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Fire and Police Commission

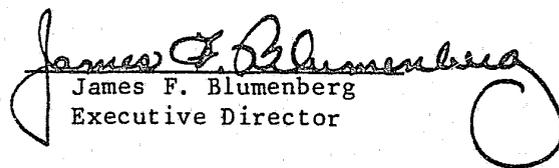
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Report on:

A City-Wide Crime Prevention Program

Prepared for:  
The Honorable Public Safety Committee  
of the Common Council,  
City of Milwaukee, Wisconsin,  
in Response to Resolution Number 83-2239-a.

Submitted By  
Fire and Police Commission  
Milwaukee, Wisconsin

  
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- Mr. Fred Blue, Community Relations Commission
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- Mr. Ed McDonald, City-Wide Anti-Crime Coalition
- Ms. Joan McManus, Greater Milwaukee Conference on Religion and Urban Affairs

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- Bayview Community Center
- COWSA
- Central North Community Council
- Crime Prevention Center
- 15th, 18th, and 19th Streets Block Club
- Greater Milwaukee Conference on Religion and Race
- HANA
- ESHAC
- Midtown Neighborhood Association
- Northwest Community Alliance
- Sherman Park Community Association
- South Community Organization
- West End Community Center

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## EXECUTIVE SUMMARY

The Fire and Police Commission, in 1983, identified crime prevention and police community relations as its areas of Milwaukee Police Department policy review. Toward that end, the Commission held several public work sessions receiving public and Police Department input. In 1984, Common Council Resolution File No. 83-2239-a was passed, and the Public Safety Committee requested the Fire and Police Commission to provide staff support for the development of a crime prevention program for the City of Milwaukee and to provide staff support for the Special Committee on Crime Prevention created by the Resolution to provide information, data and other assistance that may be necessary for the development of such a program. It became the responsibility of the Commission to establish and maintain within the Police Department, as an integral part of Police Department functions, a comprehensive, on-going crime prevention program. To do this, the Commission established a cooperative dialog with all groups concerned with crime prevention.

The following report, which details in great length the activities undertaken by the Commission in the development of this program, proposes to initiate a major comprehensive crime prevention program in the City of Milwaukee. The major recommendations of this proposal are:

1. Maintain the Special Advisory Committee as a resource for program development, implementation and evaluation.
2. Establish and maintain a Crime Prevention Bureau within the Milwaukee Police Department.
3. Provide internal support services to this crime prevention effort within the Milwaukee Police Department.
4. Implement a planned program of uniform preventive patrol founded upon crime analysis.
5. Implement the crime prevention program on a pilot basis. The primary recommendation is for a single police district approach with a dual district approach a consideration.
6. The Special Committee on Crime Prevention passed a motion calling for the creation of neighborhood advisory councils in the operation of the crime prevention program. This recommendation is discussed in the report. Continuation of the Special Committee on Crime Prevention is recommended as are community forums.

If the findings and conclusions of this report are to be implemented, future consideration must be given to melding the Crime Prevention Bureau and its ancillary activities within the formal command structure of the Police Department. Consideration should be given as to both the size and status of this proposed Bureau within the Department. A chief concern here regards a policy decision as to whether or not this proposed Crime Prevention Bureau becomes a stand-alone bureau or becomes

an integral part of an existing police sub-unit such as the Training Academy and Special Services Bureau or other existing Department bureaus.

The Commission's approach in dealing with this entire study effort was based upon the principle that crime prevention is a vital part of on-going police activities, and that there must be a citizen/police partnership. The management of a crime prevention effort is integral to any police department fulfilling its mission as a law enforcement agency responsible to the needs of the people it serves. Accordingly, the approach of this study and the philosophy of the Fire and Police Commission is that the crime prevention function and those officers assigned to it are an elemental portion of police activities and not an "add on" activity. Accordingly, while officers assigned to these activities may, from time to time as the needs of the service dictate, perform on an overtime basis, the thrust of their activities should be on a full-time assignment basis, and as such, be built in as a basic part of the activities of the Milwaukee Police Department.

## INTRODUCTION

In March, 1984, the Mayor and Common Council of the City of Milwaukee enacted a resolution, File Number 83-2239-a. That file called upon the Milwaukee Fire and Police Commission, with the input of a special advisory committee, to establish a crime prevention program within the Milwaukee Police Department.

The practical effect of this effort is to place city government in the forefront in formulating a comprehensive crime prevention program. A consensus has formed, and the data substantiate, the need for such efforts.

The Commission moved on several fronts to respond to this assignment. First, the Commission endorsed the need to deal with, in a planned and comprehensive manner, the issue of crime prevention. Next, the Commission pledged its support and committed its staff resources to bring to fruition the development of a comprehensive crime prevention program.

In the text of this report, the Commission makes several recommendations regarding the implementation of such a program. These recommendations will require the allocation of resources. It must be noted that the direction of scarce resources does not necessarily require additional resources in all instances. In some cases, program elements and resources are already available and require only innovative use and the commitment of management to bring these resources to bear. As to utilization of sworn personnel, the Commission does call for assignment of officers to crime prevention functions on a full time basis. This does not necessarily mean, however, that these must be newly authorized positions.

Finally, in its approach to this task, the Commission charged its staff to direct their efforts on the basis of the following operational philosophy:

THE PREVENTION OF CRIME, BY EITHER RESOLUTION OF THE CONDITIONS THAT LEAD TO THE COMMISSION OF CRIME, OR ELIMINATION OF THE OPPORTUNITY FOR CRIME TO OCCUR, IS AN INTEGRAL PART OF THE ROLE OF POLICE AND MUST BE VIEWED AS A KEY ELEMENT IN FULFILLING THE MISSION OF LAW ENFORCEMENT.

Resolution relating to the establishment of a crime prevention program and a Special Committee on Crime Prevention.

Whereas, The City of Milwaukee recognizes that crime prevention must be a long-term, full-scale effort aimed at reducing and preventing crime; and

Whereas, A crime prevention program must be established and sustained within the Police Department as an integral part of the department's functions; and

Whereas, For an effective crime prevention program, cooperative dialogue among all groups concerned with crime prevention is needed; now, therefore, be it

Resolved, By the Common Council of the City of Milwaukee, that the Fire and Police Commission shall establish a crime prevention program within the Police Department; and, be it

Further Resolved, That a Special Committee on Crime Prevention shall be established to provide information, data, and other assistance that may be necessary for the development of an effective crime prevention program; said committee shall consist of not more than one representative from each of the following organizations: (1) Public Safety Committee; (2) Police Department; (3) Commission on Community Relations; (4) Fire and Police Commission; (5) Milwaukee Police Association; (6) League of Martin; (7) Milwaukee Anti-Crime Coalition; (8) Greater Milwaukee Conference on Religion and Urban Affairs; (9) Metropolitan Milwaukee Association of Commerce; and (10) Community Relations-Social Development Commission; and, be it

Further Resolved, That the Fire and Police Commission shall evaluate the program and report quarterly its findings, including any suggested revisions, to the Public Safety Committee; and be it

Further Resolved, That the Fire and Police Commission shall submit its first report by July 15, 1984, which shall include a recommendation on the level of funding for crime prevention activities in the 1985 city budget, and the second report shall be submitted by October 15, 1984; and, be it

Further Resolved, That all city departments and agencies are hereby authorized and directed to cooperate with the Fire and Police Commission and the Special Committee on Crime Prevention in the planning for a crime prevention program.

Adopted

## PROGRAM DEVELOPMENT

In the first phase of program development, the Executive Director of the Fire and Police Commission hosted a meeting for all members of the Special Advisory Committee on Crime Prevention. The purpose of this meeting was to get acquainted with Committee members and to introduce members to the concept of crime prevention planning.

After that initial meeting, all Advisory Committee members were contacted by letter and asked to independently participate in a crime prevention planning exercise. In this letter, members were asked to list and prioritize the most important crime concerns of their representative groups. Members were then requested to list and prioritize recommendations addressing the prevention of each of these crimes and, finally, were asked to identify group resources which might be available to a city-wide crime prevention effort. Commission staff members were assigned to make follow-up personal contact with each Committee member to answer any questions about the planning process.

It was the view of the Commission that police representatives of the Committee should serve in a technical advisory role. Therefore, police representative input centered on structure and personnel issues, as well as eliciting information on what police perceive as their role in community crime prevention efforts.

Although the Special Advisory Committee was the Commission's main source of community input, it was not the only source of community input. Several community organizations, not represented on the Advisory Committee, contacted the Commission and submitted their own crime prevention proposals for review. In addition, one of the members of the Anti-Crime Coalition submitted a proposal independent of that group's recommendations. The recommendations of these groups and individuals follow the recommendations of the Advisory Committee in Appendix A.

Assisted by the National Institute of Justice (NIJ), Commission staff members conducted a review of current crime prevention literature. The literature reviewed ranged from works on the philosophical underpinnings of crime prevention to evaluations of various model crime prevention programs and program strategies. Literature on both police and community-based programs was studied.

Using information on program strategies gathered through the literature review process, staff developed a crime prevention questionnaire. The questionnaire was sent to the police departments in our nation's 30 largest cities. The purpose of the survey was to assess what services are typically offered by police crime prevention units and to develop information on crime prevention structure and staffing patterns. A copy of the survey instrument is appended as Appendix B.

Finally, staff conducted a ten-year analysis of local crime trends. The purpose of this crime analysis was not to prove the need for crime prevention, but to develop a focus, or target, for local crime

prevention efforts. To this end, the analysis included city-wide as well as district level crime trends. See the Crime Analysis Section of this document for further discussion.

PLANNING ACTIVITIES OF THE  
SPECIAL ADVISORY COMMITTEE  
ON CRIME PREVENTION

The Special Advisory Committee played a significant and unique role in the development of the Commission's recommendations. Each member was asked to participate in the following task: to list and prioritize those crimes of most concern to the member's agency or organization; to list and prioritize crime prevention tactics to address these crime problems; and finally, to identify agency or organization resources which might be available for a city-wide crime prevention effort. Individual members were given an opportunity to submit written documentation and were also contacted in person by Commission staff members. The written documentation supplied by the various Committee members is contained in Appendix A of this report. The following narrative is a summary representing areas of group consensus.

The Committee members identified four crimes of violence and four property crimes as being of most concern city-wide. These crimes are:

Crimes of Violence

Personal Robbery  
Commercial Robbery  
Sexual Assault  
Child Molestation

Property Crimes

Burglary  
Thefts from Automobiles  
Thefts from Property  
Retail Theft

In meeting with the various members, it became very clear that although these eight types of crime would be the most appropriate "target" crimes for a city-wide crime prevention effort, variance among city neighborhoods would change the priority of concern. Committee members also agreed that youth are a significant factor in defining the city's crime "problem" -- as both victims and offenders.

In suggesting crime prevention tactics, Committee members agreed that a city-wide crime prevention program would require initiative on the part of local government, public utility companies, private industry, schools, and citizens as well as full-time police support and participation. These types of agency recommendations are beyond the scope of this present crime prevention study, but are issues which merit future consideration and analysis. Members saw a need for city-wide action to initiate the following:

- Local ordinances to promote safety standards.
- Enforcement of truancy by the schools as well as the police.
- Creative use of schools and other public buildings for after-school shelters.
- Expansion of anti-crime lighting and anti-crime traffic flow tactics.
- Installation of anti-crime alley lighting.
- Free emergency phone numbers.

Although many of the programmatic recommendations made by group members varied in approach or implementation specifics, the types of crime prevention tactics they suggested were very similar. The Committee members were also united on recommendations dealing with police program structure. General areas of mutual agreement on program approach included:

- The need for a full-time effort by the Police Department.
- The need for crime prevention officers to be assigned on a non-rotating basis to specific police districts or neighborhoods.
- The need to train Milwaukee Police Officers in human relations as well as crime prevention.
- The need for the police program approach to maximize citizen input.
- The need for the Police Department to act as a resource for neighborhood crime prevention initiatives.
- The need for a flexible program approach that is sensitive to unique neighborhood needs.

The most important crime prevention tactic, as identified by all Committee members, was the Block Watch tactic. The Committee members were aware that Block Watch has been a major enterprise of local community groups for a number of years. The group consensus was that police support and participation in Block Watch would make this a stronger and more successful program on the grass roots neighborhood level. Differences in group perception on the police role within Block Watch suggest the major, immediate functional need might be central coordination by the Department, creation and distribution of support materials, and question and answer type of appearances at organizational meetings in most areas of the city.

Committee members agreed that the Block Watch approach has the potential to be an effective crime prevention tool for most property offenses and for some crimes of violence--particularly physical assaults committed in the course of burglaries. Home security survey and Operation ID were viewed as two prevention tactics which might be tied in with the Block Watch program to increase the potential impact of Block Watch.

Committee members also agreed that the Police Department needs to take a more aggressive approach to its crime prevention educational programs. Targeting and soliciting specific audiences for educational presentations was seen as important for rape and molestation prevention as well as for personal and commercial robbery.

The major message of Committee recommendations was that an effective crime prevention program involves shared police and community responsibility. The program needs to be on-going in order to sustain community interest and should be operated in the spirit of trust and openness.

On June 19, 1984, the Special Committee convened as a body and was presented with a brief outline of the major police crime prevention

program component recommendations. The only formal Committee action taken at this time was to recommend to the Commission that neighborhood/ police councils be instituted in each police district. This was the only program element which was formally acted upon by Committee. Other, less structured concerns centered on the future role of the Committee and on pilot program implementation. We trust all concerns will be fully addressed in the Recommendations Section of this report. Appendix F is a letter which, in part, addresses itself to these Committee concerns.

## CRIME ANALYSIS SECTION

The Milwaukee Police Department produces monthly reports of crime in 13 major categories for each reporting unit within each of its seven police districts. It should be noted that these reporting units are geographic areas unique to the Police Department. Although in the past, the Commission has produced crime analysis based on our city's 23 historic neighborhood designations, a caveat has always been that the crime reported in each neighborhood is approximate due to the incompatibility of police reporting units with census tracts or any other common municipal geographic measurement. A copy of major crimes reported in these neighborhoods in 1983 is attached for informational purposes. (Appendix C) However, the following analysis, after examining city-wide major crime trends, will examine crime according to police district as it is our bias that police crime prevention efforts should focus on the district level.

The seven crimes included in the first portion of this analysis are the seven crimes referred to in the Federal Bureau of Identification's annual Uniform Crime Report (UCR) as Index, or Part I crime. (Although arson was named as an eighth index crime in 1980, the Milwaukee Police Department reports it under the category of "Other" in its monthly crime analysis, so arson is not included in this report.) The crime index is the most widely used measure of the extent, fluctuation and distribution of crime within the United States. These particular crimes were chosen by the FBI because of their seriousness, frequency of occurrence, likeliness of being reported to the police, and because they are crimes that can be uniformly defined.

The seven index crimes to be discussed are murder (homicide), forcible rape, robbery, aggravated assault, burglary, theft and motor vehicle theft. Each criminal event is recorded only once and according to a hierarchy of seriousness. Therefore, in an event such as a robbery where a victim is killed, only the homicide is recorded. A glossary of uniform crime report (UCR) definitions is appended to this report as Appendix D.

Finally, in comparing crime trends across time or between geographic areas, a crime rate rather than crime volume is frequently used. A crime rate is simply a means of "leveling" or equalizing the crime data and is usually defined as the number of index offenses per 100,000 population. We have adhered to that convention in the examination of city-wide crime trends.

### 1983 Index Crime/City of Milwaukee Crime Trends

In 1983, the Milwaukee Police Department received 47,711 reports of Part I crime, 3.2% more major crime than was reported in 1982. (Table I.) This marked the fifth consecutive year that major crime reports have increased over the previous year. Not only did 1983 see the city's largest volume of crime reports, it also saw its greatest crime rate--7,720.2 major crimes reported per 100,000 population.

