused on communities and specific needs based on demographic and geographic make-up of survivors.

The comprehensive approach is critical as we see incidents of gender-based violence on the rise across the city --- with domestic violence homicides and non-fatal shootings significantly increasing compared to pre-pandemic years; criminal sexual assault reports trending back up to rates from prior to the start of COVID-19 stay-at-home orders; and calls to both 911 and the Illinois DV Hotline are at historic highs.



Pillar	Accomplishments (July 2022 – March 2023)
<p>Increase capacity and expertise within City departments and sister agencies to address gender-based violence and human trafficking</p>	<ul style="list-style-type: none"> ✓ Launched a mandatory comprehensive GBV and workplace harassment training program for all City employees led by Futures Without Violence (FUTURES) ✓ In 2022, over 12,000 City employees received general training on gender-based violence and/or human trafficking ✓ Partnered with the Chicago Therapy Collective to provide ongoing training and technical assistance in support of the City becoming an inclusive workplace for Trans individuals ✓ Secured funding with a grant to the Mayor’s Office for People with Disabilities (MOPD) to build capacity within the disability community to identify and serve survivors of sexual violence ✓ Surveyed City-funded service provider agencies on their knowledge of and capacity to address gender-based violence and human trafficking
<p>Enhance coordination of GBV/HT prevention and intervention efforts among city departments and with key stakeholders</p>	<ul style="list-style-type: none"> ✓ Convened the City’s first Survivor Leader Working Group ✓ Created a coordinated and collaborative table to meet the complex needs of residents of Parkway Gardens ✓ Developed subcommittees of the GBV Task Force to further the implementation of the Strategic Plan with community partners
<p>Improve law enforcement response to gender-based violence</p>	<ul style="list-style-type: none"> ✓ Provided an 8-hour curriculum on GBV to all Chicago Police Department members ✓ Partnered with the Cook County Human Trafficking Task Force to revise training on human trafficking for new recruits ✓ Engaged community partners on a draft sexual misconduct policy for CPD members ✓ CPD signed onto to the 30x30 Initiative to advance and support the success of women in policing

Pillar	Accomplishments (July 2022 – March 2023)
<p>Create alternate responses to GBV/HT outside of the criminal justice systems</p>	<ul style="list-style-type: none"> ✓ Released all five Requests for Proposals (RFPs) under the Chicago Recovery Plan to expand the safety net for survivors (see below) ✓ Launched the largest City-funded cash assistance program for survivors ✓ Allocated permanent supportive housing for survivors in the Department of Housing’s Qualified Action Plan for the first time
<p>Lead efforts to collect, analyze and use data and research to enhance GBV/HT and intervention efforts</p>	<ul style="list-style-type: none"> ✓ Launched 211 in Cook County that supports residents in connecting to critical services and resources ✓ Developed outreach and engagement plans to address the high rates of domestic violence in Auburn Gresham and Chatham
<p>Shift cultural norms on what constitutes GBV/HT and its acceptability</p>	<ul style="list-style-type: none"> ✓ Partnered with artist Damon Lamar Reed to display his work, Still Searching, at City Hall as part of the UN Women’s 16 Days of Activism Against GBV
<p>Analyze and reform policy that perpetuates and/or creates opportunities for GBV/HT</p>	<ul style="list-style-type: none"> ✓ Passed key legislation to protect the bodily autonomy of all residents and individuals seeking care in Chicago ✓ Mayor Lightfoot signed an Executive Order calling for a bi-annual pay equity audit across City government to address any racial or gender disparities in the workforce ✓ Enacted paid parental leave for 12 weeks for all non-sworn employees for both birth and non-birthing parents



Figure 1: Women leaders are honored as part of Women's History Month as Mayor Lightfoot signed a proclamation at City Council. From left to right: Jennifer Welch, Planned Parenthood; Nicole Robinson, YWCA Metro Chicago; Mayor Lightfoot; Felicia Davis Blakely, Chicago Foundation for Women; Sharmili Majmudar, Women Employed

HISTORIC INVESTMENTS TO SUPPORT SURVIVORS

As part of the [Chicago Recovery Plan](#), Mayor Lightfoot tripled the City's funding to support the safety net for survivors of gender-based violence by investing \$25 million in the 2022 budget (to be spent by 2026). These investments were informed directly by the GBV Advisory Committee consisting of over 30 community-based organizations, survivors, and City officials and backed by evidence-based research to maximize impact. The services funded include:

Emergency Financial Assistance A one-time payment of \$1,000 to meet the needs of survivors of domestic violence, sexual assault, stalking, harassment and/or human trafficking.

Rapid Re-Housing Up to 24 months of rental assistance and support services for survivors of domestic violence, sexual assault, stalking and/or human trafficking. This funding will reach up to 175 households.

Legal services Expanded the budget from \$180,000 to \$3.8 million to support direct legal representation for survivors in family court, criminal or civil court, immigration, and other legal remedies available to them.

Victim services for young people Support services for young people who have witnessed GBV or experienced GBV themselves. This is the first time the City has invested in these services and believe this to be critical in breaking the generational cycle of violence and trauma in communities.

Prevention education Development of curricula and materials to inform individuals and communities to help prevent GBV.



Figure 2: Mayor Lightfoot joins City leaders and partners at a press conference following the passage of the 2023 City Budget

Chicago Recovery Plan Investments



Emergency Financial Assistance

Direct cash to support survivors' immediate needs such as transportation, childcare, or emergency medical costs

\$4.4M



Rapid Re-housing + Supportive services

Rapid re-housing to support up to 175 households and additional funding to support services for survivors who receive Emergency Housing Choice Vouchers (HCVs)

\$4.2M



Legal Services

Legal representation and administrative legal support for survivors of gender-based violence including but not limited to criminal justice advocacy, family law, and/or immigration

\$3.8M



Victim services for young people

Wrap-around services to support young people (0-17yo) who have been impacted by gender-based violence

\$4.4M



Prevention education

Tailored, culturally specific prevention education for both students and caregivers

\$1.1M

In 2023, an additional \$4.6 million was added to support emergency financial assistance, housing, and to create a crisis coordinated response to domestic violence.



Figure 3: Mayor Lightfoot delivers the 2023 City budget address to City Council (November, 2022)

TERM	DEFINITION
Gender-based Violence	<p>GBV is an umbrella term for a range of interpersonal violence including, but not limited to, sexual harassment, sexual assault, domestic violence, sexual exploitation, and human trafficking. Gender-based violence (GBV) disproportionately impacts women of color, indigenous women, transgender individuals and LGBTQIA+ individuals, immigrants, and people with disabilities. It is a human rights violation and a public health crisis. GBV is a form of discrimination and recognized as a manifestation of unequal power¹.</p>
Human Trafficking	<p>Human trafficking involves the use of force, fraud, or coercion to obtain some type of labor or commercial sex act².</p> <p>Labor trafficking is when individuals are compelled to perform labor or services through the use of force, fraud, or coercion. This can include instances of debt bondage, forced labor, and involuntary child labor through means of violence, threats, lies, and other forms of coercion to force workers to work against their own will. Common types of labor trafficking include people forced to work in the hospitality industry, in homes as domestic servants, farmworkers, and landscaping work.</p> <p>Sex trafficking is where individuals perform commercial sex through the use of force, fraud, or coercion. Minors under the age of 18 engaging in commercial sex are victims of human trafficking, regardless of the use of force, fraud, or coercion.</p>
Domestic Violence	<p>Domestic violence is a pattern of behaviors used to gain or maintain power and control. Domestic violence is not always physical abuse. Other forms of abuse can occur such as emotional abuse, verbal abuse, sexual violence, financial abuse, digital abuse, and stalking. DV can occur between romantic partners, parents, siblings, other family members, roommates, or caretakers.</p>

TERM	DEFINITION
Sexual Assault	Sexual assault refers to non-consensual sexual contact or sexual acts including, but not limited to sexual harassment, assault, abuse, exploitation, sharing explicit images without consent, or recording a sexual act without consent.
Sexual Harassment³	Sexual harassment means any (i) unwelcome sexual advances or unwelcome conduct of a sexual nature; (ii) requests for sexual favors or conduct of a sexual nature when (1) submission to such conduct is made either explicitly or implicitly a term or condition of an individual’s employment,, or (2) submission to or rejection of such conduct by an individual is used as the basis for any employment decision affecting the individual,, or (3) such conduct has the purpose or effect of substantially interfering with an individual’s work performance or creating an intimidating, hostile, or offensive working environment; or (iii) sexual misconduct, which means any behavior of a sexual nature which also involves coercion, abuse of authority, or misuse of an individual’s employment position.
Stalking	Stalking is an instance or pattern of behavior directed at someone that would cause a reasonable person to feel fear. Some examples of stalking behavior include repeated phone calls; following; unwanted gifts; damaging property; threats; and monitoring, either digitally or via physical systems, such as cameras and GPS.
Intimate Partner Violence	Intimate Partner Violence (IPV) can occur regardless of whether the individuals involved are/ were living together or not. This distinction is what separates it from the term Domestic Violence, which generally refers to violence occurring between residences within one single location. The term Intimate Partner Domestic Violence (IPDV) more specifically refers to the abusive behavior of residences of one single location who are in an intimate relationship with each other, in turn excluding family members or other residents living within the household who would fall under the broader term of Domestic Violence.

Strategic Plan Progress

July 2022 – March 2023





Increase Capacity

OVERALL GOAL: Build a holistic government response to GBV/HT by increasing knowledge and training, and convening inter-agency working groups to leverage resources, expertise, and successes.

Key Objectives:

1. City employees are knowledgeable about gender-based violence and human trafficking and they have the capacity to operationalize the key strategies within this plan
2. Departments are equipped and skilled to respond to gender-based violence/human trafficking in a trauma-informed and responsible way

Strategies:

- Mandate a suite of standardized training on GBV/HT for all City employees and Sister Agencies and leverage the expertise of community-based organization to develop the training
- Increase staffing capacity at Departments and Sister agencies to operationalize key strategies and action steps of this plan
- Create trauma-informed response protocols for all public-facing City departments
- Survey all public-facing delegate agencies on baseline knowledge and level of training on GBV/HT
- Equip Investigators (e.g., Commission on Human Rights, Department of Human Resources, Business Affairs and Consumer Protection, etc.) with trauma-informed care training and knowledge to identify indicators of and to respond to GBV/HT allegations or incidents
- Develop partnerships with philanthropic partners to hire and professionally develop dedicated fellows to support the work of the strategic plan
- Ensure all City employees who are mandated reporters receive training regularly and as required by State law
- Develop workplace safety plans within all City departments and Sister agencies.
- Develop a dedicated training for 911 telecommunicators to equip them with the proper tools and knowledge when taking GBV-related calls
- Departments/agencies funding social services will conduct a needs assessment of their portfolios to better understand scope of GBV/HT work across City-funded services and needs of additional programming
- Review procurement policies to ensure contracted agencies follow all elements of gender-based violence prohibition within criminal and civil law
- Widely disseminate information on the Illinois Victim's Economic Security and Safety Act (VESSA) for all City employees including information on resources in the community to support individuals in need of services

INCREASING KNOWLEDGE AND EXPERTISE BY HAVING THE CONVERSATION

A key objective of the Strategic Plan is to build a whole-of-government approach. To date, many City employees are equipped with the language and basic understanding of GBV. Departments are beginning to adopt an intersectional lens into their programs and policies in unprecedented ways. Departments have led, in partnership with many community-based subject matter experts, several trainings for their staff and delegate agencies. In 2022, over 12,000 City employees received general training on gender-based violence and/or human trafficking (GBV/HT).

In July 2022, The Bureau of Community Engagement, Racial Equity, and Strategic Initiatives (CERES) at the **Department of Housing (DOH)** invited 45 delegate agencies (DAs) to a comprehensive training on providing and connecting survivors of GBV with housing resources and policies around GBV through the lens of stakeholders. This training was led by the Network's Director of Housing Advocacy, Jaclyn Zarack Koriath, and over 80 attendees from DOH's delegate agencies participated in this training.