Table II depicts the total number of reported crimes, city population and crime rate for the last ten years. With the exception of the 1975 Special Census and 1980 National Census figures, the population figures used are those arithmetically derived by the State each year for the purpose of revenue sharing. As the table shows, the city crime rate has risen 56.2% since 1974 while population has decreased 9.5% in the same period. Our actual index crime volume has increased 41.3% from 1974.

An average of 3,976 crimes were reported each month this year. Reports in October, the month with the greatest volume of reports, accounted for 10.2% of the yearly total. In comparison, February, with the fewest number reports, accounted for 6.6% of all reports. Although both property crimes and violent crimes, as groups, saw their highest totals in October, only violent crime had its peak in the last quarter of the year when 28.2% of all violent crimes were reported (Graph 1). Property crime was actually highest in the third quarter of the year. The summer months of July, August and September accounted for 28.1% of all property crime reported in 1983 (Graph 2). This seasonal variation is not unique to the year 1983. Pearson's Correlation analysis, a technique used to measure the strength and direction of a relationship between two variables, was performed using personal and property crime variables with months of the year. The correlation between property crime and months was  $r^2=.644$  ( $p=.0$ ) and between violent crime and months was  $r^2=.573$  ( $p=.0$ ), using five years of monthly data. The monthly distribution of crime is more consistent for property crime than for crimes of violence.

Property crime accounted for 91.9% of all crime reported in the city in 1983. The 1983 property crime rate was 7,096.9 per 100,000 versus a violent crime rate of 622.1 per 100,000. Theft, the most frequently reported property crime, accounted for almost 64% of all 1983 reports while robbery, the most frequently reported violent crime, accounted for less than 5% of all reported crime (4.8%).

The greatest yearly increase among the seven index crimes was in the Auto Thefts (Table 1). This 40% increase marked the first time since 1979, and only the second time in ten years, that motor vehicle thefts increased over the previous year. Special attention needs to be paid this crime in 1984 to see if it continues to increase. 1983 was the second year in a row that reports of burglary decreased from the previous year. The 13.2% decrease experienced in 1983 is especially significant because of the number of burglaries this decrease represents--1,352 fewer victimizations than 1982.

Although crimes of violence occur far less frequently than crimes involving property, the fear of being a victim of a violent crime is almost as serious a crime problem as is actual victimization.

Maps 1 and 2, prepared for the Commission by Policy Development Information System (PDIS), show the 1983 distribution of property and violent crime reports by census area. These maps illustrate that while violent crime seems to be concentrated within certain areas of the city, property crime appears to be more spacially distributed.

### Crime on the District Level

One of the tasks the Commission assigned to members of the Special Advisory Committee was the task of prioritizing crime concerns. Although this was done by each Committee representative independently, the crime concerns and prioritization order were remarkably similar among Committee members.

Business robbery was the number one concern of our Metropolitan Milwaukee Association of Commerce member while personal robbery (muggings and purse snatching) were perceived by community organization group members as the number two crime concern. Burglary, perceived by community groups as the number one crime concern, was viewed by our MMAC member as a problem which, in the business community, is more severe in some city areas than in others, and a more serious concern to small businesses than to larger businesses. Both types of groups agreed that theft was a problem; business groups being predictably concerned with shoplifting, while community groups are concerned with property thefts from yards and thefts from automobiles.

Both types of participants also mentioned concerns with violent crime other than robbery. Community groups viewed child molestation and sexual assault as violent crimes that need to be addressed in a crime prevention program. Our business representative expressed a more generalized concern for employee safety as a crime issue.

This section will examine the reported occurrence of these specific crime concerns within the seven police districts in 1983. The crime categories selected for analysis are those categories which most closely reflect the crime concerns of the Advisory Committee. It should be noted that two categories of sexual assault are included in this analysis--forcible rape and other sex offenses. Child molestations and sexual assault, as defined by Wisconsin State Statute, could be reported in either of these two categories.

Table 3 shows, by police district, the number of crimes reported in each of the six (6) target crime categories in 1978 and 1983. This time span was chosen for comparison purposes as, city-wide, index crime increase over this period has been the most dramatic. As Table 4 illustrates, although crime has increased in all seven districts, the greatest increase in target crime reports for this period has been in Police District 3. However, District 7, which had the second greatest increase in reports, continues to account for the greatest proportion of target crime reports. In 1978, District 7 accounted for 18.7% of all target crime reported in the city; in 1983, District 7 reports accounted for 21% of all reported target crime. In fact, although all seven districts have seen an increase in target crime reports over the past five years, only Districts 3 and 7 have increased in the proportion of target crime they contribute to the city total.

Table 4 shows the number of target crimes which would be eliminated if the number of reports were dropped to the city-wide average (1983) in each district. Four of seven districts would have needed to drop from 367 to 2,866 crimes in order to reach the city-wide average.

District 3, which had the greatest five-year increase in target crimes, would need the fewest number of crimes eliminated, while District 7 would need the greatest decrease, 2,866 fewer target crimes, in order to conform to the city average.

Another way to look at crime on the district level is to compare the rate of crime in each district. A crime rate was computed for each of the target crimes in each district. District population estimates for this task were supplied by the Legislative Reference Bureau (LRB). A methodological criticism of the concept of crime rate is that a crime rate is based on an area's total population; yet, by definition, the total population may not be the most appropriate measurement of victimization. As an example, burglary involves the removal or attempted removal of property from a building, so a rate of burglary based on total structures in an area is often said to be a more realistic measurement of impact. It may be that at a later point in time, when our city's geocoded data base is expanded to make police district level selection of census data available, that a more comprehensive rate statistic could be used for analysis.

Table 5 shows the rate for each target reported in the seven districts in 1983. Here we see that District 7, which has the highest volume of target crime, ranks fourth among the seven districts in rate of target crime. The target crime rate of District 1, which encompasses the Greater Downtown area, is almost twice that of the district with the next highest rate of target crime, and almost three times higher than the city-wide target crime rate. Much of this is due to the high volume of theft and other types of property crime commonly found in active retail/commercial areas. Heavy commuter traffic, such as is experienced by District 1, is not adequately accounted for in crime rate analysis.

CRIME IN MILWAUKEE  
1974 - 1983  
NUMBER OF CRIMES AND PERCENT CHANGE

Year	Homicide		Rape		Robbery		Agg. Assault		Burglary		Theft		Auto Theft		Total Crime	
	No.	%Chg.	No.	%Chg.	No.	%Chg.	No.	%Chg.	No.	%Chg.	No.	%Chg.	No.	%Chg.	No.	%Chg.
1974	62	-6.1	196	12.0	1647	51.8	827	13.3	6672	18.8	19251	9.2	5093	-2.4	33748	10.6
1975	70	12.9	146	-25.5	1968	19.5	1020	23.3	7685	15.2	22813	18.5	4816	-5.4	38518	14.1
1976	57	-18.6	168	15.1	1621	-17.6	846	-17.1	7142	-7.1	23052	1.0	4120	-14.5	37006	-3.9
1977	54	-5.3	213	26.8	1389	-14.3	879	3.9	7077	-.9	21365	-7.3	3570	-13.3	34547	-6.6
1978	48	-11.1	288	35.2	1212	-12.7	890	1.3	7209	1.9	20566	-3.7	3619	1.4	33822	-2.1
1979	63	31.3	283	-1.7	1592	31.4	1101	23.7	8546	18.5	22563	9.7	4222	16.7	38370	13.4
1980	74	17.5	213	-24.7	1796	12.8	1227	11.4	9638	12.8	24726	9.6	3772	-10.7	41446	8.0
1981	76	2.7	296	39.0	1894	5.5	1272	3.7	10295	6.8	27630	11.7	3596	-4.7	45059	8.7
1982	70	-7.9	200	-32.4	2218	17.1	1272	0.0	10237	-.6	28893	4.6	3325	-7.5	46215	2.6
1983	54	-22.9	243	21.5	2297	3.6	1251	-1.7	8885	-13.2	30325	5.0	4656	40.0	47711	3.2

NOTE: Percentage change based upon prior year.

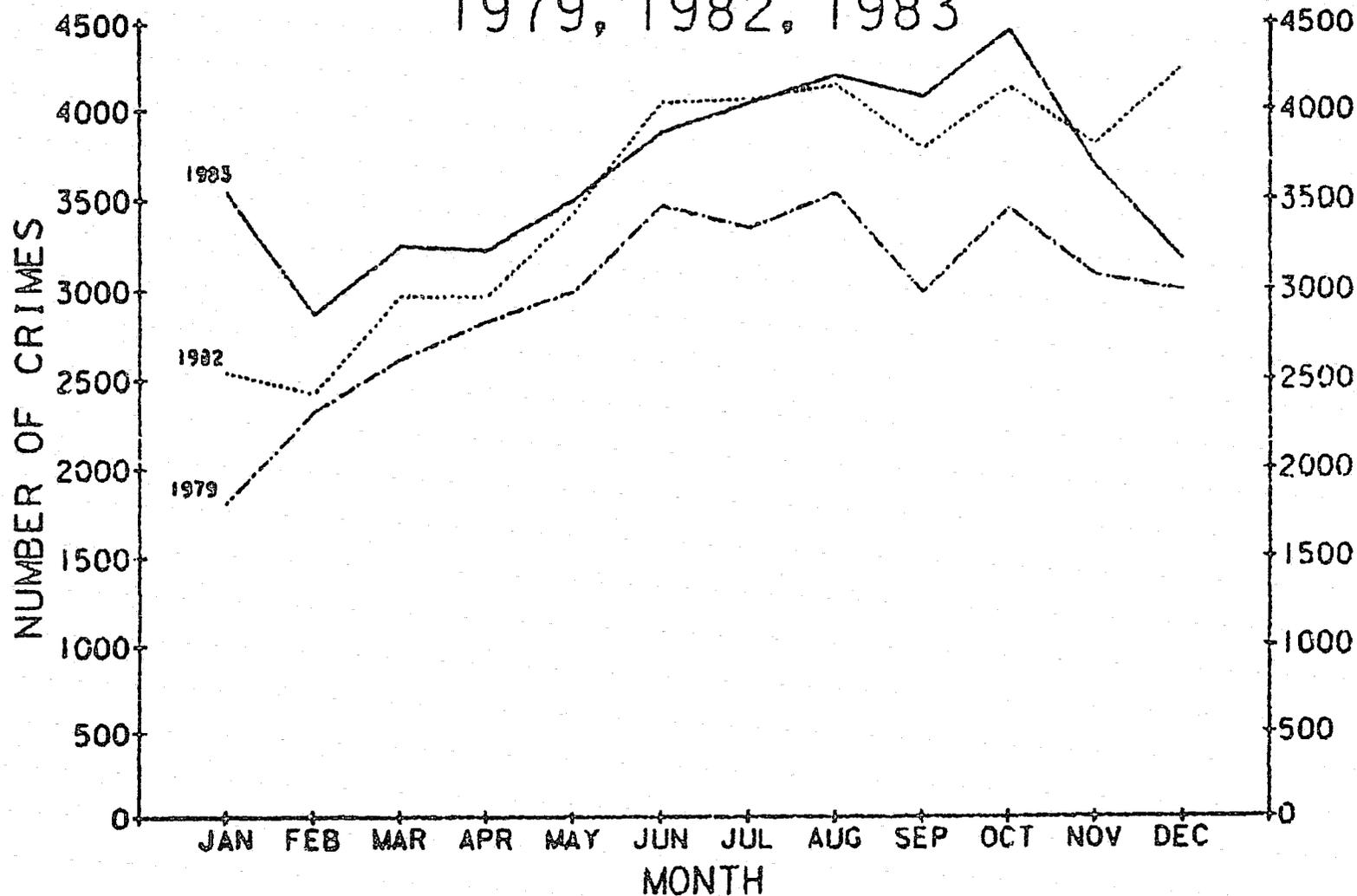
## CRIME AND ADJUSTED POPULATION

## CITY OF MILWAUKEE

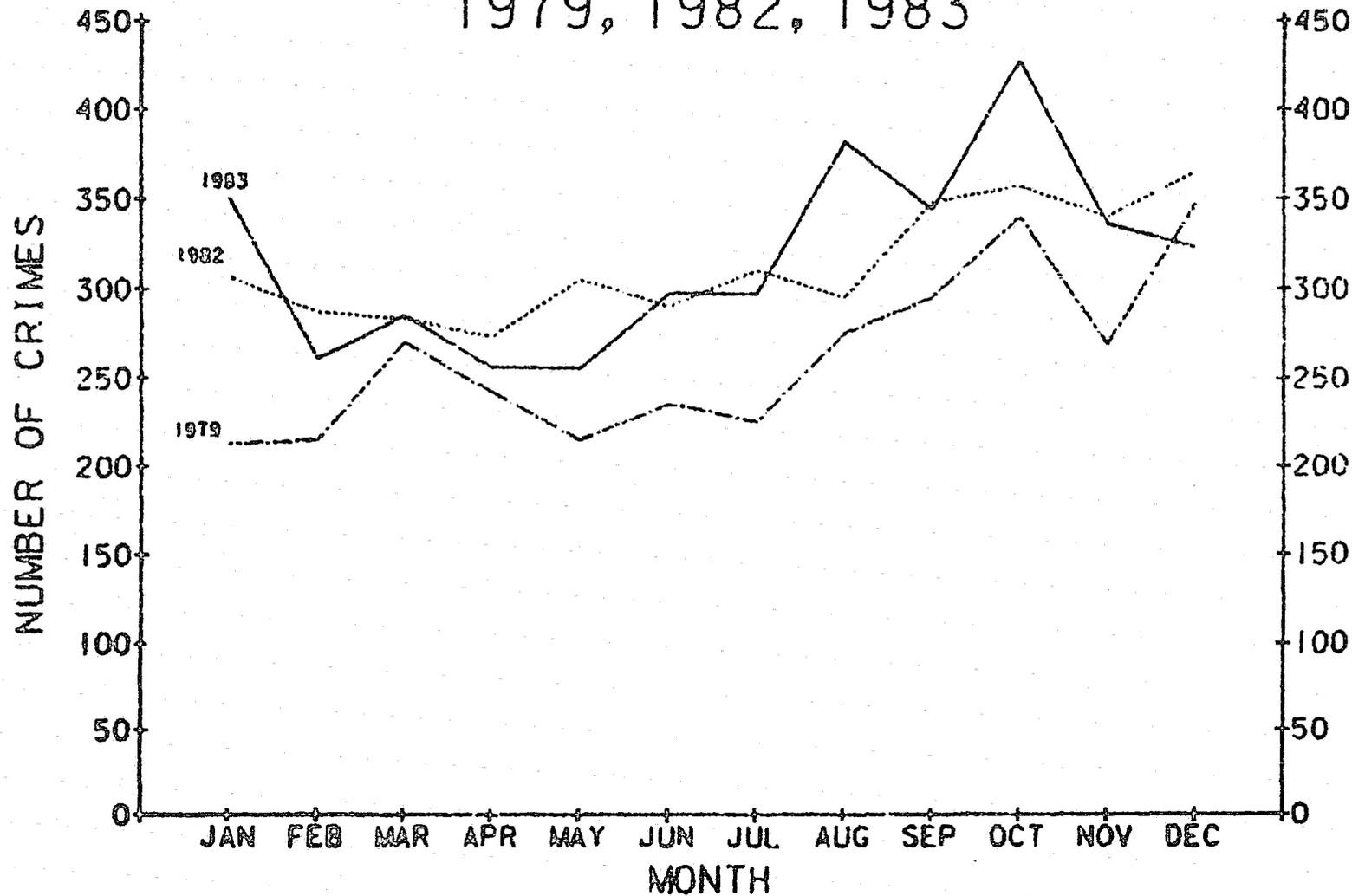
1974 - 1983

	<u>Population</u>	<u>Index Crime</u>	<u>Crime Rate per 100,000</u>
1974	683,146	33,748	4,941.1
1975	670,663	38,518	5,740.4
1976	654,548	37,006	5,658.4
1977	637,231	34,547	5,423.4
1978	620,160	33,822	5,455.2
1979	613,192	38,370	6,259.4
1980	636,297	41,446	6,516.7
1981	634,967	45,059	7,095.1
1982	629,256	46,215	7,347.4
1983	618,170	47,711	7,720.2

# MONTHLY CRIME TRENDS PROPERTY CRIMES 1979, 1982, 1983

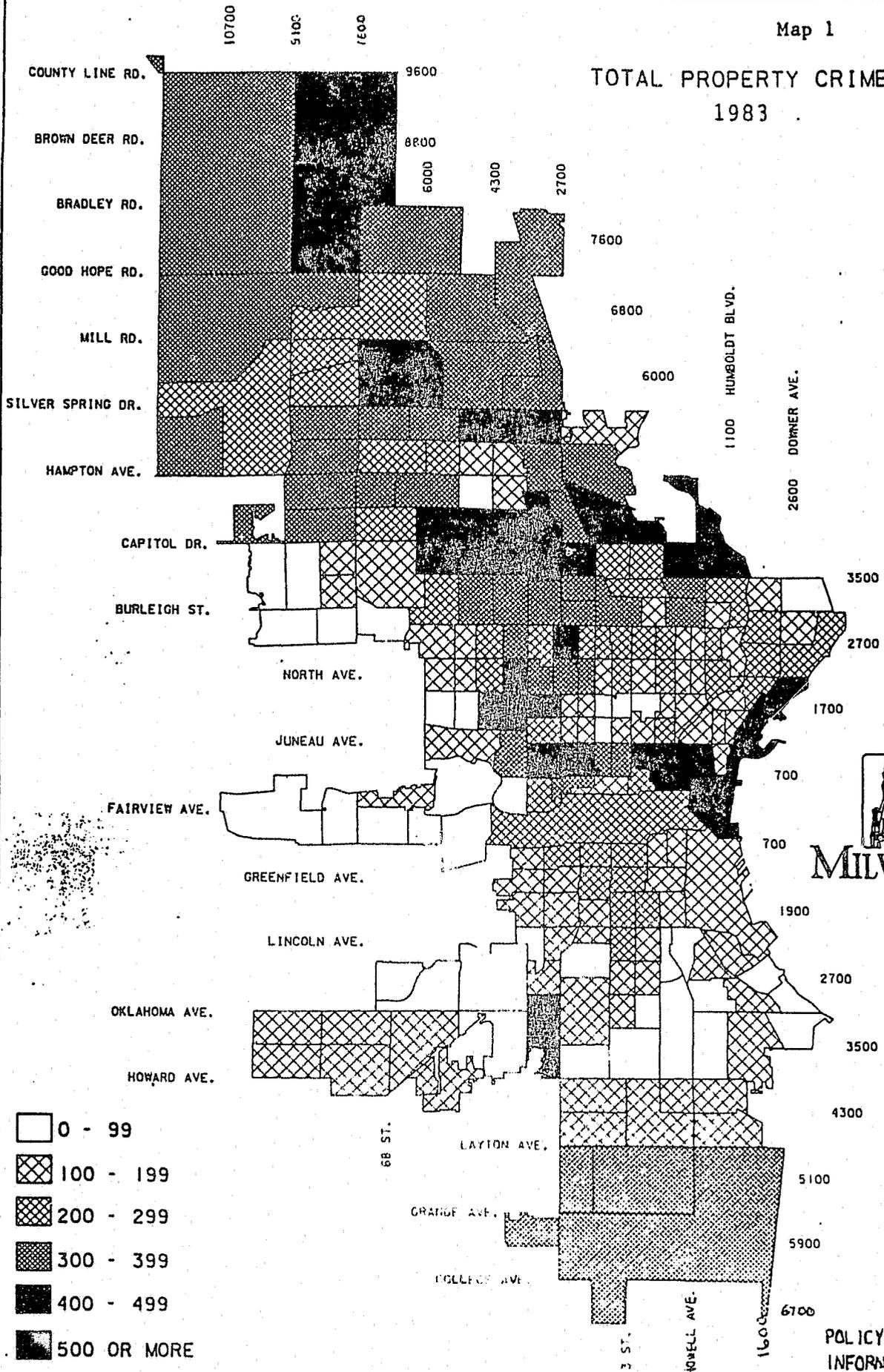


# MONTHLY CRIME TRENDS VIOLENT CRIMES 1979, 1982, 1983



Map 1

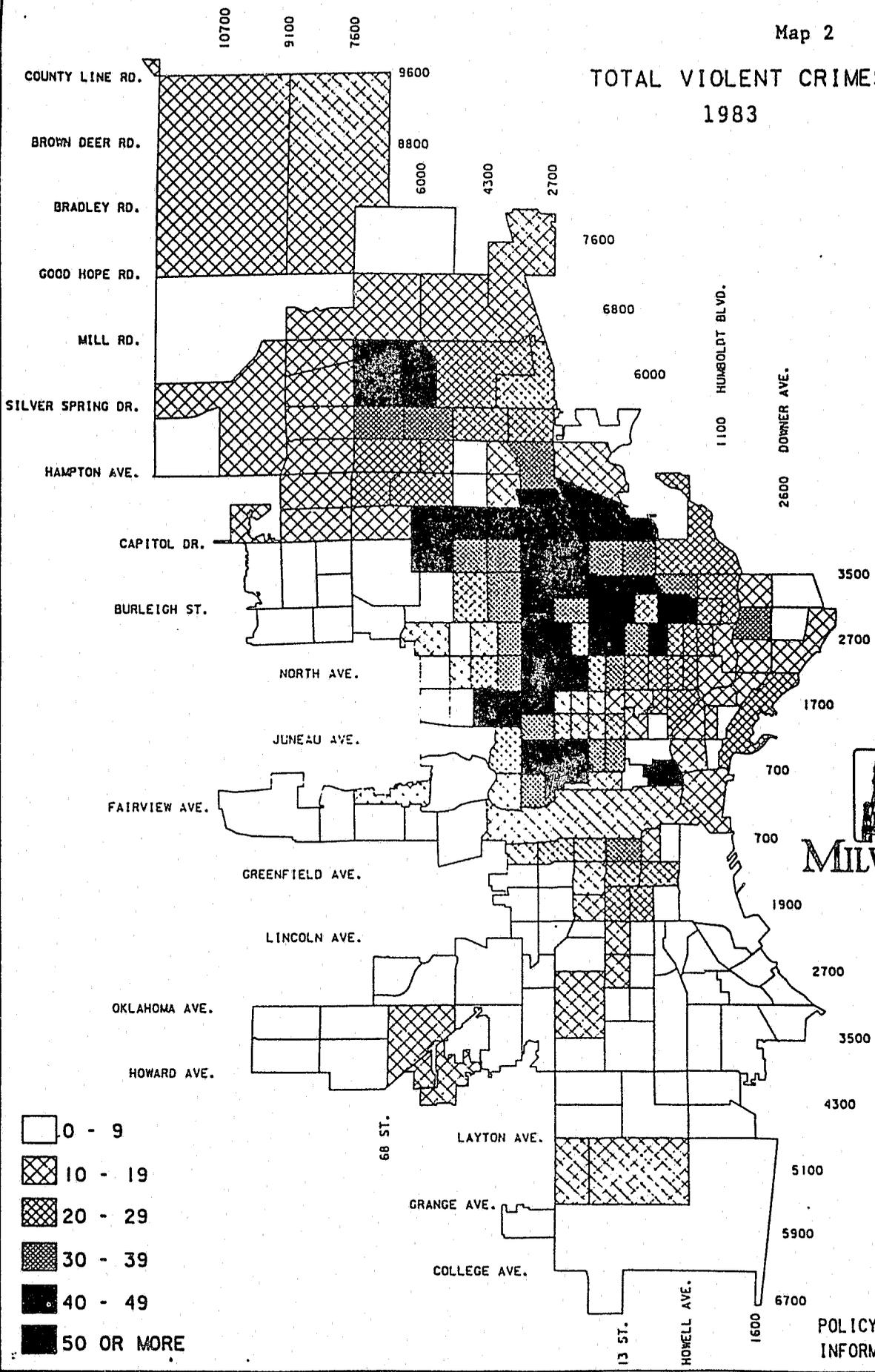
# TOTAL PROPERTY CRIMES 1983



POLICY DEVELOPMENT  
INFORMATION SYSTEM

Map 2

# TOTAL VIOLENT CRIMES 1983



POLICY DEVELOPMENT  
INFORMATION SYSTEM

DISTRICT TARGET CRIME OCCURRENCE 1978-1983

<u>District</u>	<u>Year</u>	<u>Rape</u>	<u>Robbery</u>	<u>Burglary</u>	<u>Theft</u>	<u>Theft From Auto</u>	<u>Sex Offenses</u>	<u>TOTAL</u>
1	1978	48	162	815	2264	1433	71	4793
	1983	35	324	862	2856	2593	81	6751
	% of chg.	(-27.1)	(100.0)	(5.8)	(26.2)	(80.9)	(14.1)	(40.8)
2	1978	19	131	776	1563	1099	77	3665
	1983	10	125	875	1780	1252	134	4176
	% of chg.	(-47.4)	(-4.6)	(12.7)	(13.9)	(13.9)	(74.0)	(13.9)
3	1978	48	244	993	1346	928	86	3645
	1983	65	529	1282	2408	2050	119	6453
	% of chg.	(35.4)	(116.8)	(29.1)	(78.9)	(120.9)	(38.4)	(77.1)
4	1978	13	97	759	1801	1248	65	3983
	1983	20	178	1065	2471	1592	111	5437
	% of chg.	(53.8)	(83.5)	(40.3)	(37.2)	(27.6)	(70.8)	(36.5)
5	1978	79	241	1480	1842	1233	95	4970
	1983	56	484	1520	2467	2070	131	6728
	% of chg.	(-29.1)	(100.8)	(2.7)	(33.9)	(67.9)	(37.9)	(35.4)
6	1978	20	120	677	1467	961	109	3394
	1983	9	115	861	1863	1100	156	4104
	% of chg.	(-55.0)	(-4.2)	(27.2)	(27.0)	(14.5)	(43.1)	(20.9)
7	1978	54	304	1780	2211	1194	87	5630
	1983	48	542	2420	3285	2538	119	8952
	% of chg.	(-11.0)	(78.3)	(35.9)	(48.6)	(112.6)	(36.8)	(59.0)
TOTAL	1978	281	1299	7280	12494	8096	590	30040
	1983	243	2297	8885	17130	13195	851	42601

CRIMES ELIMINATED IF DROPPED TO CITY-WIDE AVERAGE (1983)

<u>District</u>	<u>Rape</u>	<u>Robbery</u>	<u>Burglary</u>	<u>Theft</u>	<u>Theft From Auto</u>	<u>Sex Offenses</u>	<u>TOTAL</u>
1	0	0	0	409	708	0	665
2	0	0	0	0	0	12	0
3	30	201	13	0	165	0	367
4	0	0	0	24	0	0	0
5	21	156	251	20	185	9	642
6	0	0	0	0	0	34	0
7	13	217	1151	838	653	0	2866
CITY AVERAGE	35	328	1269	2447	1885	122	6086

1983 DISTRICT CRIME  
(Rates per 100,000)

District	RAPE *		ROBBERY		BURGLARY		THEFT		THEFT FROM AUTO		SEX OFFENSES		TOTAL TARGET CRIMES	
	Rate	Volume	Rate	Volume	Rate	Volume	Rate	Volume	Rate	Volume	Rate	Volume	Rate	Volume
1	86.3	35	753.5	324	2004.6	862	6641.9	2856	6030.2	2593	188.4	81	15700	6751
2	11.7	10	147.1	125	1029.4	875	2094.1	1780	1472.9	1252	157.6	134	4913	4176
3	94.2	65	766.7	529	1858.0	1282	3489.8	2408	2971.0	2050	172.5	119	9352	6453
4	18.0	20	160.4	178	959.5	1065	2226.1	2471	1434.2	1592	100.0	111	4898	5437
5	65.1	56	562.8	484	1767.4	1520	2868.6	2467	2407.0	2070	152.3	131	7825	6728
6	8.0	9	102.7	115	768.7	861	1663.4	1863	982.1	1100	139.3	156	3664	8952
7	36.6	48	413.7	542	1847.3	2420	2507.6	3285	1937.4	2538	90.8	119	6834	8952
CITY TOTAL	38.2	243	361.2	2297	1397.0	8885	2693.3	17130	2074.7	13195	133.8	851	6698	42601

\*Volume is the number of crimes known or reported to the police.

## CRIME PREVENTION SURVEY SUMMARY

The Fire and Police Commission's Crime Prevention Survey (Appendix B) was sent to the police departments serving the 30 largest cities in the United States, excluding the City of Milwaukee. The purpose of the survey was to assess the organizational structure and crime prevention activity areas of urban police department crime prevention efforts. A total of 21 departments responded. However, the City of Cincinnati reported that due to the failure of a tax incentive measure, the police department was phasing out its crime prevention program. For this reason, only 20 departments are represented in our analysis. It should be noted that in 1982, the Commission conducted a police-community relations/crime prevention study of these same departments. Some questions asked on this 1984 study were asked in an attempt to clarify information collected in the previous study.

The survey was designed to gain organization structure and activity information. Organization items of particular interest to the Commission included the number of full-time crime prevention personnel, any use of part-time officers or volunteers, physical location of crime prevention unit/bureau, hours of operation, and differential assignment within the unit/bureau. In the area of crime prevention activity, our main interest was in isolating those activities most common to police department crime prevention initiatives and to look at what services are provided by police under several specific programs (i.e. Block Watch, Business Watch, and Security Surveys).

All 20 police departments responding to our crime prevention study indicated that their departments have a formalized crime prevention unit/bureau within their organizational structure. In two departments, Washington, D.C. and Cleveland, Ohio, community service officers divide their time between crime prevention and police-community relations (PCR) activities; the other 18 departments apparently structurally separate these activities (although several departments mentioned use of PCR officers in various crime prevention activities). An average of 15 sworn officers comprises a crime prevention unit with the full-time commitment ranging from a low of two sworn officers in Jacksonville, Florida, to a high of 66 officers in Philadelphia, Pennsylvania.

Comparatively few non-sworn personnel are assigned to crime prevention units, and the majority are assigned to clerical tasks. Seven departments were found which use non-sworn employees in a professional capacity. The job tasks of these professional, non-sworn employees appear to be fairly similar Block Watch activities ranging from organization of clubs to coordination of Block Watch volunteers. It is our suspicion that in most instances, these departments originally operated LEAA-funded community crime prevention programs, and the non-sworn professionals were retained after the LEAA close down. We know this to be the case in Seattle, Washington, which had the greatest number of professional non-sworn personnel (27).

Although only four crime prevention units had part-time personnel regularly assigned to the unit, ten departments (50%) indicated the regular use of non-assigned department personnel in crime prevention activities. An example of how non-assigned personnel are used in crime prevention activities is found in San Jose, California, where crime prevention personnel replace the regularly assigned district squad officer while that squad officer appears at Block Watch organizational meetings. Access to department specialists such as detectives from rape and robbery units for special crime prevention program presentations is a more common use of non-assigned personnel than the San Jose approach. A third way in which non-assigned crime prevention personnel participate in crime prevention activities is through activities similar to the Milwaukee Brewer Baseball Card give-a-way our department has operated for three seasons. Finally, departments such as Detroit, Michigan, rely on community relations officers/storefront officers to present many neighborhood-level programs.