Additionally, The Network conducted training for housing providers within the Chicago Continuum of Care (COC) about how to work with survivors of GBV and the best practices to creating safe spaces and addressing inequities. The Network is a City funded provider through Technical Assistance – Citywide (TACIT) funded by the City of Chicago for organizations to provide expert-level support for residents and nonprofits.

MANDATORY COMPREHENSIVE TRAINING

Futures Without Violence (FUTURES) has been working with the **Mayor's Office** and the **Department of Human Resources (DHR)** to develop a plan to train City employees (excluding the Chicago Police Department) -- all 18,900 --- to under

stand gender-based violence and how it impacts the workplace. This program is the largest public sector training ever conducted on gender-based violence and harassment in the workplace. In the fall of 2022, FUTURES hosted five focus groups reaching a total of 37 City of Chicago employees across over 10 Departments. The purpose was to gather input from employees on their workplace, their baseline understanding GBV, what they see as challenges in addressing workplace violence and GBV, and to discuss potential solutions.

In March 2023, the training program began with a 1.5-day workshop with City Department Heads and Commissioners. Building on this workshop, the City will stand up an advisory body consisting of City employees, community-based organizations that serve survivors, and FUTURES to inform the full curriculum to be rolled out to supervisors and then all City government employees. There will be a pilot training with two departments in which supervisors and managers will be divided into cohorts and will go through eight 90-minute sessions over four months. The curriculum will then be revised based on feedback from the pilot phase and a full roll out of the training program to all supervisors and managers will begin. Following this phase, all City employees will begin receiving the training in similar 90-minute sessions across four months. The overall goals of the full training program include:

1. Realizing the impacts of trauma related to GBV on staff and residents
2. Recognizing how the elements of that trauma may manifest in our workplaces and how we as City employees may interact with residents who have experienced GBV
3. Responding with survivor-centered approaches that foster safety, stability, and well-being

TRANS-INCLUSIVE TRAINING AND CONSULTATION

Through investments made at DHR in the 2023 City Budget, the Chicago Therapy Collective (CTC) will be providing training and technical assistance to the Mayor's Office and DHR to first assess key organizational documents, policies, and procedures to better understand the current levels of Trans awareness and inclusion in the workplace. CTC will then help to revise policies and develop training material for employees and help implement this training. This work is critical to ensuring that the City of Chicago is an inclusive, safe workplace for all and representative of the residents to whom the government is accountable to ensuring that the City of Chicago is an inclusive, safe workplace for all and representative of the residents to whom the government is accountable.



Figure 5: Scheherazade Tillet, A Long Walk Home

LUNCH WITH A LONG WALK HOME

As part of the Mayor's Office monthly brown-bag lunch series for Mayor's Office Staff, Scheherazade Tillet, Executive Director and Co-Founder of A Long Walk Home, and Dr. Porshé Garner, Senior Administrator presented on their work, how young girls are impacted by GBV/HT and the significance of the R. Kelly trials on Chicago and the overall movement to address GBV.



Figure 4: Spectators of the 2022 Pride Parade in Chicago

INCREASING CAPACITY TO REACH UNDERSERVED BUT DISPROPORTIONATELY IMPACTED COMMUNITIES

In 2022, the Mayor's Office for People with Disabilities (MOPD) received a grant from the US Department of Justice (US DOJ) Office for Violence Against Women (OVW) through their *Training and Services to End Violence Against Women with Disabilities Grant Program*. This opportunity will increase MOPD's ability to reach and support survivors of sexual violence who also have a disability. Individuals with disabilities or those who are Deaf/hard of hearing may be more at risk of experiencing sexual violence for several reasons. For example, a caregiver for an individual with a disability may use their power to sexually abuse the individual and yet the individual may be dependent on the caregiver for their basic needs and on-going care. Additionally, people with disabilities are often not believed when they disclose abuse and may lack access to make a report in the first place. People with disabilities may experience barriers in accessing effective communication. For example, if a Deaf individual attempts to make a complaint, and an ASL interpreter request is denied, or worse, if the caregiver is utilized as an interpreter, this may prevent a Deaf individual from being able to report sexual assault. Further, many people with disabilities lack information on healthy sexuality as well as safe and healthy relationships. For someone who relies on a caregiver to touch them to provide care, this may be extremely challenging to understand appropriate versus inappropriate touching⁴. As such, this funding will be imperative to informing education and information sharing within systems utilized by people with disabilities and among individuals with disabilities as well⁵.

The goals of this project include:

- Develop a curriculum for other entities (government, non-profits) on how to serve survivors of sexual violence who also have a disability.

- Develop protocols for MOPD to identify and respond to violence against women with disabilities.
- Inform an outreach and education strategy to reach people with disabilities and their caregivers to ensure they understand what gender-based violence is and their rights.

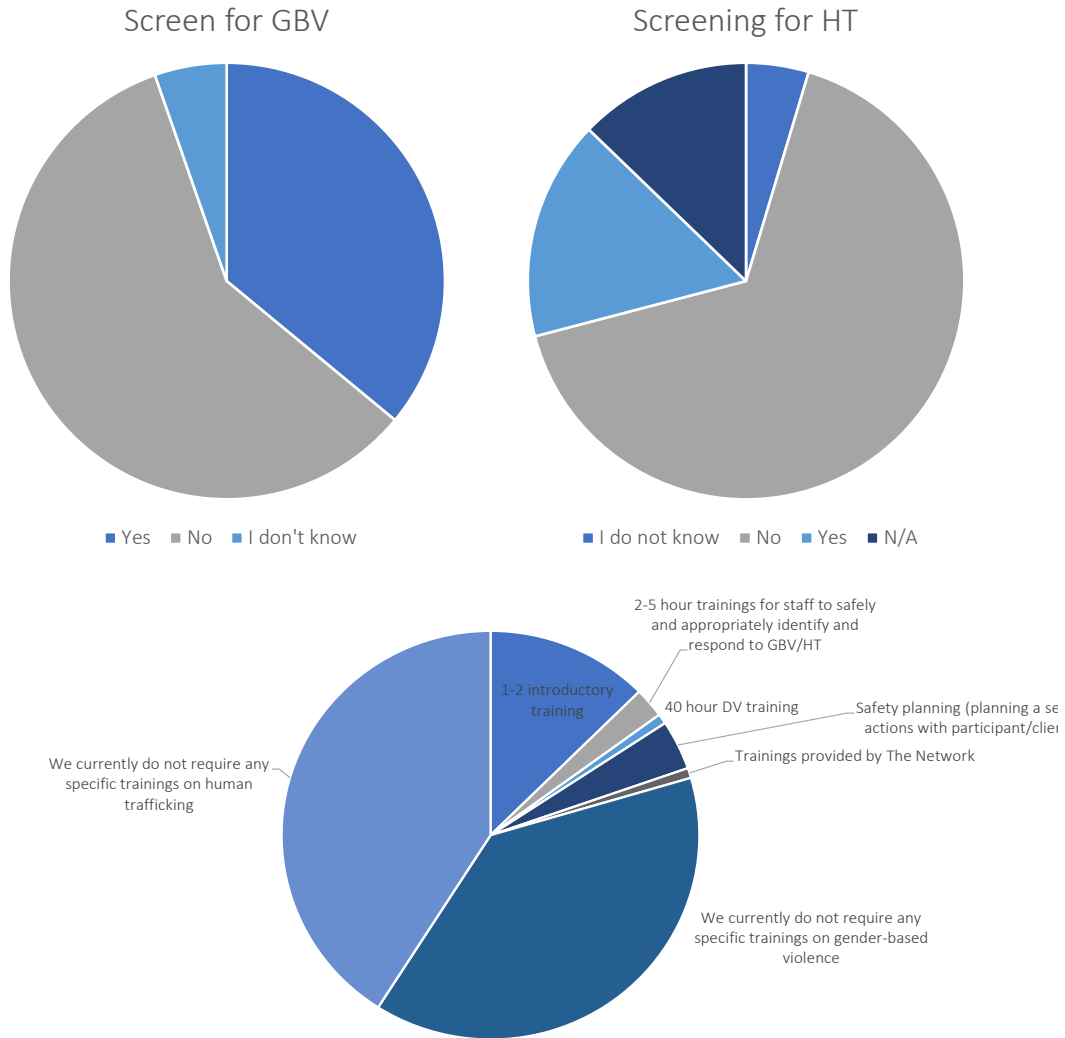


ASSESSING SOCIAL SERVICE AGENCY CAPACITY TO SERVE SURVIVORS

In order to assess knowledge and capacity to address GBV across all City funded social service agencies, the City disseminated a brief survey as a quasi-needs assessment. The City received 83 responses representing 61 organizations – 12 of which were GBV organizations; however, the City funds hundreds of delegate agencies. Therefore, this data is not sufficient to generalize across the landscape of all social service agencies in Chicago. Still, there were key takeaways from the results:

- Most organizations that completed the survey also receive State and/or Federal funding.
- Most organizations that completed the survey do not screen their client populations for gender-based violence or human trafficking.

- Most organizations that completed the survey do not require staff training on gender-based violence or human trafficking.
- GBV organizations typically require 40-hour DV or 40-hour sexual assault training with some providing training on human trafficking and mental health first aid.



This data is informing ways in which the City engages its delegate agencies including:

- Considering requiring training on GBV/HT for delegate agencies.
- Offering capacity building opportunities to support the social safety net’s ability to adequately identify and respond to survivors of GBV/HT.
- Providing resources and tools to help screen for GBV/HT and building partnerships across the social service sector to ensure survivors are met with trauma-informed services upon identification.



Enhance Coordination

OVERALL GOAL: Build trust and relationships between City Departments and community-based organizations and residents; leverage resources and expertise to inform innovative responses to GBV/HT between City government and community.

Key Objectives:

1. Inter and Intra-department/agency collaboration is improved and strengthened
2. City departments and sister agencies have strong partnerships with community-based organizations and leaders in the gender-based violence/human trafficking field(s) to better connect survivors and/or those who cause harm with services and supports

Strategies:

- Collaborate across Chicago Transit Authority (CTA) departments to determine what could be incorporated into gender-based safe riding initiatives and work alongside the UN Safe Cities initiative led by the Office of the City Clerk
- Widely disseminate information on GBV/HT related services within City government and across the city
- Develop pathways for community-based organizations and survivors to provide input and expertise across City government
- Create linkages between community partners and City government to better serve survivors (e.g., connecting GBV providers with substance-use providers)
- Conduct Inter and Intra-department training and shadowing to improve collaboration and cohesion across entities within city government thereby enhancing the response to GBV/HT
- Develop interagency agreements between key departments to foster collaboration and to articulate shared goals related to addressing and/or preventing GBV/HT
- Increase understanding of City departments/sister agency work among community partners and key stakeholders, including residents
- Educate GBV/HT community partners on all access points into the housing ecosystem and ensure understanding of resources available
- Partner with Federal agencies and community-based organizations on best practices to identify and respond to gender-based violence and/or human trafficking on public transportation
- Create a dedicated leadership structure within the Mayor's Office on gender-based violence to support coordination, oversee implementation of the strategic plan, and to support the work happening across the city related to GBV/HT through research, data and best practices
- Identify key points of contact within Departments to liaison with Mayor's Office and other departments/agencies to address GBV/HT
- Partner with Women Employed on a **study** to better understand how to foster and support employment pathways towards economic independence for domestic violence survivors

COMMUNITY-DRIVEN STRATEGIES AND SOLUTIONS

GBV IMPLEMENTATION TASK FORCE

Community-based organizations:

- The Network: Advocating Against Domestic Violence
- Resilience
- Youth Guidance, Working on Womanhood
- Wings
- The Dreamcatcher Foundation
- Healing to Action
- American Indian Health Service of Chicago, Inc.
- National Immigrant Justice Center
- Apna Ghar
- Center on Halsted
- Michael Reese Health Trust
- Chicago Foundation for Women
- The Salvation Army STOP IT Program
- Emmaus
- Legal Aid Chicago
- Healing to Action
- Mujeres Latinas en Acción
- A Long Walk Home
- Anixter Center