An important element of crime prevention units appears to be the ability to respond to public need. According to the survey, most crime prevention units assign all sworn personnel to the day shift, but officers are expected to adjust their hours to accommodate evening and weekend activities. Most units are centrally coordinated, but have program officers assigned to specific areas of the city or actually working out of the various districts for actual activities. Few divide staff according to function. The five that do assign staff to specific sub-program areas are all departments with professional non-sworn personnel who conduct Block Watch.

A key finding of this study was that neither the size of a unit nor use of non-unit personnel in crime prevention activity has statistical relevance to the number of crime prevention activities directed by the crime prevention unit. Departments were provided a list of 29 possible major crime prevention unit activities/responsibilities and asked to indicate which of these activities was a crime prevention unit responsibility, the responsibility of another departmental entity, or not a department function. The activities/responsibilities were selected based on tactics listed in a variety of crime prevention program evaluations. A glossary of crime prevention tactic terminology appears as Appendix E.

Departments varied in the number of activities offered by crime prevention units. The number of major activities ranged from a high of 21 programs supported by Phoenix, Arizona, and Detroit, Michigan, to a low of seven activities identified by Kansas City, Missouri. On an average, units identified 15 activities as the responsibility of the crime prevention unit. The most frequent unit responsibilities were educational projects (20), Home Security Survey (19), Business Watch (19), Business Security Survey (19), Operation ID (18), Block Watch (17), Apartment Watch (17), preparation of department crime prevention literature (15) and crime prevention training for department personnel (15) (Table 1).

It is particularly interesting to note that Home Security Surveys, Business Watch, Business Security, Whistle Stop, Operation ID and crime prevention educational programs were the six programs which were only performed by crime prevention units. In contrast, crime analysis, a crime prevention function in only one department, is a function performed by other units in 18 departments (Table 2).

The Commission was particularly interested in services provided by police departments in Block and Business Watch programs and in Home and Business Security Survey Programs. It is clear from our respondents that whatever the degree of involvement police departments may have in Block Watch, the nucleus of Block Watch is the community organization. All 20 respondents reported the dissemination of crime data to community Block Watch organizers as a major unit Block Watch activity. In contrast, less than half of our respondents reported police involvement in Block Watch organization (formation) activities. Based on a prior survey of these departments, it is our suspicion that police involvement in Block Watch organization may be limited to certain target areas or occur during specific crime prevention promotion periods. The most common police activities in Block Watch operations are dissemination of Block Watch materials (18), providing speakers (18), and coordination of city-wide efforts (16) (Table 3).

Home Security Survey program activities do not appear to be nearly as well organized as Block Watch programs. Although 18 of 20 departments indicated Home Security Survey as a part of their Block Watch approach, only 12 departments included self-checklists as part of their Block Watch packet materials. While 19 departments said officers will conduct Home Security Surveys for residents, only 13 use Block Watch presentations to make appointments for this service (Table 4).

The Business Watch concept is said to be promoted by 19 departments who will all send speakers to present this concept on request. However, in comparison to Block Watch, where all 20 departments have materials directly related to Block Watch, only 15 departments have materials related to Business Watch (Table 5). Police efforts in crime prevention for business are directed more toward the target hardening security survey (Table 6). All departments offer this service to businesses. Several departments appear to be especially active in promoting this concept through such aggressive strategies as routinely contacting new businesses to conduct services (7) and contacting business victims of robberies and burglaries (9).

This simple survey shows a variety of options are available to our Police Department in the structure and operation of its crime prevention efforts. Whatever program activities may be tried in Milwaukee, police departments in these other jurisdictions can serve as a valuable resource. Resources available range from copies of anti-crime materials including television and radio scripts to self-evaluations of program activities. We urge the Police Department to take advantage of the aid offered by other departments so that the Milwaukee program can gain from the experiences of these other jurisdictions.

## CRIME PREVENTION UNIT ACTIVITIES

(Number of Departments = 20)

Crime prevention newsletter	<u>8</u>
Police mini-stations	<u>2</u>
Crime analysis unit	<u>1</u>
Environmental design review	<u>6</u>
Street observation programs	<u>5</u>
Crime prevention educational projects	<u>20</u>
Crime hotline	<u>6</u>
Special telephone projects	<u>2</u>
Block Watch/Block Club	<u>17</u>
Apartment Watch	<u>17</u>
Citizen radio patrols	<u>10</u>
Escort services	<u>2</u>
Victimization surveys	<u>10</u>
Home security surveys	<u>19</u>
Business Watch	<u>19</u>
Business security surveys	<u>19</u>
Self-defense classes	<u>9</u>
Whistle stop	<u>9</u>
Operation ID	<u>18</u>
"Crime Stoppers" type program	<u>14</u>
"Officer Friendly" type program	<u>13</u>
Auxiliary police	<u>3</u>
Preparation or updating of anti-crime literature	<u>15</u>
Volunteer training	<u>12</u>
Volunteer coordination	<u>10</u>
Bike safety	<u>10</u>
Youth athletic programs	<u>9</u>
Youth volunteer programs	<u>9</u>
Crime prevention training for recruit/in-service training	<u>15</u>

CRIME PREVENTION PROGRAMS CONDUCTED BY  
 UNITS OTHER THAN CRIME PREVENTION UNIT  
 (Number of Departments = 20)

Crime prevention newsletter	<u>2</u>
Police mini-stations	<u>5</u>
Crime analysis unit	<u>18</u>
Environmental design review	<u>4</u>
Street observation programs	<u>8</u>
Crime prevention educational projects	<u>0</u>
Crime hotline	<u>9</u>
Special telephone projects	<u>4</u>
Block Watch/Block Club	<u>3</u>
Apartment Watch	<u>2</u>
Citizen radio patrols	<u>2</u>
Escort services	<u>6</u>
Victimization surveys	<u>7</u>
Home security surveys	<u>0</u>
Business Watch	<u>0</u>
Business security surveys	<u>0</u>
Self-defense classes	<u>3</u>
Whistle stop	<u>0</u>
Operation ID	<u>0</u>
"Crime Stoppers" type program	<u>3</u>
"Officer Friendly" type program	<u>3</u>
Auxiliary police	<u>9</u>
Preparation or updating of anti-crime literature	<u>3</u>
Volunteer training	<u>5</u>
Volunteer coordination	<u>8</u>
Bike safety	<u>7</u>
Youth athletic programs	<u>7</u>
Youth volunteer programs	<u>7</u>
Crime prevention training for recruit/in-service training	<u>4</u>

## POLICE DEPARTMENT BLOCK WATCH ACTIVITIES

(Number of Departments = 20)

a) Police department employees go door-to-door forming Block Watches.	<u>9</u>
b) The police department sends a representative to speak to clubs upon request.	<u>18</u>
c) The police department coordinates city-wide block club efforts.	<u>16</u>
d) The police department trains volunteers to recruit for Block Watch.	<u>13</u>
e) The police department trains volunteers to give Block Watch presentations.	<u>9</u>
f) The police department provides Block Watch organizational materials.	<u>18</u>
g) The police department provides relevant crime data to community groups who do Block Watch organizing.	<u>20</u>
h) The police department Block Watch commitment includes activities designed to maintain block group interest.	<u>17</u>

## HOME SECURITY SURVEY ACTIVITY

(Number of Departments = 20)

a) Self checklists are part of the Block Watch packet.	<u>12</u>
b) Self checklists are part of our arsenal of crime prevention literature handouts.	<u>14</u>
c) Crime prevention unit/division personnel provide this service on request.	<u>19</u>
d) Burglary victims are routinely contacted by a crime prevention specialist to receive this service.	<u>8</u>
e) The investigating officer routinely does this for burglary victims.	<u>4</u>
f) Appointments are made at block presentations to have a crime prevention specialist do this.	<u>13</u>

## BUSINESS WATCH ACTIVITIES

(Number of Departments = 20)

a) Department personnel go from business to business organizing watch groups.	<u>8</u>
b) During speeches to business groups, this concept is promoted.	<u>17</u>
c) Business Watch literature is available through the department.	<u>15</u>
d) The police department gives Business Watch presentations on request.	<u>19</u>
e) The department trains volunteers to give Business Watch presentations.	<u>1</u>
f) The department trains volunteers to organize Business Watch groups.	<u>3</u>

## BUSINESS SECURITY SURVEY ACTIVITIES

(Number of Departments = 20)

a) Self checklists are made available to interested businesses and business groups.	<u>11</u>
b) The service is provided by a crime prevention officer upon request.	<u>20</u>
c) A crime prevention officer routinely contacts new businesses and offers to perform this service.	<u>7</u>
d) All Business Watch members receive this service.	<u>5</u>
e) This service is provided to business robbery/burglary victims by the investigating officer.	<u>2</u>
f) The crime prevention unit contacts businesses after a robbery or burglary and offers to conduct a survey.	<u>9</u>

THE ROLE OF CITY GOVERNMENT  
IN CRIME PREVENTION EFFORTS

Although the Common Council's challenge to the Commission was to develop a crime prevention effort within the Milwaukee Police Department as an integral part of the Department's functions, the role of other agencies of city government in crime prevention efforts should not be ignored. In other jurisdictions, the role of local government in crime prevention efforts ranges from the enactment of comprehensive crime prevention ordinances to activities which encourage the participation of city employees in neighborhood crime prevention activities. Specifically, the Commission would like to draw the Council's attention to the following crime prevention efforts which would require Common Council action:

- (1) The heart of the Commission's recommendations calls for a city-wide approach to the Block Watch program. A major element of this recommendation calls for the central coordination of Block Watch through the police crime prevention program. This will require a recordkeeping system capable of the address level identification of all Block Watches in the city. The Milwaukee Police Department does not (currently) belong to the city-wide geocoded data system. The hardware equipment necessary to access this system is simply too expensive to be considered a reasonable budget item for a crime prevention program. To support the city-wide coordination of Block Watch, the City may wish to solicit a department with access to the geocoded system to assist city-wide coordination of Block Watch through donation of the necessary personnel and computer time.
- (2) The Common Council might examine the possibility of including the Police Department in the building permit process. A crime prevention trained officer could be given opportunity for the architectural review of building plans, prior to permit issuance, to ensure that new construction meets door and window construction and hardware safety standards, and that site plans are conducive to public safety and building safety from a crime prevention perspective.
- (3) The Department of Public Works could work closely with the Police Department to identify city areas in need of crime prevention directed lighting improvements and traffic diversion efforts. It should be noted that citizen groups have indicated to the Commission a particular concern with alley lighting.
- (4) Many City workers use two-way radios in the daily course of business. The City should consider the feasibility of having the Police Department develop a special program to train these employees in crime spotting and reporting techniques. This might be an ideal project to consider for inclusion in the recommended pilot program.
- (5) Another way in which City agencies could show support for crime prevention is through the dissemination of crime prevention liter-

ature. Brochures explaining the Block Watch program should be available in all City offices. City workers who regularly enter homes or businesses, such as Public Health Nurses, Water Department and City Building Inspector's employees, could distribute crime prevention literature in their daily course of operation.

- (6) The City might consider methods which would encourage City employees to become Block Watch leaders and to participate in other neighborhood level crime prevention activities.

The activities highlighted are examples of the wide range of crime prevention enhancement activities possible through City initiative and support. With the exception of city-wide Block Watch coordination, these suggestions are not reflected in the Commission's recommendations for police activity. They are offered as suggestions for future city-wide program growth. We believe that Block Watch identification and coordination could begin using current Police Department technology and resources, but wish to show how intra-agency cooperation could expand fundamental program elements.

## INITIAL TARGETING OF THE CRIME PREVENTION PROGRAM

The Commission recommends that the proposed crime prevention program be initiated as a pilot program, in a single police district. The broad goals of attaining a successful, comprehensive crime prevention program would be best served if initiated on a smaller, more localized scale. The foundation for this recommendation has several bases. Appendix F is a copy of a staff letter sent to the Special Committee which discusses in more detail the impetus for this series of recommendations.

Currently, the Milwaukee Police Department lacks resources to operate an effective program on a city-wide basis. The transfer of technologies, development of program elements, acquisition of equipment, and the selection and training of personnel have yet to occur. Each must occur if a program is to be successful.

The operation of such a proposed program is novel to Milwaukee. Initiating a pilot program would allow an opportunity to assess both its impact and acceptance prior to committing more significant resources to a larger, city-wide effort. The most significant resources to be considered in city-wide expansion is the allocation of personnel. By initiating the program on the level of a single district and monitoring the activity of the pilot program, sound management decisions regarding the assignment of sufficient officers to meet city-wide demands can best be made.

Finally, it is the intent of the Commission that, although the scope of the crime prevention program should be city-wide, its ultimate focus will be neighborhood oriented through the assignment of officers to individual districts. To facilitate the eventual replication of program activities on a city-wide basis, it is necessary that these program activities be introduced in such a way that the geographic scope is large enough to represent city-wide conditions, yet small enough to facilitate the evaluation of program impact and acceptance. This will give pilot program officers an opportunity to "fine tune" the various program elements in a variety of community settings and to develop experience in working with community organizations and agencies before implementation is attempted on a broader scope.

Our suggestion that the pilot program be implemented on a single district level deliberately exceeds the generally suggested one or two census tract target area recommended by most criminal justice planning documents. We do so because the core of eventual bureau activity will be the officers assigned to work on a single district level. How well officers are able to function on a district level will heavily depend on their successful building of community alliances. We do not want to frustrate this experience by broadening the initial scope of operations. We believe the key learning experiences of working with community groups, and operating program components under a variety of conditions, can be done best on a single district level.

The choice of a target, pilot program district should be made based upon crime analysis, district population characteristics, and existing community group anti-crime activity. The district selected for the pilot program should have a high enough volume of appropriate "target" crimes to warrant the intensive concentration of police resources, yet the rate of these crimes should reflect, as closely as possible, the average city-wide rates of crime. The target crimes suggested by the Commission for pilot program purposes are residential and commercial burglary, personal and commercial robbery, sexual assault, child molestation, retail theft and thefts from motor vehicles.

The demographics of the target district should reflect, as closely as possible, city-wide characteristics. This will allow program staff to introduce the program components to audiences representative of our widely divergent population, yet facilitate the process of assessing the reception of various program approaches under a variety of conditions. Particular attention should be paid to selecting a district which has a representative number of mixed commercial-residential neighborhoods.

Finally, the Pennsylvania guide to building a police program, A Model Municipal Crime Prevention Program (1981), suggests that existing community organizations should be an important consideration in selecting a pilot program site. Simply put, "[a]nti-crime activities are most effective where there is strong participation by the community" (Feins, 1983). This does not mean that all areas of the selected district need to be covered by community group activity; only that at least one community group with a "track record" in organizing anti-crime activity on a Block Watch level, and with strong ties to other district community groups, be present to act as a catalyst for the participation of other community groups. The Special Committee on Crime Prevention should be of significant assistance to the Police Department in the identification of community organizations.

RECOMMENDATIONS FOR  
POLICE INITIATIVES IN CRIME PREVENTION

Introduction

In the recommendations which follow, the Commission was guided by these general principles:

- (1) The police commitment to crime prevention must be a full-time effort supported by an adequate allocation of personnel and resources.
- (2) The mission of a police department crime prevention program should be to encourage citizens to engage in activities designed to prevent or reduce the risk of criminal events. To this end, the crime prevention services offered by the Department should include direct primary services, maintenance services, and advisory services.
- (3) Although central coordination of police efforts is essential in order to maintain a consistent level of service and to foster a city-wide commitment to crime prevention, the focus of police activity should be directed toward neighborhood-level services.
- (4) Throughout the police program, adequate mechanisms for encouraging police-citizen communication are a necessity.

## RECOMMENDATIONS

### Recommendation I: Continuation of the Special Advisory Committee on Crime Prevention

The goal of the crime prevention program proposed by the Fire and Police Commission is to increase citizen support and participation in crime prevention activities. It is critical that a formal mechanism for citizen involvement be established so that community concerns are represented in all stages of program development and implementation.