City departments:

- Department of Family & Support Services (DFSS)
- Chicago Department of Public Health (CDPH)
- Other departments join on an ad hoc basis

The Strategic Plan was co-designed by community partners, survivors, and City officials every step of the way. Since publication, the City has worked diligently and intentionally to seek expertise and advisement from community partners and survivors to adequately and equitably implement the over 150 strategies outlined in the plan. After the GBV Implementation Task Force met for the first time in person for a full-day retreat in August 2022, the City stood up additional subcommittees and expanded the tables to be as inclusive, diverse, and representative of the communities that are most impacted by GBV/HT. Currently, the subcommittees have identified the following priority areas:

Shifting Cultural Norms

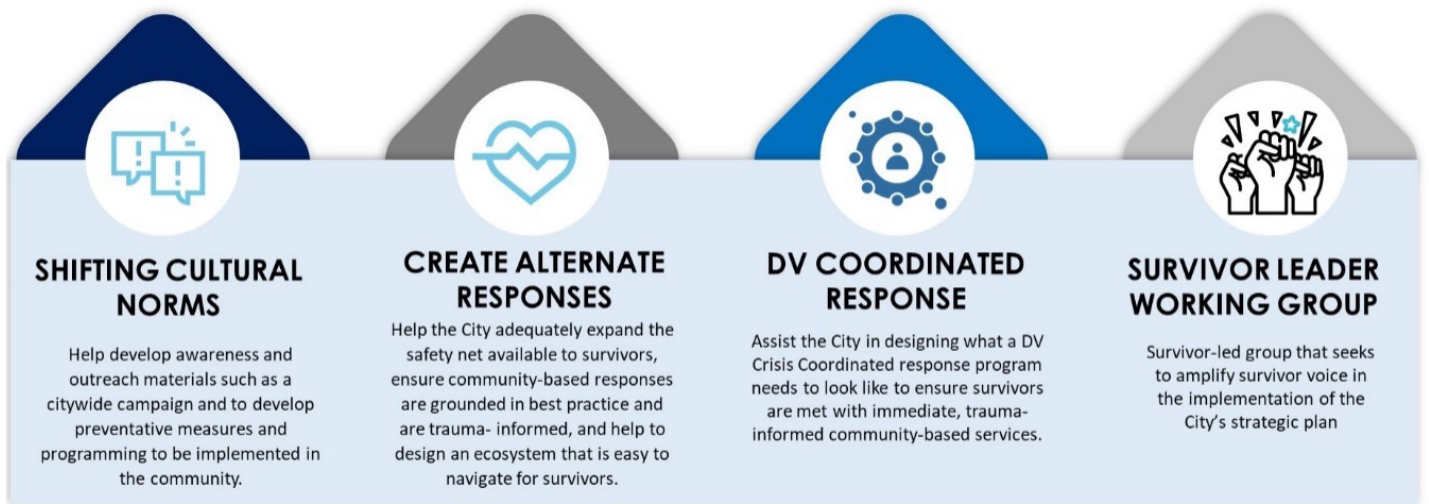
- Co-designing a toolkit for City departments to better address gender-based violence
- Developing curricula for Chicago Public Schools' Parent University on gender-based violence
- Informing on-going development of curricula for mandatory training for all City employees

DV Crisis Coordinated Response

- Identifying priority systems (e.g. "front doors") where survivors engage to better coordinate immediate crisis response to ensure safety and well-being

Creating Alternate Responses

- Exploring housing, particularly for marginalized populations such as LGBTQIA+ youth, restorative justice, and services for people who cause harm



AMPLIFYING SURVIVOR VOICE

Thanks to the generosity and ongoing support of the Michael Reese Health Trust, the City launched the first-ever *Survivor Leader Working Group* in March 2023. The City announced a public call for nominations and participants were selected by a review committee. Thirteen survivors will represent the inaugural Survivor Leader Working Group. The group will be survivor-led and all priorities for the work group will be set by survivors. Compensation will be administered by The Network: Advocating Against Domestic Violence.

Survivors are experts based on their own lived experiences. Their voices are often silenced through systems of oppression that have denied them the freedom to be believed and protected. If survivor's voices are not centered in the work we do, changes cannot come. Whether it is how to better our justice system, emergency response, or advocacy work, the perspective of a survivor is key. Their leadership and voices set a safe space for others to feel comfortable to come forward and share their experiences. It gives them a sense of hope that they are not alone in having survived GBV and provides them with a sense of community and added support systems. Survivors in positions of leadership also provide them with the opportunity to gain back their autonomy and builds back their confidence to make decisions without harmful barriers.

“Michael Reese is proud to support participation of those most impacted by GBV through the Survivor Leader Working Group. As part of our commitment to diversity, equity and inclusion, we are glad to facilitate the inclusion of lived expertise in this process. Listening to the voices and experiences of survivors ensures that implementation of the City’s Strategic Plan to Address Gender-based Violence and Trafficking will more effectively meet the needs of those it is meant to serve.” – Jennifer Rosenkranz, Program Director, Michael Reese Health Trust

CREATING SAFE AND EQUITABLE COMMUNITIES THROUGH A STRONG SAFETY NET FOR SURVIVORS AND THEIR FAMILIES Addressing GBV/HT

Parkway Gardens

For decades, Parkway Gardens (PG) has experienced the negative effects of systemic harms such as disinvestment, poverty, and lack of economic mobility. In 2022, the City reviewed data that identified significant rates of violence, namely domestic violence, and high rates of unemployment. As such, the Community Safety Coordination Center (CSCC) began leading the Parkway Gardens initiative since September 2022 by convening and facilitating weekly meetings with the Mayor's Office, City Departments, community partners, Alderman, and other stakeholders. The purpose of these meetings is to lead conversations around the needs of the PG residents and plan comprehensive supportive events and form partnerships to carry on these efforts. Action items have been identified to assure the success and safety of the community and its residents. This has included providing social service/resource connections, new resident engagement and support, offering High School Equivalency Classes, and offering a youth drop-in to address homelessness, and more. This collaboration has strengthened the work at Dulles Elementary that includes case management support for residents, and DV training provided to local community organizations by Family Rescue. The group has strategized to continue engaging with community members to target and prioritize new areas of need as new resources become available.

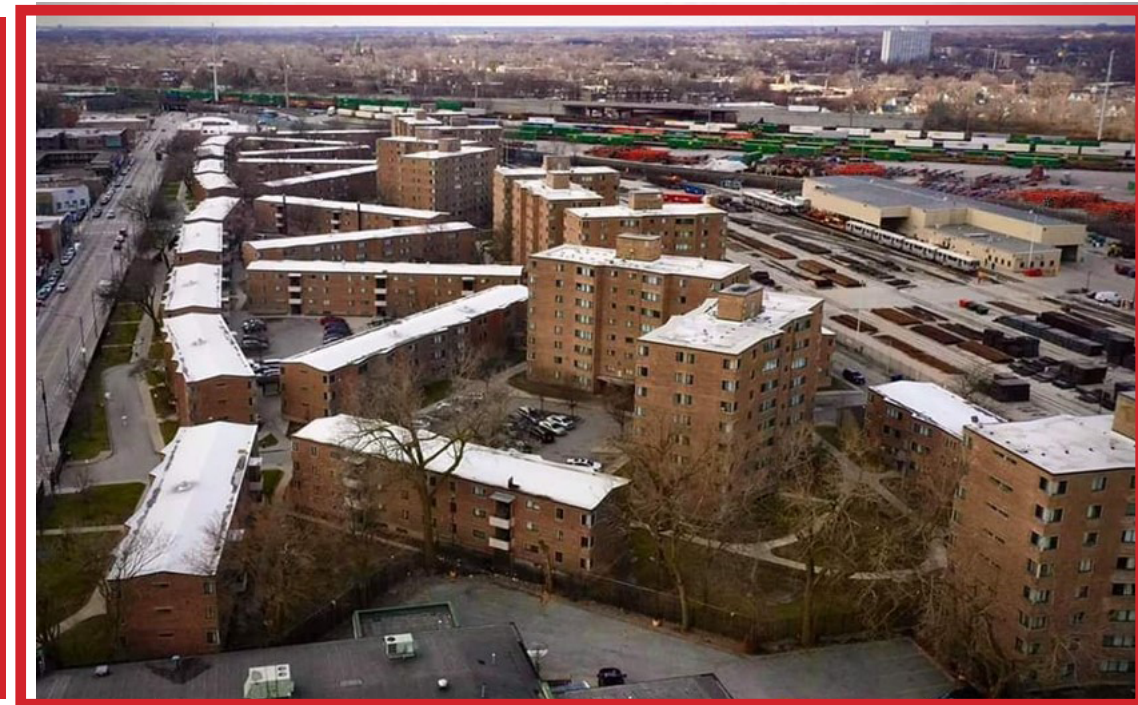


Figure 6: Aerial view of Parkway Gardens in Chicago



Improved Response

OVERALL GOAL: Ensure Chicago Police Department's (CPD) response to gender-based violence is rooted in best practices, trauma-informed, and survivor-centered care. Bridge gaps between community and CPD by partnering with community leaders and residents to reform policies, develop trainings, and inform community policing efforts.

Key Objectives:

1. Chicago Police Department's policies and practices are best-in-class and rooted in best practices and trauma-informed care
2. CPD's workforce reflects the demography of Chicago and is utilized efficiently and effectively to ensure public safety and adequate response (as outlined in Objective 1)

Strategies:

- Review, revise and improve training on domestic violence, sexual violence, stalking, human trafficking and trauma-informed care in partnership with community-based organizations and survivors
- Review, revise and strengthen policies, special orders, and directives related to domestic violence, sexual violence, stalking and human trafficking in partnership with community-based organizations and survivors
- Recruit and retain female-identified officers
- Include specialized detectives within CPD to lead investigations of human trafficking related cases for both adults and minors
- Improve language access and accessibility for Deaf or hard of hearing victims and ensure CPD adheres to their language access plan when responding to non-English speaking victims and/or offenders
- Review and revise practices on victim interviews and completing case reports for GBV/HT incidents utilizing [best practices](#) as developed by the International Association of Chiefs of Police
- Develop meaningful pathways for community and survivors to provide input on policies and practices that is intentional, welcomed and utilized
- Develop standard operating procedures that build in additional responsibilities for crime victim advocates, including involvement and decision-making power in constructing the initial response, subsequent implementation, and ongoing training and advocacy
- Strengthen partnerships between Chicago Police Department and community-based advocates to ensure survivors are met with immediate, trauma-informed services to meet their needs throughout and regardless of the outcome of the investigation of their victimization
- Work with CPD to assess the adoption of gender responsive training, policies, and procedures
- Review and revise processes to ensure that detectives are able to dedicate their time to investigating cases related to GBV/HT

INCREASE AND ENHANCED TRAINING FOR POLICE OFFICERS

Through a project funded by the Office for Violence Against Women (OVW) within the US Department of Justice (DOJ), CPD partnered with the National Police Institute (formerly the National Police Foundation) to develop a new 8-hour training on responding to domestic violence, sexual assault and stalking. This training was informed by focus groups with community-based organizations and survivors and began implementation in the fall of 2022. As of February 2023, 95% of the Department have been trained.

Additionally, the Cook County Human Trafficking Task Force has been partnering with CPD to review and revise the training on human trafficking that is provided to new recruits in the Police Academy. This partnership is also pursuing potential train-the-trainer opportunities and the development of an eLearning module on human trafficking for all members of the Department.

IMPROVE PROTOCOLS AND PROCESSES TO BETTER SUPPORT SURVIVORS

Advocates and legal partners brought concerns of the number of seemingly wrongful denials of U-nonimmigrant Visa Certifications to the attention of the Mayor's Office and CPD. Upon receipt of this information, the Mayor's Office immediately worked with CPD to identify the problem, create additional processes and accountability structures, and developed a plan to review all wrongful denials over the past year. For example, all denials of certification requests made by the Records Division will now be directed to the Law Department within CPD for a secondary review. Sergeants who are deemed certifiers by the Department and the Law Department continue to receive training from the National Immigrant Justice Center (NIJC) as part of the City's OVW funding. A revised U-Visa Certification Policy is being developed as a result of these efforts.

ACCOUNTABILITY AND REFORM

Per the Consent Decree, CPD engaged several community-based organizations to develop a draft Sexual Misconduct Policy. The policy was posted for public comment in December 2022 and will be published in 2023. The National Police Institute will develop curriculum for training for all CPD members (sworn and non-sworn) to accompany the new policy.

RECRUITMENT AND RETENTION

In honor of Women’s History Month, the **Chicago Police Department (CPD)** joined the [30x30 initiative](#) to advance the support and success of women in policing across the country. Accordingly, the Department pledges to advocate for women in policing and increase the representation of women in police recruit classes to 30% by 2030. Nationwide, women make up 12% of sworn officers and just 3% of police leadership. **Within CPD, women represent 25% of sworn officers and 27% of command staff leadership.** The Department also launched new programs to rehire former CPD officers and offer lateral hires for currently employed sworn officers from other law enforcement agencies. The rehire program will allow for sworn officers who have previously worked at CPD to come back under an expedited process. The lateral hire program establishes a process for sworn officers from other law enforcement agencies to join CPD while receiving credit for their law enforcement experience.

This March, the Department hosted the first graduation and promotion ceremony of the year, recognizing the city’s newest officers as well as 99 promoted Detectives, 29 promoted Lieutenants, and multiple recently promoted members of the Command Staff. Recruit Classes 22-2, 22-3, 22-4, 22-5 were made up of 275 graduates, more than a third of whom are women and more than 80% are people of color. The make-up of this latest group of graduates is part of CPD’s efforts to build a more diverse department reflective of the City of Chicago. Recruitment efforts continue, both here at home and across the country, to find the next generation of Chicago Police officers.





Strengthen Safety Net

OVERALL GOAL: Increase trauma-informed, culturally appropriate services outside of the criminal justice system for survivors by prioritizing Black and Indigenous communities/populations as well as LGBTQIA+ and people with disabilities who are disproportionately impacted by GBV/HT.

Key Objectives:

1. City of Chicago and community partners understand the needs of survivors and map those needs to current services and supports to help identify gaps and barriers to access
2. Survivors have access to a variety of trauma-informed, culturally appropriate services that ensure that individuals and families can connect to a strong safety net that promotes economic stability, safety, and well-being
3. Individuals who cause harm are held accountable through community-based interventions that seek to change behaviors, decrease violence and uphold accountability
4. Youth are centered in the design and implementation of services for survivors and families

Strategies:

- Conduct a needs assessment to better understand successes and barriers within GBV-related programs currently funded by the City of Chicago
- Survey survivors to understand their experience in navigating the system (e.g. housing, law enforcement, mental health) and to help improve service provision and accessibility
- Review and reform RFP processes utilizing a GBV/HT lens for social services, as appropriate, in partnership with community-based organizations
- Develop new program models driven by best-practice research and data
- Explore low-threshold services such as drop-in centers for individuals engaged in sex work or survivors of domestic violence who are not yet ready to leave
- Prioritize a one-stop-shop model to provide comprehensive services and seamless connections to service providers and city services for both adult and minor survivors of gender-based violence and human trafficking
- Support the mental health needs of survivors of gender-based violence and/or human trafficking and the young people in the survivor's life impacted by the violence
- Collaborate with street outreach teams focused on gun-violence to raise awareness about domestic violence and available services
- Evaluate CDPH's pilot for services for people who cause harm
- Expand existing and implement new opportunities for youth-designed programs/campaigns and youth-led advocacy related to GBV/HT
- Develop trauma-informed, age-appropriate and culturally specific services for young people who have witnessed and/or experienced inter-personal violence
- Conduct a Racial Equity Impact Assessment of all domestic violence programs funded by the City
- Convene local and national leaders on restorative justice practices related to intimate-partner violence to design a roadmap for Chicago to implement into the fabric of services and supports
- Learn from the City's alternate response to behavioral health crisis' and explore a non-police crisis response to gender-based violence related incidents

CREATING SAFE AND EQUITABLE COMMUNITIES THROUGH A STRONG SAFETY NET FOR SURVIVORS AND THEIR FAMILIES ADDRESSING GBV/HT

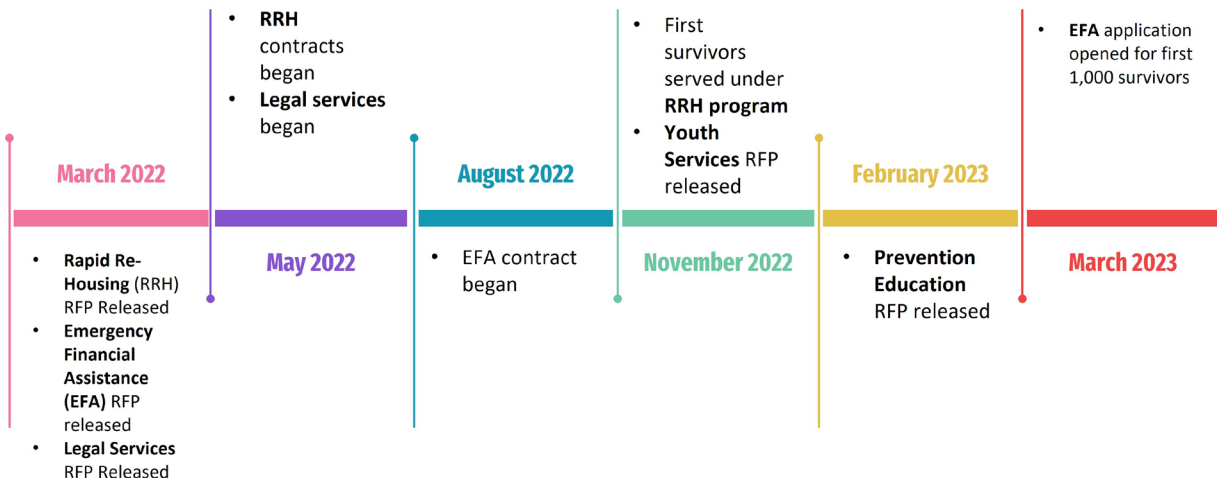


Addressing GBV/HT undeniably requires increasing services available to those most impacted as well as ensuring those who cause harm are held accountable and provided with support and resources to break the cycle of violence in homes, schools, workplaces, and communities. Beyond expanding the safety net to support those most impacted, we must continue to understand and address the root causes including poverty, racism, a broken immigration system, misogyny, and egregious attacks on bodily autonomy, including access to reproductive care and gender affirming care. A centerpiece of the Strategic Plan is that no one entity is going to solve this public health and public safety crisis alone. Rather, a whole-of-government approach is the only way we will create the strongest safety net for survivors and become the safest large city in the country.

Through the Chicago Recovery Plan, Mayor Lightfoot invested \$25 million to support survivors and their families. These investments are historic in that they not only tripled the budget dedicated to survivor support services in Chicago, but they expanded the footprint in which the City has to address GBV in all of its forms. Through these investments, the City now supports survivors of sexual assault, and human trafficking in addition to the investments in domestic violence that the Department of Family and Support Services (DFSS) has historically made.

To equitably design requests for proposals (RFPs) that were grounded in best practice and trauma-informed care, DFSS needed to increase staff capacity. In 2022, DFSS' Division on Gender-based Violence (formerly Division on Domestic Violence) expanded from four staff positions to seven. Once fully staffed, they worked quickly and diligently to publish all five RFPs. Additionally, the Mayor's Office was able to hire a policy analyst in August 2022 to support the implementation of the strategic plan including getting these investments into community.

These investments include new program models which the City has not previously funded. For example, DFSS released an RFP for **\$4.4 million** services for **young people impacted by gender-based violence**.



EMERGENCY CASH TO SUPPORT SURVIVORS

Research by the Centers for Disease Control and Prevention (CDC) estimates that the lifetime cost of intimate partner violence (IPV) for a female survivor is \$104,000⁶. Unfortunately, similar estimates for trans and gender non-confirming survivors does not currently exist. Still, we know that trans survivors experience intimate partner violence at a high rate than cisgender female survivors⁷ and that LGBTQIA+ individuals experience poverty at higher rates as well⁸. When adding in race and ethnicity and considering the racial wage and wealth gaps that persist, it is safe to estimate that the lifetime cost for survivors of color and those who identify as LGTBQIA+ is considerably higher.

Additionally, economic abuse is a common tactic used against survivors of domestic violence and other forms of gender-based violence leaving survivors with limited to no economic stability when leaving their harmful situation.

As such, in March 2023, the **Department of Family and Support Services (DFSS)** launched the Emergency Financial Assistance for Survivors of GBV program which is the largest cash assistance program for survivors in the country funded by a municipal government. This program provides \$1,000 unrestricted one-time payments to income eligible survivors. The program plans to serve over 5,000 survivors through Chicago Recovery Plan funds and City Corporate funds. The Network: Advocating Against Domestic Violence is administering the program through their Survivor Crisis Fund. In the first phase of 1,000 applicants:

- 44% identified as Hispanic or Latino
- 51% identified as Black or African-American
- 45% were from communities highly impacted by COVID-19
- 13% did not identify as heterosexual/straight

- The top five identified needs of survivors were rent, utilities, food, transportation, and toiletries/hygiene products.

CRISIS SUPPORT FOR FAMILIES IMPACTED BY GUN VIOLENCE

In addition to these GBV specific investments, the Community Safety Coordination Center (CSCC) and CDPH launched an [Emergency Supplemental Victims' Fund](#) for individuals impacted by gun violence, which includes victims of GBV. This pilot program supports victims who were shot in one of the four community areas:

- West and East Garfield Park
- Englewood
- West Englewood
- New City (Back of the Yards)

Funding can be used for funeral expenses, basic needs, and relocation costs.

INNOVATING SOLUTIONS-DRIVEN STRATEGIES TO ENSURE SAFETY AND WELL-BEING OF ALL RESIDENTS



Figure 8: Representatives from the Chicago Department of Public Health, the Chicago Police Department, and the Office of Emergency Management and Communications participated on a panel discussing lessons learned from the CARE Pilot

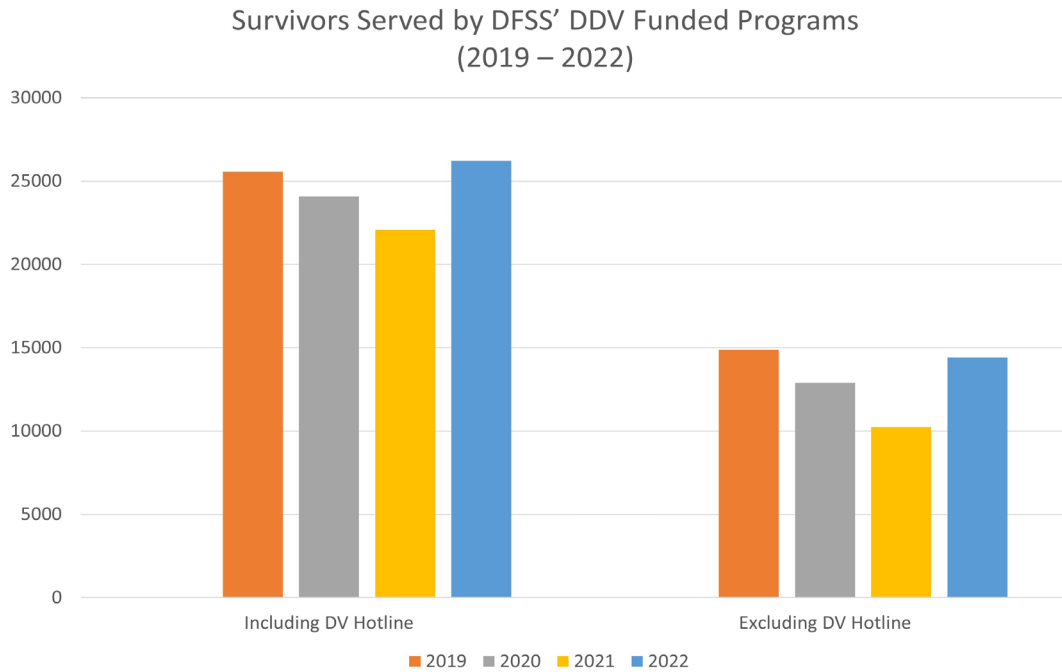
Coordinated Responses

A top priority of advocates and community partners who helped to co-design the Strategic Plan is to explore alternate responses to the criminal legal system to address GBV. As such, representatives from the [Crisis Assistance Response and Engagement \(CARE\)](#) team participated on a panel at the full day retreat of the Mayor’s GBV Strategic Plan Implementation Task Force where they shared an overview of the CARE program, successes, challenges, and lessons learned.