A. The Crime Prevention Advisory Committee established by Common Council Resolution 83-2239-a should be continued with current membership.

1. Purpose

- a. To act as a resource for the Police Department in their mission to coordinate and mobilize community resources for local crime prevention initiatives.
- b. To assist law enforcement in coordinating police crime prevention efforts with the crime prevention efforts of citizen groups.
- c. To serve as a clearinghouse for the identification of local initiatives so that technical resources can be transferred to all areas of the City.

2. Goals

- a. To stimulate community interest and support for crime prevention activities.
- b. To serve as a focal point for the coordination of community crime prevention efforts.

3. Duties and Functions

- a. To identify general and specific community resources available to assist crime prevention program efforts.
- b. To assist in the implementation of specific crime prevention program strategies.
- c. To act as a resource center for crime prevention information relevant to local program efforts.
- d. To assist each other in areas of mutual concern and need.

#### 4. Liaison

- a. The Fire and Police Commission member of the Advisory Committee will serve as liaison between the Advisory Committee and the Fire and Police Commission.

#### Recommendation II: Creation of a Crime Prevention Bureau within the Milwaukee Police Department.

The creation of a Crime Prevention Bureau is a requisite element of a full-time Police Department commitment to crime prevention.

- A. Purpose: The Crime Prevention Bureau will be responsible for the development, implementation, and coordination of police involvement in crime prevention programs. These programs should encourage citizen participation in activities directed toward the reduction of violence and property loss. It is not the intent of the Commission that the Crime Prevention Bureau eliminate or supplant existing Department efforts; rather, it is hoped that the creation of the Bureau will enhance and expand Department efforts.
- B. Staffing: The Crime Prevention Bureau should be commanded by a sworn officer holding the rank of Lieutenant or above. Sufficient staff should be assigned to provide an adequate level of service. Furthermore, the Department must recognize that crime prevention officers are specialists and provide resources so that officers are able to attend out-of-jurisdiction training classes and conventions to update their skills.
- C. Duties and Responsibilities.
  1. Coordination and supervision of staff will be the responsibility of the Bureau Commander. The commander will also serve as liaison with District Commanders and community groups to assure proper notification and coordination is maintained for district level activities. The commander will be responsible for the development, implementation, and evaluation of crime prevention programs operated by the Bureau. The commander will be responsible for the coordination of Bureau operations with existing crime prevention efforts falling under the jurisdiction of other departmental entities (example: YAB, Bike Safety and Baseball Card programs).
  2. Additional personnel assigned to the Bureau should be located within the Bureau but assigned on a non-rotating basis to work within a specific district for the purpose of building and maintaining neighborhood programs. District assigned officers will be responsible for liaison and serve as a crime prevention resource for community groups and organizations within their assigned districts. In the assignment of officers to specific districts, consideration

could be given to officers who live within the district as a means of strengthening neighborhood ties.

3. All Bureau personnel should work hours most compatible to the needs of the community. This means work schedules will need to be flexible so that officers are available for evening and weekend programs when necessary.
4. The Department should develop a written policy regarding the participation of officers not directly assigned to the crime prevention bureau in crime prevention bureau activities. It is the recommendation of the Commission that this policy serves to encourage officer participation in neighborhood crime prevention activities. Based on information from other jurisdictions, the Department might consider a policy which encourages squad officers to drop in on neighborhood watch organizational meetings when this activity does not conflict with answering a call for service. It should be the responsibility of each and every officer to be knowledgeable and apply crime prevention principles in the regular course of their duties. The Department may also consider designating various officers assigned to speciality units (i.e., bomb squad, sexual assault unit, elderly unit) as technical resource persons and "lending" these people to the Bureau for speciality programs.

#### D. Crime Prevention Bureau Programmatic Activities

It is the expectation of the Commission that the activities of the Crime Prevention Bureau will continue to be geared to changing community needs and crime trends. Services offered by the Bureau will operate on two basic service levels. General Bureau activities will be directed toward providing a city-wide focus for crime prevention efforts. District level activities will be directed toward the support and encouragement of neighborhood crime prevention efforts. The programmatic activities recommended by the Commission should be viewed as basic program areas to be expanded or modified based on changing community needs and interest.

##### 1. General Bureau Activities

- a. Production and execution of seasonal crime awareness programs such as "Lock It and Pocket" campaigns to reduce thefts from automobiles, and vacation alerts for prevention of burglaries. These would be city-wide alerts designed to raise citizen awareness and maintain citizen interest in crime prevention activities.
- b. The Criminal Offenses Summary produced monthly by Police Data Services and interpretive maps should be disseminated through the Bureau to community groups involved in Block Watch organizing activity.

- c. Volunteer recruitment and coordination for crime prevention activities should be a Bureau responsibility. Volunteer participation would enhance many of the recommended activities, particularly Block Watch, Home Security Survey, School/Neighborhood Fairs and the Police Athletic League. The Bureau should institute guidelines for crime prevention volunteer awards as part of this programmatic activity. The Department may consider expanding its auxiliary police concept to include crime prevention functions.
- d. Police Mobile Crime Prevention Unit. The Bureau will be responsible for the maintenance, scheduling and operation of a crime prevention mobile unit including creating and maintenance of program modules to reflect accepted professional standards and changing community needs. At all times, the display modules should reflect major Department crime prevention activity areas. The mobile unit will be used in two main activities and for the enhancement of other activities when available.
  - 1. Summer playground fairs to be held at various Milwaukee Public School playgrounds where youth are expected to be the primary target audience.
  - 2. Community fairs, such as those held by community groups for the purpose of enrolling members, will be the second major commitment for this vehicle.
- e. The Bureau will be responsible for the development and updating of crime prevention literature to reflect the Department's renewed commitment to citizen crime prevention. The Commission has collected brochures and pamphlets from departments across the nation which it urges the Department to view as models for local literature production.
- f. Crime Prevention Week Coordination. The Bureau will coordinate police district, community, school and business crime prevention message displays. An award could be given to the best display.
- g. Production of a Crime Prevention Newsletter. This newsletter would highlight monthly activities of the Crime Prevention Bureau and the crime prevention activities of citizen and business groups. Initially, this could be distributed through community organizations, Block captains, city agency offices, fire stations, police districts and the MMAC.
- h. A Speakers Bureau should be created and coordinated through the Crime Prevention Bureau. Speakers to be scheduled through the Bureau should not be limited to

Crime Prevention Bureau personnel, but should include speakers from all speciality divisions and units so that the Department can offer the broadest possible range of topics to the public. Two crimes of special concern to the Commission are sexual assault and child molestation. Therefore, in addition to standard speakers programs, the Bureau should make a special effort in developing:

1. Rape Prevention needs to be addressed in two target groups--adult women and middle through high school age women. The Bureau should offer classes in self-defense to women as part of its anti-rape efforts.
2. Molestation Awareness should be available to both adult groups and organizations serving very young children. The adult program would focus on what to teach children to prevent molestation and how to recognize signs of abuse. The focus for youth groups would be on bodily integrity and stress the importance of telling a trusted adult. Eventually, the Commission would like to see molestation prevention awareness programs directed toward primary school age children become a part of the Youth Aid Bureau's regular school visitation program.
  - i. The Bureau should work with the media to develop a local version of "Crime Stoppers." This should include a local drive to fund tip awards. The Commission feels that the current effort of one local commercial television station in working with the Department on the national Crime Line Anonymous program is laudable, but feels a locally generated and controlled non-profit program would result in a faster turnaround on tips. The Advisory Committee on Crime Prevention might be used to administer the reward function of this program. Crime Stoppers International holds a conference each year at which a "newcomer's school" is held to assist jurisdictions in implementing local versions of this program. It is recommended that a member of the Crime Prevention Bureau attend this special school.
  - j. A Police Athletic League, using volunteer police personnel as officials, coaches, and activity persons, should be coordinated through the Bureau. The Commission would like to see the MPA and the League of Martin actively support this program through the encouragement of police volunteers. The Commission would also like to see the Bureau, MPA and League of Martin work together to develop creative fund-raising activities, which would involve participating youth, to partially fund this activity.

## 2. Neighborhood Level Activities

- a. Block Watch should be the centerpiece of police neighborhood crime prevention activities. The Bureau would be responsible for city-wide coordination of Block Watch, with Bureau officers assigned to specific districts to coordinate and maintain this activity on the district level.
  1. Bureau coordination activities would include maintaining a record of all Block Watches and Block Captains in the City of Milwaukee. The Bureau would also work with the Advisory Committee to develop a standard Block Watch materials packet. These packets would be made available to groups involved in organizing Block Watches, as well as to "independent" blocks who wish to organize a watch. The Bureau would also be responsible for organizing and training volunteer speakers for Block Watch.
  2. The Bureau would also be responsible for the development of periodic activities as may be necessary to maintain a city-wide interest in Block Watch and for notifying the District Captains of Block Watch activities within their respective districts.
  3. Crime prevention officers assigned to work within specific districts will be responsible for Block Watch presentations within their own districts. These officers would also serve as Bureau liaison with neighborhood groups, making sure these groups have sufficient access to the standard Block Watch packets so that these groups are able to continue their Block Watch organizational activities. It is not the intent of the Commission that police employees be used to recruit and organize Block Watches, nor should police be expected to attend all block meetings. Effort should be made, however, for officers to attend as many organizational meetings as possible. Periodic Block captains' meetings should be considered as a method to sustain Block Watch interest on the district level.
- b. Block Parents should be recruited through the schools with the Bureau serving to coordinate and promote this activity. Initially, the Bureau may wish to include one or two Block Parent signs and explanatory materials in the Block Watch packets as a means of actively supporting this program. It is recommended that the Police Department work with the Milwaukee Public Schools to develop a coordinated, proper approach to implementing this program on a broad basis.

- c. A Home Security Checklist, based on materials from other departments, should be developed by the Milwaukee Police Department. These checklists should be included as part of the Block Watch packet, and Block Watch presenters need to be trained to explain how to use the checklist. Checklists should also be promoted as a separate activity by community organizations so that previously organized watches be reached. District level crime prevention officers will act as liaison with community groups so as to maintain a standardization of approach for this program. Checklist needs to include outside lighting advice as well as interior hardware recommendations to reduce criminal opportunity.
- d. Operation ID should be implemented as part of the Block Watch program and as a separate program activity so that previously organized areas are encouraged to participate. It is suggested that the Department seek a corporate sponsor to underwrite the cost of engravers. The Bureau should be responsible for developing a marked property form for participants which also allows people to write in appropriate serial numbers for marked valuables. Forms and engravers should be made available at city libraries and fire stations as well as through the Crime Prevention Bureau and community organizations. Block captains should be made responsible for circulating an engraver for their Watch group and returning it to the Police Department or community group when Operation ID is introduced at Block club meetings.

### 3. Neighborhood Business Level Activities

- a. Business Watches should be formed on a neighborhood level. Because of the large number of small business members of the Metropolitan Milwaukee Association of Commerce (MMAC), it is recommended that the Crime Prevention Bureau work with the MMAC to develop strategies for organizing and implementing this program. The Bureau may consider targeting one or two commercial strips within each district to begin the program. Due to the fact that this program has no local history, it is anticipated that, initially, this will be a fairly labor-intensive activity for the Police Department. Eventually, the responsibilities of the Bureau for Business Watch would be similar to Block Watch responsibilities.
- b. Business Security Surveys need to be developed on two levels. The first would be a simple self-checklist to be included as part of the Business Watch packet and distributed to appropriate groups. A larger, more

detailed form would be used by crime prevention officers who would conduct business security surveys on request.

- c. Employee safety training is a service where businesses could contact the Bureau to have an officer appear to teach employees robbery prevention/safety strategies, how to recognize shoplifters, forgeries, and similar types of courses. The Bureau should work closely with the MMAC in developing and publicizing this service.

#### 4. Other Neighborhood Level Activities

- a. The Police Department could consider the establishment of district police-neighborhood councils as a neighborhood-level crime prevention activity. Although these councils are not a usual tactic seen in police crime prevention programs, they would be a way for citizens to formally present their crime prevention concerns to the police, and for the police to reach key district residents for the purpose of planning joint crime prevention efforts. This approach would be consistent with a recommendation made by the Special Committee on Crime Prevention.
- b. Another mechanism for increasing citizen participation in crime prevention efforts is through the use of quarterly district forums. These meetings would be rotated throughout the district and be open to all interested residents. The forums would serve the dual purpose of introducing crime prevention activities and as a platform for information exchange between citizens and police.
- c. Implementation of either or both of these program elements should not be a substitute for the Block Captains meetings suggested in an earlier section of this report.

#### Recommendation III: Milwaukee Police Department Support Services

A Crime Prevention Bureau cannot exist in a vacuum. The activities of other Bureaus and units within the Department must be seen as complimenting and enhancing the efforts of crime prevention. Similarly, the activities of the Crime Prevention Bureau should enhance and compliment the activities of the Department as a whole.

- A. Training of Milwaukee Police Officers needs to promote crime prevention as a legitimate function of the Police Department. Because the police expect citizens to cooperate with them by reporting crimes, the training of police personnel also needs to stress those activities which encourage citizen trust in the police. Therefore, in addition to crime prevention training

for all police personnel, the Commission sees a need for an increased effort in human relations training, multi-cultural training, and interpersonal communications training for all Department personnel.

1. Crime prevention training needs to be offered to all police officers so that each and every officer is able to provide target hardening advice to citizens in the routine course of duty. This training should be the responsibility of the Crime Prevention Bureau in conjunction with the Training Academy.
  2. Interpersonal communication skills need to be taught on both the recruit and in-service level. Special in-service training stressing telephone courtesy and telephone interviewing should be given to communications personnel and district level personnel assigned to desk duties.
  3. Human relations training currently offered on the recruit and in-service level needs to be re-evaluated so that officers are presented these concepts on a more practical work-related level than is apparently presently offered. Police officers need to see the need for applying these skills in the course of normal duties, particularly in the area of victim/witness interviewing.
  4. Multi-cultural understanding training should be expanded so that the Academy is able to take advantage of community resource people and appropriate City departments as co-trainers.
- B. An automated crime analysis capacity needs to be re-evaluated by the Department. It is essential for purposes of developing, implementing, and evaluating crime prevention projects that the Department, on a timely basis, be able to distinguish between attempted and completed crimes, identify crime characteristics such as time of day, day of the week, and distinguish between type of victim (individuals, commercial establishment type, etc.) for each of the major crime categories on at least a police reporting unit level. To the knowledge of the Commission, the raw information is currently automated but no method for retrieving and analyzing this type of information on a small geographic basis has been developed. In developing this capacity, the Department should work with CEDS and Policy Development Information Systems (PDIS) so that the Police Department programs will be compatible with other city geocode-based programs.
- C. Victim/witness support services should be an integral part of Departmental operations. The Detective Bureau should develop a strategy for periodic case status notification to victims. All officers should be aware of local victim/witness services so as to provide appropriate referrals.

#### Recommendation IV: Preventive Patrol

Resources should be available, and the Police Department should implement, an enhanced program of uniform preventive patrol. This special patrol force should be allocated on the basis of problem identification following crime analysis. This preventive-directed patrol should be flexible in its response and capable of reallocation to deal with changing crime trends.

Another aspect of preventive patrol is to plan and carefully manage this function. Patrol will not deter all types of crime. To provide a better chance of success and enhance community support, it is important to express, as program goals, crimes which can be readily impacted by the presence of police.

A pilot program in selected target areas should have as a goal the prevention of street crimes, with particular emphasis given to deterring mugging of elderly citizens during those periods when pension and social security checks are cashed.

The issue of preventive patrol is somewhat controversial. Studies have shown that preventive patrol is not always cost efficient or effective in suppressing crime. However, an intangible value must also be considered. People feel safer when they can observe the presence of police patrolling their neighborhood.