Additionally, through the 2023 City Budget, DFSS invested \$1 million for a pilot to create a domestic violence coordinated response. A subcommittee of advocates and experts are working with the City to help design who a more direct and immediate coordinated response should look like for survivors.

IMPACT OF CITY INVESTMENTS

Since 2019, the Division of Gender-based Violence at DFSS investments have served over 64,000 survivors⁹, not including calls to the IL Domestic Violence Hotline.



In 2022, DFSS’ GBV delegate agencies touched **14,414** points of services predominately for survivors of domestic violence (excluding calls to the DV Hotline).

<i>Program Model</i>	<i># of survivors served (2022)</i>	<i># of delegate agency contracts</i>
Counseling & Advocacy Services	5,798	21
Legal Services	1,202	3
Domestic Violence Multidisciplinary Team	1,768	2
Resource Information & Advocacy	2,313	3
Supervised Visitation & Safe Exchange	484	3
Child Survivor Services	1,751	1
Transitional Housing for HT Survivors	11	1
Domestic violence shelters	895	5
DV Rapid re-housing	20	1
GBV Rapid re-housing	11	1
GBV Legal services	161	4
TOTAL	14,414	45

HOUSING REMAINS A CRITICAL NEED

Since 2019, the City has funded 135 transitional housing units for survivors of domestic violence, sexual assault, and human trafficking and provided 50 hotel vouchers to survivors seeking emergency shelter. In 2022, there were 4,133 requests for shelter in Chicago made to the IL Domestic Violence Hotline.

The **Department of Housing (DOH)** manages the development of affordable rental housing by providing financing through the Low-Income Housing Tax Credit (LIHTC) program. DOH allocates LIHTC credits to developers in accordance with its Qualified Allocation Plan (QAP). For the first time, the **DOH** 2023 QAP includes a new priority tract to fund the development of permanent supportive housing (PSH). In addition, new requirements in the Architectural and Technical Standards Manual (ATSM) require trauma-informed design principles and elements be utilized for all new PSH developments. Within the PSH tract there is a priority for 10 units set aside for survivors of GBV and HT. In addition, the 2023 QAP includes updated language on ensuring compliance with protections under the Violence Against Women's Act (VAWA) Additionally, **DOH** included a requirement in the QAP for developers to create a VAWA Adherence Plan for when individuals (i.e. tenants) report GBV and will collect data on the annual owner certification to ensure on-going compliance with that plan and any future VAWA reauthorizations and guidance

Finally, to assist developers in understanding their duties related to GBV, DOH will be sharing a GBV PSH toolkit with all selected applicants.

The **Chicago Housing Authority (CHA)** helped to relocate 23 households between July 1 and December 3, 2022 to safer units due to domestic violence per VAWA protections.

DOH is also requiring all developers subject to the Affordable Requirements Ordinance (ARO) to adopt an Affirmative Fair Housing Marketing and Tenant Screening Plan (MTSP). In December 2022, the Policy Bureau at DOH released the MTSP Rules. Moving forward, tenants who are seeking to apply for an ARO unit may not be excluded based solely on their credit scores or credit history. DOH created a step-by-step assessment to assess the credit history of applicants – if the applicant is a survivor of domestic violence, dating violence, sexual assault, or stalking, they may not be denied housing on the basis of a negative credit or financial history, which is often a direct result of being a survivor. This is a critical step particularly for survivors who often have poor credit history as a result of their victimization.



**In 2022, there were
4,133 requests for
shelter made to the DV
Hotline in Chicago
19.6% increase from 2021**

SUPPORTING THOSE WHO CAUSE HARM

The City seeks to ensure that individuals who cause harm, in the context of intimate partner violence, are offered adequate services and support that are responsive to the individual as well as the family unit and/or communities impacted by the harm caused. As such, the **Chicago Department of Public Health** (CDPH) has funded (\$500,000 per year) a pilot program since 2021 that seeks to provide services to those who cause harm in intimate partner relationships. This approach centers survivor safety and voice in developing appropriate responses to the person who caused the harm. The focus is on accountability, safety, change, and the enabling of behavior change by also expanding a network of supports that may reduce harm and disrupt the cycle of violence.

The program --- referred to as Peace Within Chicago Homes (PWCH) --- is administered by Metropolitan Family Services. The goal of the program is to promote an intersectional approach to building safe and equitable communities beginning with Chicago Lawn, Englewood, South Chicago, and West Englewood. Participants come to the program from multiple external and internal sources to receive services that may include individual support, cognitive behavioral therapy (CBT), and restorative justice, all of which are trauma-informed and culturally sensitive.

During 2022, PWCH achieved several milestones including building a program model and began to see results of community outreach and engagement that led to new partnerships and participants being served.

Additionally, PWCH achieved the following:

- Developed and implemented a curriculum geared at addressing abuse in interpersonal relationships, increasing safety for all affected by interpersonal abuse, and addressing pain and trauma that may lead to persons who cause harm to use destructive interpersonal behaviors.

- Reached **145 individuals** across the 4 communities of West Englewood, Englewood, South Chicago, and Chicago Lawn through public facing workshops.
- Reached **26 participants across 10 groups** that addressed specific topics: Roots of Violence, Abuse/Violence in Relationships, and Healthier Relationships. This includes several follow-ups, engagement, and outreach efforts to ensure participation.
- Served **91 individuals** through Case Management services around needs or addressing barriers to participation in program activities.
- Hosted **52 community education events** that were geared towards prevention training.

The first phase of the external evaluation which is being conducted by Heartland Alliance and has primarily included programmatic and preparatory work to develop a theory of change for PWCH. This process will map specific activities and the expected outcomes of the funded interventions as well as the overarching theory and evidence-based approaches to this work.



Data Driven

OVERALL GOAL: Develop the necessary infrastructure to collect meaningful data on how the City is addressing gender-based violence/human trafficking, including how poly-victimization occurs among survivors; utilize research and current data to inform policies, programs, and investments.

Key Objectives:

1. The City of Chicago and partners understand—and make progress in addressing—the scope and prevalence of gender-based violence and human trafficking
2. City of Chicago has a transparent mapping/landscape analysis of City services, supports and programs related to gender-based violence/human trafficking

Strategies:

- Identify and review current data sets within City departments/sister agencies that include GBV/HT data points
- Organize data in a meaningful and streamlined way, including visualizations that are publicly available and discussed regularly with key stakeholders
- Track aggregated data on City’s use of IL Victims’ Economic Security and Safety Act (VESSA) policy to better understand lived experiences of City employees and to inform future City of Chicago Human Resource policies
- Develop data collection plans for all Departments with public-facing services and/or delegate agencies to better track and understand GBV/HT, including poly-victimization experienced by survivors
- Utilize the Healthy Chicago Survey as a data collection tool to understand experiences of residents regarding safety, gender-based violence, and human trafficking
- Issue regular progress reports that transparently depict current state and on-going progress towards this strategic plan
- Develop annual reporting tools for Departments and Sister agencies to utilize to depict ways in which City of Chicago is addressing gender-based violence and/or human trafficking
- Develop a resource directory that is easily accessible for survivors to utilize to navigate systems
- Build capacity and proficiency among delegate agencies to better screen for and collect data on gender-based violence and/or human trafficking
- Partner with a research organization to conduct a prevalence study on human trafficking
- Survey residents, community-based organizations and City Departments/agencies to gauge how the City is doing in addressing gender-based violence and human trafficking. Utilize results to improve implementation of this plan and development of future strategies

CENTERING EQUITY IN ADDRESSING GENDER-BASED VIOLENCE

In order to adequately address GBV in all of its forms, the City acknowledges that applying a gender and racial equity lens is critical. Providing the same for everyone is insufficient and only sustains the status quo, which undeniably excludes individuals who historically lack access to resources and opportunities due to systemic oppression.

We have a lot of work to do to achieve equity, but the City has made significant strides as a result of the Strategic Plan:

- ✓ Identified gaps in the safety net for young people impacted by gender-based violence and invested \$4.4 million to support low-barrier services, expanding who the City partners with and where to address GBV.
- ✓ The Community Safety Coordination Center (CSCC) stood up a community table for Parkway Gardens after data identified significant rates of violence, including domestic violence, high rates of youth experiencing homelessness, poverty, and unemployment.
- ✓ The City is developing intentional outreach and engagement strategies to address high incidents of domestic violence in Auburn Gresham and Chatham that will center community partners and residents *within* those community areas
- ✓ Requests for Proposals (RFPs) included prioritization for projects that sought to serve communities that are disproportionately impacted by gender-based violence by either focusing on geographic areas or culturally-specific services
- ✓ Understood significant negative impacts facing domestic workers during the pandemic who are predominantly women of color and invested in direct cash assistance for thousands of domestic workers through the Chicago Resiliency Fund 2.0. The City also provided funding for community-based outreach and engagement in 2022 and 2023 to inform domestic workers of their rights at work
- ✓ Created the City's first Survivor Leader Working Group to amplify the voices of survivors to inform the City's efforts to address GBV

The City frequently utilizes data to drive policy and programmatic decisions including how and where we invest in communities (see Pillar 2 on Enhanced Coordination for examples). This is critical to ensure we are equitably serving communities which are most impacted by GBV/HT.

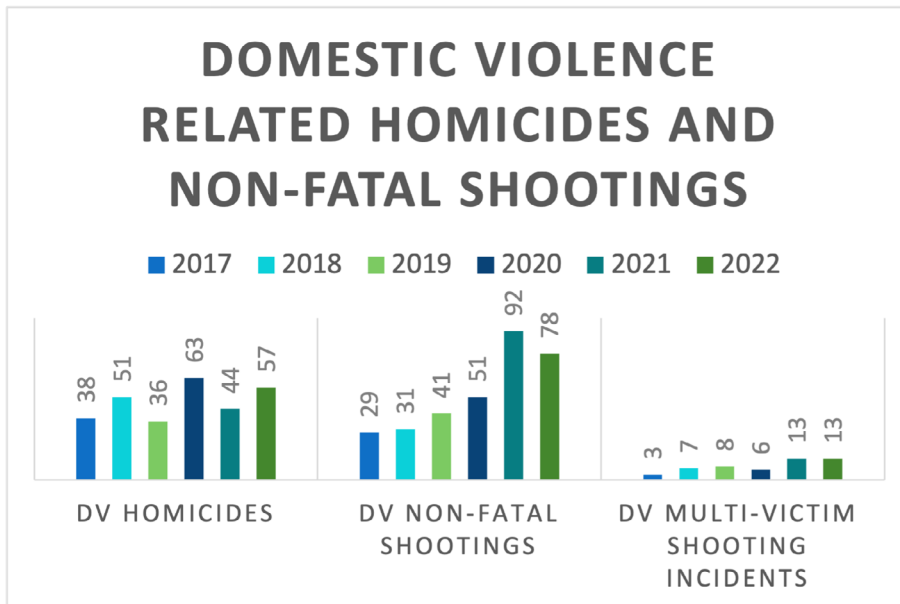
A common data point that we have are reports to law enforcement. **Importantly, reports of GBV to law enforcement do not depict the full picture of victimization given that many victims do not file a police report due to fear, shame, not understanding that they were a victim of a crime, and many other reasons.** As such, the following data is not representative of the full population of victims of GBV in Chicago.

VICTIMS OF GENDER-BASED VIOLENCE IN NEED OF EMERGENCY SERVICES/SUPPORT

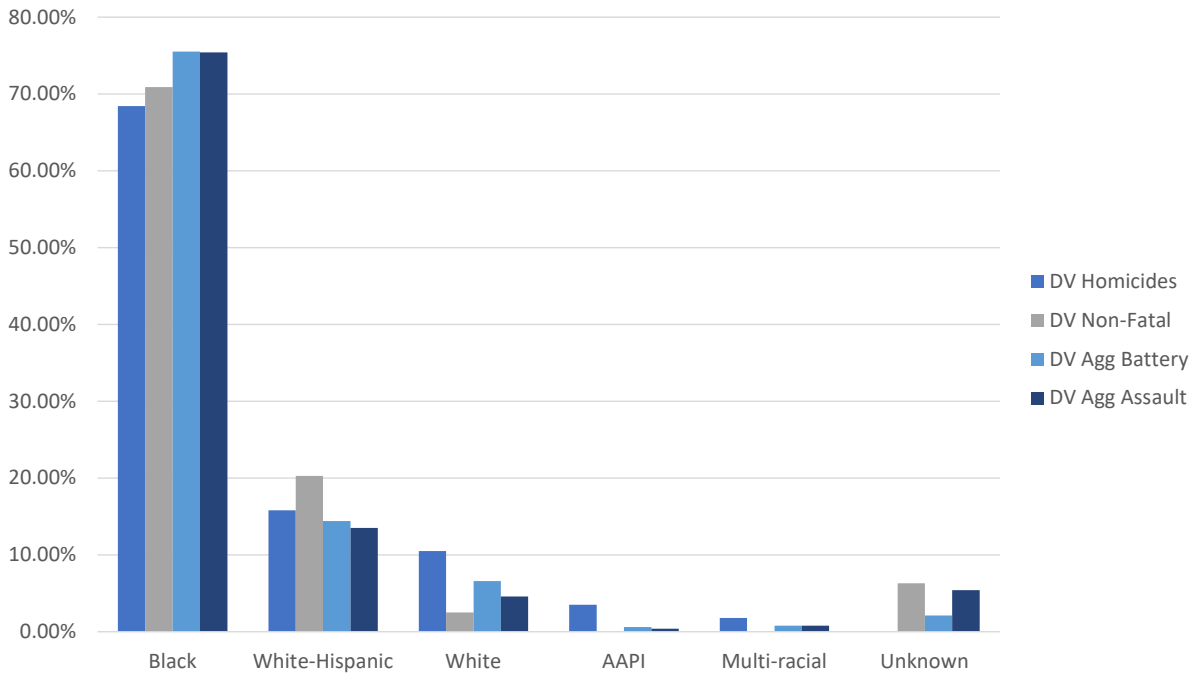
Domestic Violence Reports to the police

In 2022, the Chicago Police Department (CPD) received over **190,000** domestic related calls for service¹⁰, an 8.5% decrease compared to 2021. Roughly 48% of case reports between 2018-2022 for domestic violence were intimate partner violence related, 21% were between family members, 1.2% involved caretakers or roommates; and 18.6% had another or unknown relationship¹¹.

The rate of fatal and severe domestic violence is on the rise across Chicago. Although Chicago experienced a 13.59% decrease in homicides across the city in 2022, there was **a 29.5% increase in domestic violence related homicides**. Since 2017, Chicago had the 2nd most DV homicides in 2022 and experienced a 58% increase from the lowest point in the past five years (2019 had 36 DV homicides). Though DV non-fatal shootings decreased slightly from 2021 to 2022, the number of incidents has skyrocketed since 2017¹².

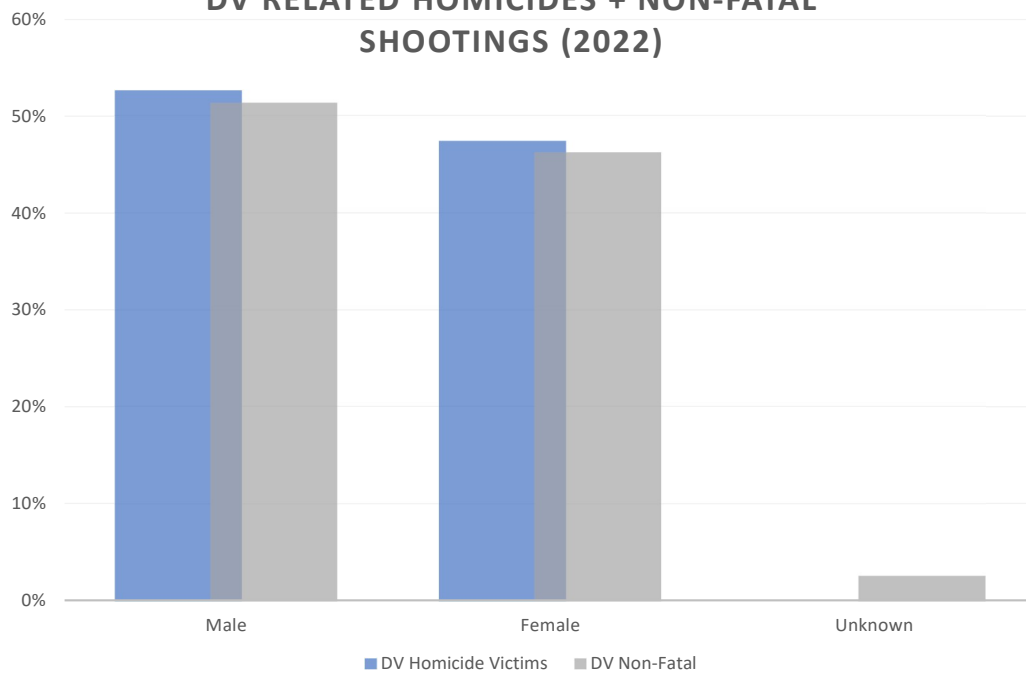


RACE OF DOMESTIC VIOLENCE VICTIMS (2022)



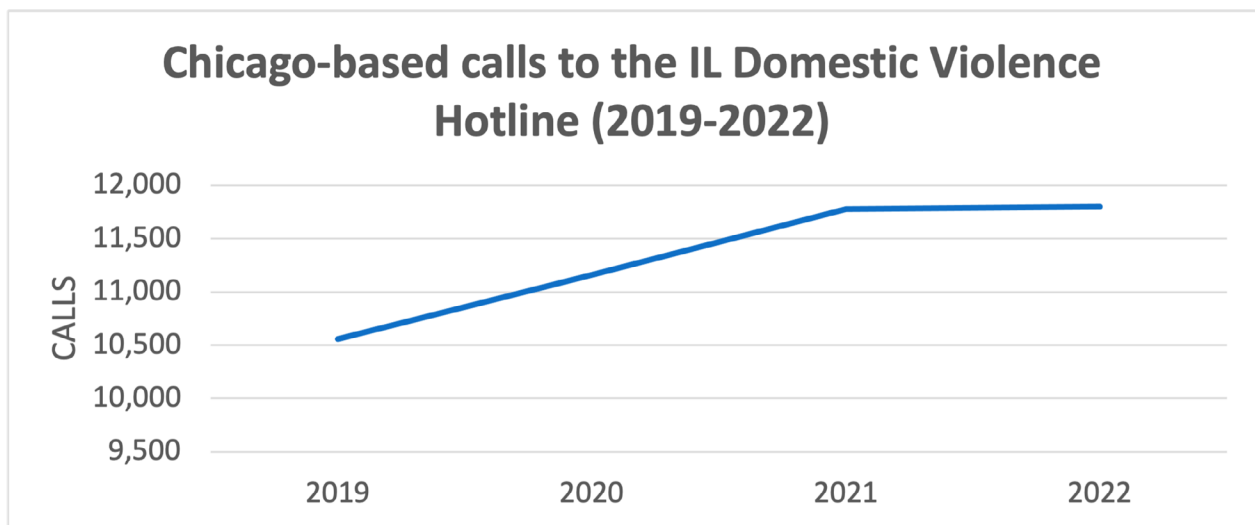
Black individuals were far more likely to experience domestic violence in 2022 than any other racial or ethnic group¹³. Additionally, over half of the victims in both domestic violence homicides and domestic violence non-fatal shootings were male in 2022¹⁴. The majority of domestic violence related homicides victims were between 30-39 years old and non-fatal shootings were between 20-29 years old.

VICTIM SEX DV RELATED HOMICIDES + NON-FATAL SHOOTINGS (2022)



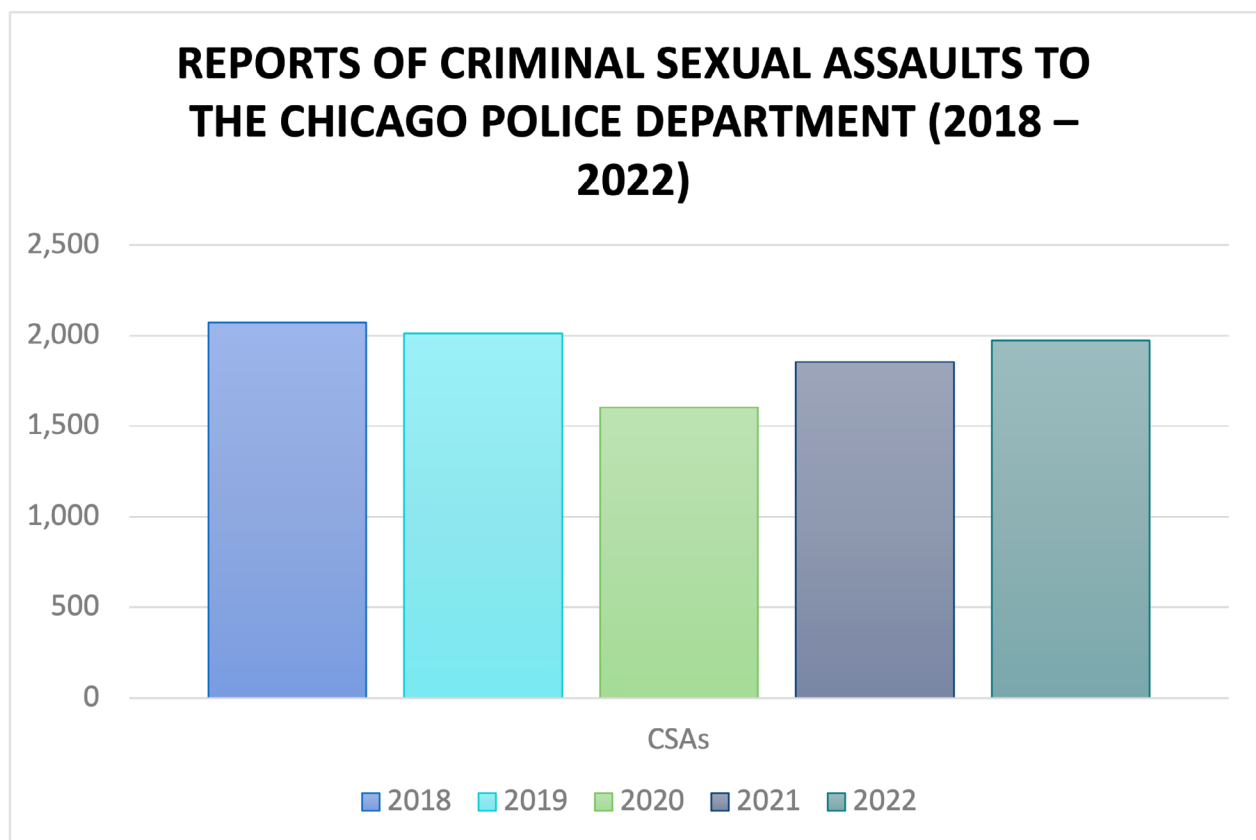
CHICAGO-BASED CONTACTS TO THE IL DOMESTIC VIOLENCE HOTLINE

The [IL Domestic Violence Hotline](#) is jointly funded by the City of Chicago’s **Department of Family and Support Services (DFSS)** and the State of Illinois. It is operated by The Network: Advocating Against Domestic Violence. In 2022, there were 11,802 Chicago-based calls to the Hotline compared to 11,776 in 2021¹⁵.