#### Recommendation V: Implementation of Pilot Crime Prevention Program

The Commission firmly supports the need for a Crime Prevention Bureau within the Milwaukee Police Department as a focus of a full-time police commitment to crime prevention initiatives. We realize that the re-assignment of personnel and resources to meet this commitment will require a period of time. So that impetus to develop the Bureau is not lost in the interim, a pilot program to test implementation strategies is herewith recommended.

- A. The Police Department should begin implementation of its crime prevention effort through a pilot crime prevention program to operate in a single district. The pilot program will operate for 18 months and be under the daily supervision of the Commander of the Special Services Division. It is recommended that one Sergeant and three uniform officers be initially assigned to the pilot program.
- B. Pilot program personnel will have responsibility for the development and implementation of program activities which will eventually be replicated on a city-wide basis.
- C. It is recommended that personnel selected for this program have formal training in crime prevention, such as is offered by the National Crime Prevention Institute.

D. Activities developed by pilot program personnel should focus on the following neighborhood level services.

1. Block Watch.

a. Development Activities.

1. Working closely with the Special Committee on Crime Prevention, the District Crime Prevention Unit should work to develop a standard, uniform approach to Block Watch. This uniform approach to Block Watch should include participation rules which cover the number of meetings and percent of neighborhood participation necessary for a block to be recognized as a Block Watch. This standardization should also include a decision on materials to be included in a standard Block Watch packet. At a minimum, in addition to anti-burglary brochures, this packet should include home security checklists, Operation ID materials (when the Operation ID program is in place), child molestation awareness material, and personal assault/personal robbery prevention materials as well as a brochure explaining how to report a crime and Watch window signs. It is the intent of the Commission that Block Watch organization packets be made available through the Crime Prevention Unit to all community groups involved in Block Watch organization as well as to individuals who wish to independently organize their own blocks.
2. Once the standard Block Watch approach and corresponding packet information has been established, the Training Academy and Crime Prevention Unit will need to review all existing Milwaukee Police Department crime prevention literature and update these materials to reflect the Department's commitment to neighborhood-based crime prevention. It may be appropriate for the unit and Academy to seek corporate sponsorship for the production of some of this literature. However, sponsorship should in no way imply that the Department endorses any specific crime prevention product or crime prevention related service, nor should lack of sponsorship deter development of this literature or program.
3. The Academy and unit should use the resources of the Special Committee to develop and produce a Block Watch slide presentation. It is hoped that this presentation could be easily replicated so that copies could be made available to community groups performing Block Watch presentations.

b. Promotional Development

The new, city-wide standardized approach to Block Watch needs to be introduced to community groups within the pilot district as early as possible. It is expected that the Advisory Committee, which represents many community organizations throughout the city, would assist the unit in identification of groups and would assist in the Block Watch introduction programs which will introduce the service.

1. The new, city-wide standardized approach to Block Watch should next be introduced to the Block captains of existing Block Watches within the target district. The crime prevention unit should hold these Block captains meetings at various community centers located within the district. Unit personnel would work in tandem with the community groups to demonstrate the slide presentation and distribute the new Block Watch packets to captains with the understanding that these captains will be responsible for distributing materials to their own Block Watch members. The unit should also use these meetings to recruit captains to become volunteer Block Watch presenters and to enroll in home security training classes. The District Commander should be notified of these meetings and encouraged to attend or send a representative.
2. As part of the effort to centrally coordinate Block Watch, it will be necessary for community organizations involved in Block Watch activity to be able to identify blocks they have organized and identify Block captains. We are cognizant of the fact that not all community organizations have maintained records necessary to perform this task without stretching their limited resources. To this end, the Commission is requesting, in a separate document, that the Common Council allocate crime prevention development funds to community groups within the target area who may need assistance in identifying organized Block Watches.
3. It is anticipated that community newspapers and newsletters will be the major method of publicizing these events.

c. Training Development

1. Working with the Academy, the unit should develop a short program presentation to be used to introduce the officers assigned to the target district to the crime prevention unit. This program should be designed to inform district officers of the activ-

ities and services which will be offered in their District and to sensitize officers to the Block Watch concept in particular.

2. The unit and Academy should develop a program to train volunteer Block Watch presenters to give presentations and to conduct home security surveys. No recommendation is made as to the frequency of these presentations as implementation will determine this need.

## 2. School/Neighborhood Fair Presentations

### a. General Development

1. The Commission is aware that the purchase of a mobile unit and corresponding equipment is a sizable investment for a one-district project. However, this unit will be available for use in all districts as the crime prevention program is expanded. It is recommended that purchase of this unit and development of the display modules be targeted to take place in the first six months of 1985 so that the program can begin operation in the summer of 1985.
2. Modules should be included which address Block Watch, Molestation Awareness, Street Safety, Sexual Assault Prevention, Home Security and Crime Reporting.

### b. Summer Playground Fair Development

1. All elementary schools within the target area should be contacted so that mobile unit appearances can be scheduled in advance.
2. The Youth Aid Bureau should be contacted by unit personnel so that their summer baseball card program can be expanded to meet the increased demands for cards that distribution through the mobile unit will generate.

### c. Neighborhood Fair Presentation Development

1. Community and business organizations within the district need to be contacted and advised of the mobile unit's availability. The unit should be scheduled to appear as often as possible.

## 3. Operation ID

- a. Develop strategies for coordination of a city-wide Operation ID program. This must include development

steps leading to the computerization of citizen ID numbers so that ID's can be checked when marked property is recovered by the Police Department.

- b. Investigate the use of corporate sponsors for Operation ID. The sponsor should provide at least a sufficient number of marking pens so that pens are available for all Block Watch presentations. If more pens are obtained, consideration should be made to expanding the availability of markers to fire stations and public libraries in the pilot district.
  - c. The unit should develop and print Operation ID forms so that citizens can use the forms to record marked personal property. The forms should be part of the standard Block Watch packet, and distributed wherever markers are available.
4. Home Security Survey
- a. Develop checklists for home security to be included as part of Block Watch packet.
  - b. The development of a training program is covered in the Block Watch section.
5. Business Community Activities
- a. Business Watch Development
    - 1. Develop materials for the organization and maintenance of Business Watch Groups using the Special Committee on Crime Prevention as a resource.
    - 2. Work with the Metropolitan Milwaukee Association of Commerce and Policy Development Information Systems to develop a map of all commercial structures in the district and a listing of businesses located in each structure.
    - 3. Using crime analysis, the unit should identify those major commercial strips in the target area with a sufficient frequency of business crimes (burglary, vandalism, robbery, retail thefts) to serve as target business areas.
    - 4. Develop mechanisms for reaching businesses in a target area to inform them of the availability of the Business Watch program.
    - 5. Develop a Business Watch presentation to include information on security devices (alarms, locks, etc.), and general "soft" prevention strategies such as a merchandise display. Business Watch

should be used by the unit as a springboard to introduce other commercial programs. The unit should develop knowledge of shared business-neighborhood programs in other jurisdictions as examples of Business Watch activities.

b. Business Security Survey

1. Develop materials and displays appropriate to Business Security Survey. It is important that the unit recognize that security advice to businesses must run the gamut from merchandise arrangement to hardware installation.
2. In developing a procedure for scheduling these surveys, the unit should also plan to devote time to conducting a follow-up visit to see what security recommendations were instituted and to learn of any problems businesses may have had in instituting changes. Business Watch is the major vehicle anticipated for making survey appointments. The unit should also consider contacting TAB and having an analysis done to identify businesses in the area which were robbery or burglary victims more than twice in 1983. These establishments should be personally solicited for survey appointments.
3. The unit and Training Academy staff should meet with the district commander to discuss the feasibility of instituting a model "Hazard Card" program to be a compliment to the commercial security effort. A "Hazard Card" program involves squad officers filling out a "Hazard Card" each time they spot a business security hazard such as burned-out lights, open storage areas, or other vulnerable situations. These cards are turned in to the Crime Prevention Bureau which sends them to the business establishment with a brochure explaining the Business Security Survey program. Eventually, the "Hazard Card" concept should be expanded to cover private residences where Block Watch brochures would be mailed to the individual. A report should be filed with the Chief of Police and the Fire and Police Commission relative to implementation of this program.

6. Youth Programs

a. Anti-Molestation--Adult Program

1. Develop a presentation suitable for PTA groups on the subject of child molestation. Presentation should include hand-outs detailing what parents should tell children to enhance child safety and

recognition of how children might exhibit signs of victimization. Should include awareness of non-stranger abuse and promotion of the Block Parent concept.

2. Contact all elementary schools in the district to announce availability of officers to address PTA.

b. Anti-Molestation--Youth Audience

1. Work with Youth Aid Bureau to determine if Youth Aid Bureau primary school presentations can be expanded or enhanced to include some form of molestation awareness information.
2. Work with the Fire Academy to develop a training class for Firefighter volunteers which could enable Firefighters to discuss friendly stranger awareness and other crime prevention issues with children. Initially, this should be open to volunteers from the pilot district fire stations only.
3. Develop a program applicable to junior high age students which integrates molestation with other personal safety issues. Contact primary and middle schools to announce availability of program (consider working with MPS to see how such program would fit into regular curriculum).

7. Group Liaison Activity

- a. The development of pilot program activities will require that close liaison be maintained by the unit with the Special Committee on Crime Prevention.
- b. The unit should attempt to attend as many community meetings and activities as time and resources permit in order to further promote the concept of neighborhood-based crime prevention.
- c. Quarterly Community Forums, open to all district residents, should be instituted on the pilot program level in order to generate the broadest possible level of citizen involvement. The location of Quarterly Community Forums should be rotated throughout the target district. The purpose of Community Forums is to allow residents to meet and exchange crime prevention information and concerns with the Crime Prevention Officers. It is expected that information from these forums will be a valuable tool for both the Crime Prevention Unit and citizen groups in the planning, implementation and modification of crime prevention activities.

## Recommendation VI: Implementation Concerns

Successful implementation of the pilot program requires that special care be directed toward the selection and training of pilot program personnel and that initial action be taken by the Department to see that essential support services are initiated as soon as practicable.

### A. Selection and Training of Pilot Program Personnel

1. The success of the pilot program and its eventual replication in other areas of the city will be greatly influenced by the quality of personnel assigned to the pilot program.
  - a. All officers selected to perform crime prevention duties should have proven public speaking skills, an awareness and sensitivity to public needs, an interest and desire to work with community groups, and a commitment to the principles of crime prevention. The officers must be highly motivated individuals, willing to adapt their hours of work to meet community needs. Strong consideration should be given to the assignment of officers who live within the target area.
  - b. The officer assigned to lead the pilot program needs to be an extremely motivated individual. It will be the responsibility of this officer to contact local businesses and industries to solicit material resources and commitment to the crime prevention program. Verbal and written skills, leadership skills, and decisiveness are qualities to be desired. This individual will also be responsible for Department liaison with community groups and organizations. Sensitivity to community groups and an ability to interact with the public is essential. Moreover, this officer must be able to generate innovative, quality crime prevention programs at minimum cost to the City.
2. As soon as practicable, the Department should make arrangements for crime prevention officers to attend national crime prevention training classes. It is the opinion of the Commission that the program would receive the most benefit if each officer were able to attend a different training institute.

### B. Police Department Support Services

1. The development of support services necessary for the enhancement of Department crime prevention efforts should not be delayed.
2. Crime prevention training for all police officers should be developed as soon as possible in the first year of pilot program operation.

3. The development of an automated crime analysis capacity should be a Department priority.

Recommendation VII: Evaluation

The evaluation and monitoring of the pilot program is an essential tool upon which informed program expansion decisions can be made. The process of evaluation and monitoring is intended to serve as a basis for making future Bureau resource and personnel allocations, improving the operation of program components, and to serve as a guide in implementation of these components under a variety of local conditions.

- A. The Fire and Police Commission will assume responsibility for pilot program evaluation. The evaluation process will be consistent with the highest professional evaluation standards. Wherever possible, it shall be based upon statistical data and shall include an assessment of the Department's response to community crime prevention needs as well as the actual or potential effect of activities on crime reduction. In developing and implementing its evaluation plan, the Commission will make every effort to involve the resources of the Special Committee on Crime Prevention.
- B. Prior to pilot program implementation, the Chief of Police, the Director of Police Special Services, the Supervisor of Police Data Services and Fire and Police Commission staff shall meet in a manner to be determined to discuss evaluation process needs. By integrating evaluation needs into the initial program design, relevant data can be collected to provide the basis for sound evaluation technique.
- C. During the first year of program operation, the evaluation will focus on program development and monitoring of development activities necessary to provide management with the tools to make Bureau implementation decisions.
  1. This will require the development of forms by project staff to record all requests for police presentations received by project staff, and action taken to satisfy these requests. Of particular interest in planning for program expansion will be the number and type of requests which project staff are unable to meet due to personnel or resource limitations.
  2. Monitoring forms should also distinguish between the number of personnel hours expended in each type of program and development activity, as well as provide information relative to the time of day and day of the week that services are requested or occur.
  3. One of the most important activities to be accomplished by project staff in the first year is to develop familiarity and liaison with community groups in the pilot district.

Therefore, the Commission will expect meticulous record-keeping be maintained by project staff so that community group contacts and joint police-community group activities can be identified.

- D. A major purpose of the police crime prevention effort will be to increase citizen support for crime prevention activities. The Commission may call upon the Special Committee on Crime Prevention to assist target area community groups in assessing the effect of police activity on their own activities, specifically increases in membership and requests for Block Watch organization/information.
- E. Because of generally recognized low reporting rates, it is expected that the new crime prevention program may very well generate a statistical crime increase due to increased public enthusiasm for reporting. Nevertheless, the reduction of crime must be recognized as the major program goal.
  - 1. The development of an automated crime analysis will greatly enhance efforts to evaluate the impact of the program on selected target crimes. Such capacity could assist in addressing the issues of crime displacement and "paper" crime increases.
  - 2. If the crime analysis capacity is not developed sufficiently for evaluation use, Commission staff will conduct a statistical analysis of crime impact using the monthly crime summaries currently produced by Police Data Services.
- F. If the Common Council authorizes the allocation of program development monies to the Special Committee in 1984, consideration should be given to allocating a portion of those funds for the development and implementation of a target area resident survey to probe residents on perceived crime problems, fear of crime, and steps residents have taken to prevent crime. This document could be used as both an aid in developing the specialized neighborhood approaches called for in the Commission's crime prevention bureau and pilot crime prevention program recommendations and would serve as baseline data for follow-up evaluation after the first year of program operation. This document would also be invaluable for identifying perceived impediments to Block Watch organization.

CRIME PREVENTION  
 SINGLE DISTRICT PILOT PROGRAM  
 12-MONTH BUDGET RECAP

PERSONNEL

Sergeant (1)	\$29,549	
Police Officer (3)		
@ \$25,927	77,782	
Fringe benefits		
@49.9%	<u>53,558</u>	
Total Personnel		\$160,889

EQUIPMENT\*

Crime prevention van + ancillary equipment	150,000
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SUPPLIES AND OPERATING EXPENSES

Consummable supplies, to include literature and distribution resources	15,000
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STAFF DEVELOPMENT TRAINING

Provision of resources for staff development training at NCPI or equivalent	<u>10,000</u>
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TOTAL PILOT PROGRAM BUDGET	<u><u>\$338,889</u></u>
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Personnel figures illustrate costs assume one year annual salary and fringe benefits at 1984 rates.

\*While initial purchase is an element of the pilot program proposal, it is anticipated that this equipment would be utilized on a city-wide basis when the proposal is replicated.

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**APPENDICES**

APPENDIX A

Written suggestions for  
crime prevention program activities.  
Submitted by members of the  
Crime Prevention Special Advisory Committee  
and other interested community groups.



Commission on Community Relations

Bridget Bannon  
Executive Director

May 18, 1984

JAMES F. BLUMENBERG  
EXECUTIVE DIRECTOR  
FIRE AND POLICE COMMISSION  
749 WEST STATE STREET  
ROOM #706  
MILWAUKEE, WI 53233

Dear Mr. Blumenberg:

The Milwaukee Commission on Community Relations has been requested to make comments regarding Milwaukee's crime situation and recommendations regarding potential crime prevention programs.

An important issue should be raised at this point. Human nature and environmental circumstances, as they stand now predict the presence of criminal activity. It is clear that criminal activity and the need for taxpayers resources to fight it will be with us for a long time. Unfortunately, it is and will be necessary for taxpayers to spend enormous amounts of money to confront crime. Therefore, the question is not "should we spend money confronting crime" but rather "how should we spend money to confront crime"?

It is gratifying to see policymakers pay long overdue attention to the area of crime prevention. At the present time 91 million dollars per year is spent on the Milwaukee Police Department. A scan of Milwaukee Police Department's budget fails to formally identify any crime prevention activity within its purpose accounts.

MCCR wishes to endorse the position that crime prevention is not only a legitimate but more desirable use of police resources and personnel. We believe that attention to crime prevention signifies a progressive approach and a humane community, a community more interested in seeing people succeed than fail.

The following represents perceptions based upon feedback received during the course of performing MCCR's services in the community:

I. PERCEIVED PROBLEMS

A. Negative Youth Behavior

One of the greatest concerns perceived by all age groups youth, adults, senior citizens and the business community is the increased negative/criminal behavior of youths and young adults. This concern is manifest in the increasing number of neighborhood complaints involving overtones of vandalism, assaults and roving groups of young people. A considerable group of senior citizens have expressed a fear of going out on the streets, also much anxiety has been expressed by school age youth involving harassment including money and personal possessions being taken from them on their way to and from school; residents have been complaining about vandalism and business people are concerned with shoplifting and youth loitering around business establishments. (Many merchants on North Avenue between North 30th Street and 55th Street lock their doors during the day as well as on Center between North 35th Street and North 55th Street.)

B. Property Security Concerns

Recently neighborhood groups and community organizations have indicated a growing concern about property security by seeking to lobby for a "dead-bolt ordinance" within the city. Of particular concern are rental property such as multi-dwelling units and housing for the elderly. In discussing property security with the Building Inspection Department, indications are that there is a need for a greater citizen awareness of factors that contribute to and encourage burglary, vandalism and sexual assault. Some existing conditions relating to property that are conducive to crime include basement windows in older homes. In many instances these are oversized windows above grade that can easily be entered. Frequently basements in older homes are not used, thus providing both easy access and an entrance not easily detected. Other conditions include poorly maintained door hardware; garbage and debris not properly stored but stacked against garages provide ideal conditions for a would be vandal or arsonist; open storage lockers in apartment buildings is an invitation for would be thieves or arsonist; clear glass windows in garages provide visual information of contents for prospective thieves; open or unused garages are an invitation to potential rapists or sexual abusers, as are vacant and unsecured houses.

There needs to be a city wide educational "blitz" to inform and arouse citizen consciousness of these potential dangers as well as how to correct them in very inexpensive ways.

### C. Citizen Misperceptions About Police (And Vice-Versa)

It is impossible to discuss crime prevention and not recognize its interrelatedness with strong police-community relations. Therefore, programs that encourage mutual respect and two way positive communication between the police and community should be considered part of crime prevention. In our involvement with citizens and police, we have become increasingly aware of their misconceptions about each other. Most of this is due to lack of information.

We often hear the complaint, from citizens, community groups, senior citizens, etc., that police are very slow to respond. It has reached a point where people have indicated that they don't bother calling the police anymore. The other extreme is that some citizens simply indicate "man with a gun" because they know it will get immediate attention.

Generally citizens do not understand that police have priority calls. They do not understand that officers in the squads do not set these priorities. The Commission staff has been clarifying this to every citizen and community group we deal with. Once this is clarified people have a different attitude toward police response.

Another problem occurs with the police officer's initial contact with a citizen who perceives a personal crisis. Frequently citizens complain that the first questions asked are: name, age, place of employment, etc. When a parent's child is missing or there is a domestic crisis, sexual abuse, etc; a person wants initial understanding and assurance that the police are there to help. Primary concerns about vital statistics only frustrate and intensify a citizen's anxiety. While name, age, etc. are necessary information it could very well come later in the information gathering inquiry.

Conversely police officers, particularly new recruits indicate that they become frustrated with responses from minority citizens. Some examples include: not looking you in the eye; Hispanic women very hesitant to answer questions; stoid or unemotional replys from Native-Americans. These things are frequently interpreted as being uncooperative rather than being understood as cultural reactions.

It is essential that these mutual misconceptions be dealt with in order to improve police and community interaction.

## II. CRIME PREVENTION LONG RANGE RECOMMENDATIONS

### A. Projects

MCCR offers the following programmatic suggestions to meet the problems of crime or their contributing factors.

1. Software Linking Municipal Court Computer To Children's Court Computer

Early intervention is essential for preventing youths from participating in more serious criminal activity. Participants in less serious youth and criminal behavior often end up in Municipal Court. At present there is no formal process which gives the municipal judges access to information concerning previous records of juveniles appearing before them. A computer link-up would allow municipal judges to assess whether a juvenile should be considered for diversion/restitution or, in cases of juveniles with records, whether their probation/parole officers need be alerted.

2. Development Of Structured Youth Diversion And Restitution Programs In Milwaukee County

There is significant evidence in other communities that diversion and restitution programs are effective at curbing negative youth behavior. A significant example can be found in the Waukesha County Youth Restitution and Diversion Program. Statistics indicate that 85% of youthful offenders are not repeaters when referred to this program.

3. Develop A Massive, Long Term Community Education Program Around Crime Prevention

- Widespread distribution of a crime prevention brochure outlining inexpensive ways to secure property mailed with the City's property tax bills.
- A "P.R. Mass Media Blitz" in cooperation with the Police Department to inform citizens of factors contributing to crime against property. This could be coordinated with the brochure mailing and assistance could be obtained from Building Inspection.
- A traveling crime prevention exhibit. The Building Inspection Department has indicated its willingness to set up several displays of tools and inexpensive materials needed to secure property. They could be located at the City's Tool Loan Center's and set-up at places such as the Police Academy, Libraries, Home Show, etc.
- All City outreach personnel who have access to resident's homes could be trained to spot and become conscious of security problems. Minimally they could call it to the person's attention, leave a brochure and/or direct the person to appropriate resources. This would include building inspectors, visiting nurses, etc. Eventually outreach personnel from other governmental units might be encouraged to participate.

- Utilization of existing coalitions to exchange crime prevention information. Presently this would include the City-Wide Anti-Crime Coalition and the Crime Prevention Network.
  - Conduct district crime prevention needs assessments for future programmatic purposes. The utilization of police cadets would be beneficial and provide opportunity for cadets to interact with citizens prior to their recruit training.
4. Institute Programs And Procedures That Enhance The Positive Relationship Between The Police and Community
- It is interesting to note that in areas of the city where citizens believe they have consistently good relationships with police there is less crime. Therefore, it is reasonable to assume that attention should be directed to improving attitudes and opening up positive communication and interaction in areas of the city where this is not the case. Increasing Police/Community Training for both recruit and in-service personnel should be considered.
  - City-wide Block Watch programs should be encouraged. Community organizations should take the lead in the Block Watch organizing. The Police Department and MCCR would serve as technical resources to the groups. Where there is not an active community organization, the Police Department and MCCR would take a more active role in the organizing of such programs.
  - A full-time nightly Citizen Crime Alert Program at the Police Academy. Police could train block watch groups, senior citizens, etc. about awareness of suspicious activities, secure properly, and correctly report crime. We suggest that police personnel representing the districts of attending groups be present and initiate a dialogue with their residents.
  - In areas not covered by active block watch groups, police district commanders should consider instituting regular meetings to discuss mutual concerns and exchange information.

B. Institutional Change

MCCR would be remiss if examples of institutional change were not included in our long range recommendations for crime prevention. While neither the Fire and Police Commission nor the Common Council has direct control over the following entities, we urge both to carefully examine our recommendations and press the appropriate agencies for change.

1. Truancy: Change State Statute Sec. 118.125(J) To Allow "Agents" Of The School Attendance Officer Access To Absent Students' Parents Name And Phone Numbers

Through a series of community meetings MCCR discovered that many times working parents are unaware of their children's absence from school. This is caused by a school policy of not calling parents at work and the youth's intercepting written notices before the parents see the mail. It has been determined that absentee patterns encourage truancy and truancy is a significant contributor to negative youth behavior.

MCCR developed a unique pilot program at no cost to the taxpayers utilizing supervised Work Relief Participants to notify working parents of their child's absences. Unfortunately, State statutes forbids anyone except the school personnel access to relevant student records.

2. School Hours and Semester Schedules - Conduct A Critical, Objective Review Of School Policies Regarding Hours And Semester Schedules

Most people are aware that our present school semester policy is based upon the agrarian society of 100 years ago. School hours reflect the demographics of several decades ago when most youth had a father working and a mother at home. Current demographics reflect a dramatic shift to either single parent or two working parents households. This situation requires children to be on their own with much unstructured time.

There is a proven correlation between boredom, lack of significant learning experiences, lack of adequate activities and negative youth behavior. The current long summer vacation has a salutary effect on boredom. Unfortunately, most of Milwaukee's teenagers are not employed thereby exacerbating the situation. The short school days do not correspond with parents working hours thus children are left unsupervised much of the time.

The school system is the most logical place to look to for changes responding to changing population demographics.

Additional programming would not have to be school curriculum related, it could be brought in from businesses and volunteers. Movies could be run, special interest clubs could be examined and homework help could be given during expanded school hours.

3. Expanded Day Care Opportunities

There are adequate incidents to indicate that younger children have been left alone when babysitters were unavailable or older school children were kept out of school to care for younger siblings. These conditions encourage sporadic school attendance and a pattern of absenteeism. Alternative funding should be developed to expand Day Care opportunities. One possible resource to be considered is the encouragement of major businesses and industry to provide day care facilities for their employees.

III. AVAILABLE RESOURCES

The task of a projected long term "Police and Community Crime Prevention Program" cannot be effective without the use and cooperation of everyone in our city. Along with citizen effort other resource groups must give of their support and expertise. The Commission stands ready to encourage and offer coordination assistance involving community groups, Block Clubs, and City departments in carrying out the police and community crime prevention efforts. Following are resources we suggest could offer assistance:

MCCR

1. Providing a list of community based organizations and enlisting their support.
2. Providing training in inter-group relations, communication and listening skills and cultural awareness in relating to the minority communities.
3. Providing technical assistance in developing brochures.
4. Enlisting appropriate City department cooperation.
5. Providing the Police department with networking opportunities through the Crime Prevention Network (a group of 25 youth serving agencies and community groups whose primary concerns center around crime prevention issues involving negative youth behavior, crime prevention and senior citizen concerns, youth restitution and diversion, security of property, etc.).

Mass Media

1. Consideration should be given to utilizing the mass media for "P.R. blitz" on Crime Prevention.
2. Utilize public service time on radio and tv to give 30 second or 60 second tips on home security techniques such as mentioned in Item I - B. Property Security Concerns.

Community Organizations

1. Train funded community organization project staff in home security methods, particularly those that are involved in home repairs and maintenance such as: Milwaukee Home Repair; Christian Center Home Repair; Home Owners Maintenance Assistance; Handicapped Housing Outreach; Work Exchange; the County Winterization Project; Hillside Community Center; Commando Project I, etc. The Community Development Agency can provide a list of funded projects that are involved in housing maintenance.

It was the intent of this paper to indicate concerns about crime that we have encountered as we have been involved with citizens; to suggest some possible needs to deal constructively in reducing some forms of crime and to offer a list of resources that could be utilized in developing a creative and effective police and community crime prevention program.

In closing be assured that the Commission on Community Relations is ready to assist in any way the Fire and Police Commission and the Milwaukee Police Department can utilize our staff and resources.

Sincerely,

MILWAUKEE COMMISSION ON COMMUNITY RELATIONS

*Bridget Bannon*

Bridget Bannon  
Executive Director

BB:lch

cc: Files

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MAY 18 1984

FIRE AND POLICE COMMISSION



# Milwaukee Police Association

Local #21 IUPA-AFL-CIO

MILWAUKEE, WISCONSIN

PHONE: (414) 273-2515

OFFICE: 1840 N. FARWELL AVENUE (SUITE 400)  
MILWAUKEE, WI 53202

April 23, 1984

Mr. Ronald Johnson  
Community Relations Specialist  
Milwaukee Fire & Police Commission  
749 W. State Street, Room 706  
Milwaukee, Wisconsin 53233

**BILL KRUEGER**  
PRESIDENT  
POLICE LIAISON

**WILLIAM WARD**  
VICE-PRESIDENT

**GARY J. BRAZGEL**  
SECRETARY/TREASURER  
POLICE LIAISON

**TRUSTEES:**

**DONALD FORTIER**  
PUBLICATIONS

**GERALD KERNAN**  
WAYS & MEANS

**GERALD LE VAN**  
PENSION

**GERALD PETERS**  
STATE LEGISLATION

**THOMAS REPKA**  
FINANCE AUDITING

**STEVEN VENTO**  
CONSTITUTION & BYLAWS

**KENNETH MURRAY**  
LEGAL COUNSEL

**SECRETARIES**  
**SUE GOEBEL**  
**DEBRA SCHNEIDER**

Dear Mr. Johnson:

Per our phone conversation this morning regarding issues that the Milwaukee Police Association feels are important in any crime prevention program adopted by the commission please be advised of the following:

- 1) Conduct seminars for community agencies and groups for the purpose of identifying what crime prevention is and how these agencies and groups can promote the over-all concept of crime prevention and community relations.
- 2) Identify specific law enforcement problems as they relate to the different cultural make-up of the various areas of the city. In addition, identify specific law enforcement problems as they relate to the community as a whole.
- 3) Provide police officers as speakers for any community agency or group that requests them not limiting the participation to a small number of officers.
- 4) Coordinate the neighborhood watch programs and promote cooperation between them and the police department. Develop an expanded "operation identification" program and a program to inform the community on ways of securing their property.
- 5) Continue the Milwaukee Police Department's crime prevention programs in city and parochial schools and expand them to include the middle and high schools.
- 6) Prepare and distribute public information messages relating to law enforcement and crime prevention activities Use public service time in the electronic media as well as



April 23, 1984

distribution of crime prevention information at events such as the Home Show and the Sports, Travel, and Boat Show.

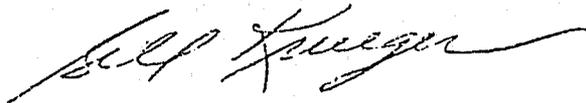
7) Explain the role of the judicial system in crime prevention and include the duties of the city and district attorneys offices. Also outline the duties of citizens when acting as complainants and/or witnesses in criminal and civil prosecutions. Stress the importance of political involvement as it relates to crime prevention issues.

Ron, these are but a few of the issues we feel are important. It is not my intent to limit our participation to them. Further, the Milwaukee Police Association is looking forward to working with you, the commission, and the other members of the committee in promoting crime prevention and community relations in the City of Milwaukee.

Finally, I would like to take this opportunity to inform the commission that the Milwaukee Police Association's representative to the Crime Prevention Committee is Mr. Gerald LeVan and, the alternate, Mr. Bill Krueger.

Sincerely,

THE MILWAUKEE POLICE ASSOCIATION



Bill Krueger  
President  
Local 21, IUPA, AFL-CIO

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APR 24 1984

FIRE AND POLICE COMMISSION



## LEAGUE OF MARTIN

P.O. Box 16481

Milwaukee, Wisconsin 53216

Phone 871-0993

April 27, 1984

Mr. James F. Blumenberg  
Executive Secretary  
Fire and Police Commission  
749 West State Street Room 703  
Milwaukee, Wisconsin 53233

Dear Mr. Blumenberg:

Set forth herein are recommendations for better community/police relations regarding crime prevention. The suggestions set forth are directed to enhance and promote participation within the Milwaukee Police Department and concerned community groups (civic, church, watch clubs, etc.).