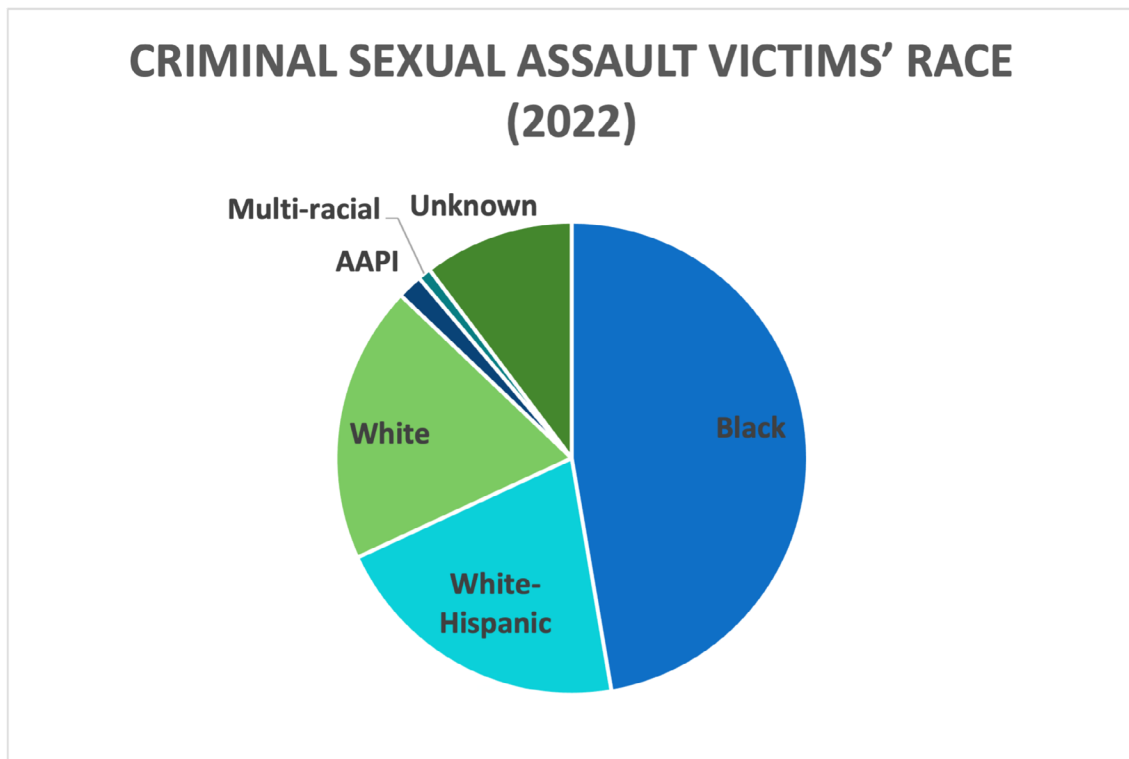
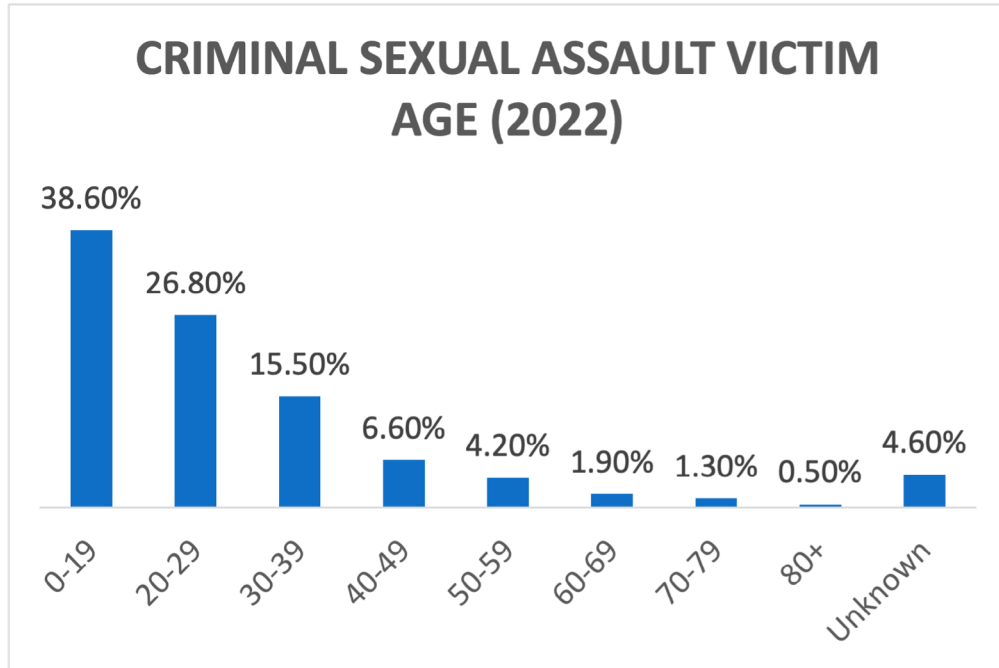


SEXUAL ASSAULT REPORTS TO THE POLICE

Reports of criminal sexual assault¹⁶ made to CPD are returning to pre-pandemic rates¹⁷. This is in part due to the drastic decrease seen during the height of the pandemic when residents were required to stay at home and therefore victims may not have felt comfortable going to the hospital or police station to file a police report --- a common way in which CPD receives sexual assault reports.



The majority of victims who made reports of criminal sexual assault to the police were between 0 and 29 years old¹⁸. Nearly half of reported criminal sexual assaults involved a Black victim¹⁹.



CONNECTING THE SAFETY NET

As part of the Mayor's Recovery Task Force --- which convened in April 2020 to advise City government as economic recovery planning efforts began in the wake of the COVID-19 pandemic --- the Mental & Emotional Health Committee sought to address new and old traumas. Acknowledging that the root of many residents' mental wellness challenges were lack of basic, fundamental needs such as safety, housing, food security, and economic opportunity, the Committee identified three priorities:

- ✓ Create the most advanced healing-centered region in the country
- ✓ Increase access to mental and emotional health resources and services in communities
- ✓ Create a culturally sensitive, diverse mental health workforce

In order to increase access to mental and emotional health resources and services in communities, the Committee reignited the conversation around standing up a 211 help-line, an effort that had been tried time and time again for decades at both the State and City level. Increasing this access point to connect to needed services and supports is undoubtedly critical for those impacted by GBV/HT.

In January 2023, the Mayor announced the [launch of 211](#) while joined by DFSS, Cook County Leadership, United Way, and other key stakeholders and partners who worked tirelessly for three years to intentionally design and develop a 211 system for residents of Cook County including Chicago. A key part of the design of the 211 system has been intentional and trauma-informed conversations around how to best serve survivors of GBV/HT who may call the helpline for support.



COORDINATED EFFORTS IN HIGH-IMPACT COMMUNITY AREAS

When looking at domestic violence related data from CPD, we found that the 6th District – consisting of Auburn Gresham and Chatham – had significantly high rates of domestic violence compared to other districts. In 2022, the 6th district had the most domestic violence related homicides (10 DV homicides) and the third most domestic violence related non-fatal shootings (6 DV non-fatal shootings) in 2022. Further, the 6th district had the most domestic violence case reports (3,908 case reports) and domestic violence related calls for service (18,086) compared to all other districts in 2022. Citywide, domestic violence made up 21% of all violent crime in 2022 but for the 6th district, DV made up 25% of all violent crime. When looking at historical data, these community areas continued to rise to the top. Between 2018 and 2022, the 6th district had the most DV-related homicides (32 homicides); the fourth most DV-related non-fatal shootings (25 non-fatal shootings); and the most DV related case reports (21,270)²⁰.

Given this data, the Mayor’s Office requested outreach and engagement plans from the Department of Family Support Services, the Chicago Department of Public Health, the Community Safety Coordination Center, and the Chicago Park District. As a result of these plans, the City will:

- Assess community needs and provide resources to that reflects their specific needs.
- Engage with community members and provide education on domestic violence and gender-based violence.
- Train City staff who oversee programs in these communities to ensure they are equipped with the tools and knowledge on GBV.
- Have designated DV/HT trained city staff that are experts on the matter.
- Collaborate across Departments to enhance coordination and leverage resources in these impacted communities.
- Tailor materials and signage to engage the appropriate communities.



Shifting the Narrative

OVERALL GOAL: Increase awareness on the pervasiveness of gender-based violence and human trafficking; increase collective accountability across communities and dispel the myth of GBV being a “personal issue” that is both dangerous, dismissive, and inaccurate.

Key Objectives:

1. The City of Chicago acknowledges the historical and systemic causes found in the intersectionality of racism and gender inequity
2. Prevention education is prioritized and institutionalized in settings where young people and/or caregivers are predominately served or seeking services. Education must not be a one-size fits all approach, should be culturally appropriate, and responsive to the needs of people with disabilities
3. Gender-based violence and human trafficking are widely discussed and understood, dismantling the stigma and myths related to these forms of pervasive violence

Strategies:

- Ensure conversations, training, policies, and practices are inclusive of people with disabilities, people of color, indigenous populations, LGBTQIA+ individuals, and immigrant populations
- Prioritize, invest in and support sexual education as it is a critical prevention tool and ensure that all CPS students receive the required sex education each year
- Increase awareness about gender-based violence and human trafficking in vulnerable communities using a multigenerational approach ²¹
- Create multi-lingual public messaging campaign tailored to specific demographic groups (adult men, adult women, teens, LGBTQ+ community, immigrant communities)²²
- City Clerk in partnership with the Mayor’s Office will launch a UN Women Safe Cities initiative to create safer streets for female-identified residents
- Increase signage on domestic violence, sexual assault, sexual harassment, and/or human trafficking across all City buildings, including the airports
- Support peer-to-peer models that allow survivors to disseminate information, facilitate conversations, and support community needs
- Widely implement teen dating violence programming, based on best practices, in schools and non-school settings ²³
- Conduct landscape scan to identify gaps and opportunities in school-based and non-school based prevention education
- Engage a third-party trained facilitator to lead a series of conversations with the City of Chicago and key community stakeholders on racial equity in the gender-based violence field/movement
- Incorporate historical context of gender-based violence into prevention education curriculum development

CREATING SAFER PUBLIC SPACES

The City of Chicago is the second city in the United States to become a partner with the UN Women *Safe Cities and Safe Public Spaces* initiative. Female identifying individuals have continuously suffered sexual harassment and violence in public spaces that has incited fear and reduced their freedom of movement. The UN Women's Global Flagship Initiative "Safe Cities and Safe Public Spaces for Women and Girls" was implemented to respond to the various forms of sexual violence in public areas as a distinct area of concern and to support local and national governments to address various sustainable development goal targets. The purpose of the initiative is to work in partnership with researchers, Chicago City departments, and community-based organizations that will create a thorough and comprehensive community engagement plan that will identify the communities that are largely impacted by sexual harassment and sexual violence in Chicago. As we identify the impacted communities, community-based organizations will offer their expertise and relationships with their residents to prioritize areas of concern and collect data that will assist in future campaigns. Through these efforts the focus will remain around the lived experience of the residents in these communities that will guide us in our approaches on how to end sexual violence.

Through the GBV Research Advisory Group, the City has worked to understand the City and researchers are considering include:

- What types of sexual harassment (SH) and other forms of sexual violence are taking place in public spaces in the potential intervention areas?
- Are certain groups of women and girls being targeted or affected more than others? For example, does it impact most on those of a particular age, ethnicity, ability (disability) or socio-economic group?
- Who is perpetrating these different forms of sexual violence? Which groups of men and/or boys are implicated? Do they act individually or in groups?
- What is the scale of the problem? How many incidents are taking place each day? How many women are affected? How many girls are affected?

Based on the quantitative data reviewed to date on reports of sexual violence, the City seeks to focus on Austin, North Lawndale, South Shore, West Town, and Chicago Lawn.

RESEARCH ADVISORY GROUP

Researchers supporting the UN Women initiative include:

- **Sarah Welch**, Director of Research Evaluation, Buehler Center for Health Policy and Economics, Feinberg School of Medicine, Northwestern University
- **Abha Rai**, Ph.D., Assistant Professor, School of Social Work; Associate Director, Center for Immigrant and Refugee Accompaniment, School of Social Work; Faculty Fellow, Center for Urban Research and Learning, Loyola University Chicago
- **Gwendolyn Purifoye**, Ph.D., Associate Professor, Department of Sociology, North Park University
- **Amanda Ward**, Ph.D., Research Assistant Professor, Center for Criminal Justice Research, Policy and Practice, Center for Urban Research and Learning, Loyola University Chicago
- **Maribeth Rezey**, Ph.D., Assistant Professor, Department of Criminal Justice and Criminology, Loyola University Chicago

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STILL SEARCHING AT CITY HALL

In December, as part of the UN Women's 16 Days of Activism Against Gender-Based Violence, the Department of Cultural Affairs and Special Events (DCASE) worked with the Mayor's Office to host artist Damon Lamar Reed's work --- *the Still Searching Project*²⁴ --- at City Hall.

Founded by Damon Lamar Reed (project artist) and Nicole Reed (project manager), the mission of the *Still Searching Project* is to use art to raise awareness about underrepresented missing women from the Chicagoland area.

The goal of this project is to:

- Bring attention to their cases in hopes of finding real answers
- Honor the families of the missing
- Address the need for public safety
- Inspire community organizing and participation
- Be a voice for the voiceless



Figure 9: Damon Lamar Reed's Still Searching project was displayed at City Hall in December 2022 as part of the UN Women's 16 Days of Activism Against Gender-based Violence



Reform Policy

OVERALL GOAL: To support GBV survivors, the City must identify and remedy barriers and specific policies that perpetuate GBV/HT or create opportunities for people to cause harm, exploit, and abuse individuals.

Key Objectives:

1. The City of Chicago acknowledges the historical and systemic causes found in the intersectionality of racism and gender inequity
2. Prevention education is prioritized and institutionalized in settings where young people and/or caregivers are predominately served or seeking services. Education must not be a one-size fits all approach, should be culturally appropriate, and responsive to the needs of people with disabilities
3. Gender-based violence and human trafficking are widely discussed and understood, dismantling the stigma and myths related to these forms of pervasive violence

Strategies:

- Review and revise debt relief programs to accommodate unique needs of survivors of GBV/HT
- Finalize COPA’s ordinance changes as anticipated by the Consent Decree to ensure jurisdiction over all sexual misconduct investigations
- Review and revise City of Chicago Human Resources policies to ensure safety and protection of City employees is considered and upheld and offenders are held accountable
- Build a housing ecosystem under the premise of “no wrong door” for individuals experiencing violence and/or exploitation and ensure options exist for those who may not be imminently feeling violence but remain unstably housed and at-risk of re-victimization
- Work with State and County partners to review and improve the Chicago Prostitution and Trafficking Intervention Court, ensuring clear processes for agency partners to engage in offering services, including free legal services
- Enhance worker protections for low-wage workers
- Publish the Tipped Wage Study to help analyze and determine fair living wages or workers who are currently receiving subminimum wage for tipped work
- Implement wage theft, domestic worker, and other protections included within the Chi Biz Strong initiative
- Develop living wage standards in Chicago and continuously work to improve economic stability of Chicagoans
- Increase Know Your Rights education and information regarding workplace rights, worker safety, and labor laws and ensure workers are able to safely report without retaliation and do not lose critical income in the process
- Scale the outreach and education pilot for domestic workers at the Office of Labor Standards

**PROTECTING THE BODILY AUTONOMY OF ALL PEOPLE
INCREASES SAFETY**



The leaked Supreme Court of the United States (SCOTUS) decision for *Dobbs vs. Jackson Women’s Health Organization*, though not wholly surprising, was a gut punch for millions of people across the country and arguably the globe. Immediately following the leaked decision, Mayor Lightfoot

announced the *Justice for All Pledge*, signaling that the City will continue to be a safe haven for all who are unjustly denied the resources and access to care they deserve. The Mayor also quickly invested \$500k to support patients seeking care to cover travel, shelter, and other expenses. Since, she has invested an additional \$1.5 million to support this work.

Then, her team got to work to codify protections for patients seeking reproductive healthcare and gender-affirming care in Chicago. In July 2022, Mayor Lightfoot signed an Executive Order (EO) prohibiting all City departments and agencies from participating in any investigation or proceeding from a restrictive law State (e.g. a State where abortion has been made illegal to some degree). This action aims to ensure that any person—whether a Chicago resident or otherwise—can seek care in Chicago without fear of legal consequence by a restrictive state. Soon after the Executive Order was signed, Mayor Lightfoot’s team and members of City Council – Ald. Rosanna Rodriguez Sanchez, Ald. Carlos Ramirez-Rosa, Ald. Martin, and Ald. Hadden --- got to work to codify the prohibitions outlined in the EO. In September 2022, City Council passed the Bodily Autonomy Ordinance to do so. Then, in January 2023, City Council built on these initial steps and passed the *Bodily Autonomy for All Ordinance*, which prohibits discrimination and

“I’ve said it before, but it bears repeating: we cannot and will not let this setback be a lasting defeat. Here in Chicago, we will fight harder than ever before to ensure that people can maintain control over their own bodies. And continue to do everything in our power to support medical providers who are equally under attack.”

Mayor Lori E. Lightfoot, June 2022

retaliation by an employer or landlord against anyone who has sought reproductive healthcare or gender-affirming care. It also protects data privacy of individuals who have received reproductive healthcare or gender-affirming care in the context of their employment situation.

Restricting access to reproductive healthcare intersects with many of the root causes of gender-based violence. We know that the individuals who will be most negatively impacted by the overturning of *Roe vs. Wade* are those who are low income and people of color. These populations have historically experienced exclusion in healthcare protections – including legal abortion -- and consequently have experienced higher rates of death for treatable conditions. They are more likely to die during or after pregnancy and often experience serious pregnancy-related complications. Certainly, the *Dobbs* decision will further exacerbate these issues²⁵.

These are the same populations and communities that are disproportionately impacted by GBV/HT. Further, people who cause harm often use reproductive coercion or force as a tactic of abuse and control. Pregnancy is a high-risk factor for individuals who are experiencing domestic violence. **Homicide is the leading cause of death among pregnant people in the United States²⁶.**

The attack on the rights of individuals who can become pregnant is not only a public health crisis but will have dire public safety consequences as well as increase economic insecurities.

Furthermore, the language utilized in the Dobbs decision signals that SCOTUS is not finished dismantling the rights afforded to individuals in same sex marriages or interracial marriages. The attacks on transgender children happening across the country only further pushes these vulnerable populations into the margins, increasing their risk of violence and almost certainly ensuring their silence. These issues are not separate and apart from the work the City is leading to address GBV and further underscore the need to take an intersectional lens for both prevention and intervention of GBV/HT.



ADDRESSING PAY INEQUITIES IN CITY GOVERNMENT

On March 13, 2023 – in advance of National Equal Pay Day, Mayor Lightfoot signed an Executive Order (EO) requiring the Department of Human Resources (DHR), Office of Budget Management (OBM), and the Department of Assets and Information Services (AIS) to conduct a bi-annual comprehensive pay equity audit of the City of Chicago workforce focused on identifying both racial and gender pay discrepancies. This action aims to bring to light the stagnant pay inequities that persist in our labor market.

This EO underscores Mayor Lightfoot's commitment to equity and transparency and is added to a long list of efforts to create safer and more equitable workplaces and communities.



Figure 10: Mayor Lightfoot signs an Executive Order calling for a pay equity audit across City government to address any gender or racial disparities. She is joined by community partners and City officials.

¹ <https://www.chicago.gov/content/dam/city/sites/public-safety-and-violenc-reduction/pdfs/GBV%20strategic%20plan%20FINAL.pdf>

² <https://www.dhs.gov/blue-campaign/what-human-trafficking>

³ Mayor Lightfoot and the Commission on Human Relations amended the city's sexual harassment laws in April 2022 to make them stronger and to uphold zero tolerance of violence and harassment in the workplace. The definition change took effect June 4, 2022

⁴ <https://www.rainn.org/articles/sexual-abuse-people-disabilities>

⁵ Peterson, Cora, Megan C. Kearns, Wendy LiKamWa McIntosh, Lianne Fuino Estefan, Christina Nicolaidis, Kathryn E. McCollister, Amy Gordon, and Curtis Florence, "Lifetime economic burden of intimate partner violence among US adults," *American journal of preventive medicine* 55, no. 4 (2018): 433- 444, [https://www.ajpmonline.org/article/S0749-3797\(18\)31904-4/fulltext](https://www.ajpmonline.org/article/S0749-3797(18)31904-4/fulltext)

⁶ Sandy E. James, Jody L. Herman, Susan Rankin, Mara Keisling, Lisa Mottet and Ma'ayan Anaf, *The Report of the 2015 U.S. Transgender Survey*, National Center for Transgender Equality, 2016, [https://transequality.org/sites/default/files/docs/us ts/US TS-Full-Report-Dec17.pdf](https://transequality.org/sites/default/files/docs/us%20ts/US%20TS-Full-Report-Dec17.pdf)

⁷ Badgett, Choi, and Wilson, "LGBT Poverty in the United States: A study of differences between sexual orientation and gender identity groups." <https://williamsinstitute.law.ucla.edu/wp-content/uploads/National-LGBT-Poverty-Oct-2019.pdf>

⁸ Polyvictimization refers to having experienced multiple victimizations such as sexual abuse, physical abuse, bullying, and exposure to family violence. The definition emphasizes experiencing different kinds of victimization, rather than multiple episodes of the same kind of victimization.

⁹ DFSS does not collect personally identifying information (PII) and therefore some of these survivors may be duplicated across services and programs.

¹⁰ CPD provided data via formal data request. Domestic violence-related calls for service are defined by a domestic-related final event type, domestic-related disposition, or by an associated case report indicating a domestic-related incident

¹¹ CPD provided data via formal data request.

¹² City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

¹³ City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

¹⁴ City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

¹⁵ Data obtained from Annual Reports published by The Network. <https://the-network.org/policy-and-advocacy/>

¹⁶ The Illinois Uniform Crime Reporting (IUCR) guideline for index crimes defines criminal sexual assault as “penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim.”

¹⁷ City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

¹⁸ City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

¹⁹ City of Chicago Violence Reduction Dashboard, <https://www.chicago.gov/city/en/sites/vrd/home.html>

²⁰ CPD provided data via formal data request.

²¹ Recommendation within the Mayor’s Our City, Our Safety: A Comprehensive Plan to Reduce Violence in Chicago

²² Recommendation within the Mayor’s Our City, Our Safety: A Comprehensive Plan to Reduce Violence in Chicago

²³ Recommendation within the Mayor’s Our City, Our Safety: A Comprehensive Plan to Reduce Violence in Chicago

²⁴ <https://stillsearchingproject.com/about/>

²⁵ <https://www.brookings.edu/blog/how-we-rise/2022/06/30/dobbs-another-frontline-for-health-equity/>

²⁶ <https://www.hsph.harvard.edu/news/hsph-in-the-news/homicide-leading-cause-of-death-for-pregnant-women-in-u-s/#:~:text=Homicide%20leading%20cause%20of%20death,Chan%20School%20of%20Public%20Health>

To learn more, visit [Chicago.gov/gbv](https://chicago.gov/gbv)