The League of Martin suggests the following:

- . A uniformed officer from each district should be appointed to act as a liaison between that community district and the Police Department.
- . This liaison officer should be an individual who fits the job description, which would be set forth at a later time, and one who is dedicated to the norms of the community and the Police Department.
- . The liaison officer along with individuals from various community organizations would help create and promote effective workshops on various areas of crime prevention (starting watch clubs, securing homes, etc.).
- . The liaison officer could impart certain information which would help alert the community in patterns of crime and descriptions of suspects.

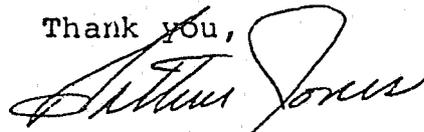
- . The liaison officer would help the community groups obtain certain crime statistics which many community groups feel should be obtained from the district station instead of obtaining such information from headquarters which at times may be difficult.
- . A working relationship should be developed between community groups, uniformed squad partols and the beatmen to enhance better community relations and exchange certain information to help reduce crime.

Further information received from various community groups reveal that they feel that some information i.e. crime patterns and descriptions of assailants could be disseminated by these groups via group meetings and newsletters that they, the groups, already have in operation.

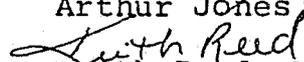
It is also our understanding that certain community groups have expressed the concern that the Milwaukee Police Department has made it difficult for them to have a working relationship and that the Department has taken some of the ideas from the various groups, implemented the programs, and left the groups without participation and recognition.

It is our hope that the suggestions set forth herein would give the community an opportunity to participate and be recognized for their ideas and efforts toward better police/community relations and possible future programs implemented to reduce crime in the community in which we all live.

Thank you,



Arthur Jones, President



Keith Reed, Vice President

LEAGUE OF MARTIN

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APR 30 1984

FIRE AND POLICE COMMISSION



## LEAGUE OF MARTIN

P.O. Box 16481

Milwaukee, Wisconsin 53216

Phone 871-0993

April 27, 1984

Mr. James F. Blumenberg  
Executive Secretary  
Fire and Police Commission  
749 West State Street Room 703  
Milwaukee, Wisconsin 53233

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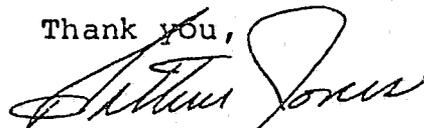
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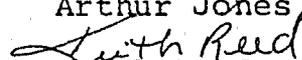
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Thank you,



Arthur Jones, President



Keith Reed, Vice President  
LEAGUE OF MARTIN

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APR 30 1984

FIRE AND POLICE COMMISSION

**Community Relations-Social Development Commission**  
**in**  
**Milwaukee County**

161 West Wisconsin Avenue, Suite 7156  
Milwaukee, Wisconsin 53203  
Phone: 272-5600

May 11, 1984

Mr. Tim Schoewe  
Milwaukee Fire and Police Commission  
749 West State Street  
Milwaukee, WI 53233

Dear Mr. Schoewe:

Thank you for the opportunity to provide my initial ideas on the development of a community relations plan and program for the Milwaukee Police Department.

Before making specific comments, I think it important that to some extent, three interrelated emphases or foci of "community relations" be differentiated: public relations, human/community relations and crime prevention. Based on my review of previous information, especially the proposals submitted to the Common Council in March, it is important that these three interrelated facets of police work be clarified for the purposes of the working group.

In general terms, public relations can be seen as the effort of the department to portray to the community what it is doing to prevent crime and apprehend criminals - normally in a positive way. Human/Community Relations is an ongoing effort to relate positively to all citizens, regardless of age, sex, race or neighborhood. Crime prevention is an organized departmental approach to decrease or prevent the occurrence of crime in the community.

Obviously each of these activities is interrelated and each is required in the Police Department; however, major emphasis should be on the community/human relations crime and crime prevention efforts.

The public relations effort must reflect a reality: that the Police Department wishes to work cooperatively with all Milwaukee residents to prevent crime and to apprehend criminals. When policy and practice reflect this reality, an effective public relations effort is possible.

Given this overall policy perspective, in terms of human/community relations, it is critical that each and every officer, squad and district, as well as the total department, perceive themselves as part of a human/community relations effort. This effort must begin with recruitment and training. Recruitment of potential officers from every segment of the community, and especially recruitment of minorities must continue to be a priority.

Once cadets are recruited, they must be trained to see themselves as partners with the community in the prevention and deterrence of crime and the apprehension of criminals. If they take this basic approach, and convey to citizens in their words and actions that they have respect for and want to work with them, the officers will have an effective human relations stance and community residents will be willing to work with them.

In addition to individual contacts, ongoing liaison with community groups is critical. Such groups can be a resource to the officers, assisting them in relating to the community and enhancing the potential for police and citizen cooperation. The willingness of police to work with community groups, participate in their events, to plan with them and to share information will increase the positive relationships between the officers and the community.

In brief, a sound human/community relations program begins with recruitment to reflect the broad community, requires both initial and ongoing training, is reflected in daily contact of police with members of the community and includes a proactive approach in reaching out to and working with community groups.

In a climate of good human/community relations, a sound crime prevention approach can be developed. Crime prevention must be developed in consort with community residents and groups. The Police Department must reach out to individual residents and community groups to plan with them the programs needed to address their problems.

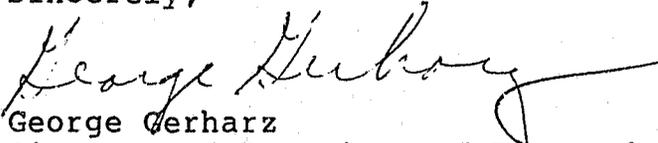
Serious consideration should be given to the establishment of a Crime Prevention Bureau, both departmentally and at each district level. Without the institutionalization of this function and the assignment of specific personnel to work on prevention, it is unlikely that serious crime prevention efforts can be developed and implemented.

The persons assigned to crime prevention would analyze and review crime data, contact neighborhood residents for their perceptions, and with the community residents and the appropriate (district) officers, implement programs suited to specific neighborhood problems, e.g. Block Watch Programs, Resident Alert, Home Security Audits, Elderly Escorts, etc.

In this regard, serious consideration should also be given to establishment of a Crime Prevention Planning Council made up of a broad representation of enforcement agents, private and public organizations and community residents to provide input and oversight to the Crime Prevention effort.

Thank you for the opportunity to make these initial suggestions. I look forward to our meeting to further develop these and other ideas provided to you.

Sincerely,



George Gerharz  
Director of Planning and Research

GG:imb

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MAY 15 1984

FIRE AND POLICE COMMISSION

## METROPOLITAN MILWAUKEE ASSOCIATION OF COMMERCE

### CRIME PREVENTION RECOMMENDATIONS

Mr. Paul Jahnke of the Metropolitan Milwaukee Association of Commerce (MMAC) was the staff member assigned by MMAC to represent the Association on the Special Crime Prevention Advisory Committee. Demands on staff time are so great at MMAC that, rather than requiring the MMAC to submit a written document prioritizing crime concerns and giving recommendations as was done with other Committee members, the Fire and Police Commission sent a staff representative to meet personally with Mr. Jahnke.

The following MMAC crime concerns and recommendations are based on a meeting of April 18, 1984, between Mr. Jahnke and Ms. Catherine Anderson of the Commission staff.

#### Crime Concerns

The size and diversity of MMAC membership makes it impossible to identify any one crime as being of most concern to Milwaukee's business community. In general, employee safety may be said to be the number one concern which all members probably have in common. Although all retail members would probably list shoplifting as an important crime concern, it is the owner-operated store, rather than the chain store, which suffers most from this crime. It is also the small business which, in the opinion of the MMAC, suffers the most from burglary.

It is also a feeling of the MMAC that merchants and others operating in small, neighborhood level business strips are especially concerned about youth involvement in crime. Not only do these neighborhood businesses suffer a loss of business from juvenile shoplifting activity, they also suffer a loss of adult business due to residents who are discouraged from doing business locally due to harassment from juveniles, fear of being mugged by juveniles, and by juvenile vandalism which detracts from the neighborhood as a whole.

#### Recommendations

The MMAC felt uncomfortable in the role of giving recommendations directed toward crime prevention. It was pointed out that in businesses, when there is a problem, consultants are frequently called in to assess the problem and give recommendations for solving the problem. To the MMAC, the Milwaukee Police Department is the consulting expert for crime control. Larger businesses have frequently called upon the Police Department to give them aid to prevent or identify such crime concerns as forgery. The Police Department is usually cooperative and, as an example, sends a representative who is able to train key personnel to identify forgeries.

Although hesitant to recommend any specific course of action to deal with crimes against business establishments, some general recommendations were made by the MMAC representative. The first of these

Metropolitan Milwaukee Association of Commerce  
Crime Prevention Recommendations - Page Two

recommendations is that the Police Department should develop a series of programs applicable to the crime problems of businesses. These programs could cover such topics as building security techniques or merchandise arrangement. Businesses would then know exactly what services are offered by the Police Department and could call for the appropriate service. The Police Department should also develop a mechanism whereby smaller businesses are informed that these services exist since small businesses are more likely to be unable to hire outside security services or to have resources to train employees in prevention techniques.

Another recommendation is for an increase in foot patrols during business hours. Downtown Milwaukee has long had the benefit of corner traffic officers and foot patrols. Foot patrols were recently expanded to other smaller, commercial areas. The merchants and other business people in these areas feel the physical presence of uniformed officers is beneficial to their businesses because they make the streets safer.

Resources

As an organization, the MMAC has fewer resources at its disposal than its individual members have. However, crime prevention programs could be publicized through various MMAC routine mailings.

Once a crime prevention program is developed within the Police Department, the MMAC would support Department solicitation of individual MMAC members for specific materials or other resources.

(5/30/84)

CRIME PREVENTION - A PROPOSAL

"Neighborhood crime prevention is people taking responsibility for themselves, their neighbors, and their community. It is the police and the community working together to make it harder for a crime to occur. In urban areas, it is the creation or re-creation of a community atmosphere in which neighbors know neighbors and police officers know the community. It is people helping each other make a better place in which to live."

Partnerships for  
Neighborhood Crime Prevention  
National Institute of Justice  
January 1983

In order for meaningful crime prevention activities to have an impact on Milwaukee's crime problem, it is imperative that the community and The Milwaukee Police Department enter into a partnership that recognizes mutual needs and common goals. The community at large can no longer afford to be preyed upon by criminal elements, and the police department can no longer operate as solely a reactive system. The impact of crime in the community produces lasting scars, where residents no longer feel safe, where the fear of crime begins to alter even their simplest life patterns. The impact of crime upon the police department has different, albeit, just as noticeable effects. The end result of such a phenomenon is what both factions seem to be experiencing at this time: further isolation from each other, even though both parties share equal concerns. The City of Milwaukee has already paid too dearly for the results of this isolation; now is the time for the barriers to come down, now is the time for priorities to change.

Since the assumption would be that the citizens and the police are equally concerned with crime, it is only logical that they should unite. The conduit for such a unification would be a city-wide crime prevention program that would bring the police to the community and the community to the police. If crime prevention is the common goal, it would be safe to assume that the isolating barriers that both groups are presently feeling would begin to disintegrate.

Proposal: That Crime Prevention become a daily, ongoing function of the Milwaukee Police Department, and that a bureau be established within the department to meet this end.

- That the staffing of the Crime Prevention Bureau consist of one lieutenant, one sergeant, and as many uniformed personell as necessary to adequately cover specific neighborhoods within the city.
- That officers assigned to specific neighborhoods reflect the population composition of those neighborhoods.
- That the major philosophical approach of the bureau be one of a proactive approach to crime, leaving the reactive approach to the ongoing squad patrols.
- That a civilian crime prevention specialist be hired and serve as a liason between the community and the bureau.
- That the bureau would conduct the following activities:  
Conduct ongoing neighborhood anti-crime meetings, workshops, seminars, and forums; perform home security audits of homes per citizen request; coordinate and train block watch organizers; disseminate non-confidential crime pattern data specific to each neighborhood; conduct "resident alert" programs where applicable; establish relationships with all existing neighborhood organizations.
- That access to the bureau for service requests be direct and not administratively complicated.

Proposal: That a civilian crime prevention specialist be hired by the Fire and Police Commission to coordinate crime prevention activities within the community in tandem with the Crime Prevention Bureau.

- Employed by the Fire and Police Commission
- Serve as training facilitator with The Crime Prevention Bureau and the Police Training Academy.
- Serve as liaison between Fire and Police Commission and the Crime Prevention Bureau.
- Serve as a community outreach person who takes a proactive role in establishing significant neighborhood contacts for the purpose of coordinating crime prevention activities in those neighborhoods.
- Have access to and analyze daily crime data to target high risk neighborhoods for crime prevention activities.
- Establish and staff a citizen Crime Prevention Advisory Group that regularly meets to address on-going community crime prevention concerns.
- Help coordinate requests for police community meetings, interaction, specific problems.
- Conduct victimization surveys, opinions on police services in specific areas so better targeting patterns can be established.

In conclusion, let me say that a city wide crime prevention program will need the committment of the police department, the Common Council, The Fire and Police Commission, and the community at large. The tangible resources are present: a 93 million dollar police department budget, the existing neighborhood organizations, the city-wide anti-crime coalition, just to name a few. And if I have any sense at all regarding the attitudes of city residents, the committment to such an effort is strongly felt. Both the Common Council and the Fire and Police Commission have begun their committment effort. All that remains is the Police Department, which is obviously, the most glaring missing link. But given the events of the recent week, the time is now for that much needed police-community partnership to begin.

## CITY-WIDE ANTI-CRIME COALITION

### Crime Concerns and Recommendations

On Wednesday, May 9, 1984, staff members of the Milwaukee Fire and Police Commission met with representatives of the City-wide Anti-Crime Coalition. The purpose of this meeting was to develop a series of recommendations relative to the formation of a city-wide anti-crime effort. The Fire and Police Commission requested that the Anti-Crime Coalition, as a group, identify its top crime concerns, provide recommendations for action to reduce these crimes, and discuss with Commission staff resources of the group which would be available for a city-wide crime prevention effort. Coalition representatives also discussed with Commission staff the Coalition's preferences for the deployment and selection of police personnel to be assigned to crime prevention duties.

Five specific crimes were identified by the Anti-Crime Coalition as crimes which concern most neighborhoods city-wide. These five crimes, in order of concern, are burglary, personal robberies (purse snatchings, muggings), sexual assault, thefts from automobiles and property, and child molestations. The Anti-Crime Coalition recognizes that the concern prioritization of these five crimes, and other types of crime, vary from neighborhood to neighborhood, sometimes on a seasonal basis. From the perspective of developing a united city-wide crime effort, it is important that programmatic responses include efforts which address the problems of both juvenile victimization and juvenile participation in criminal activity.

#### Youth-related Criminal Activity

Recommendation: The Anti-Crime Council, the Crime Prevention Advisory Committee, the Common Council, the Milwaukee Police Department and the Milwaukee Public Schools Administration work together to seek legislative reforms addressing the issue of truancy and youth curfews.

Recommendation: The Milwaukee Police Department should develop crime prevention programs directed toward youth in the middle and high school grades which encourage youth in good citizen habits.

Recommendation: The Milwaukee Police Department develop program presentations directed toward parent groups which emphasizes the importance of parental responsibility in juvenile crime control.

Recommendation: That parents with unruly children be referred to community-based support groups.

Recommendation: That the media play a role in publicizing the importance of parental cooperation in truancy and curfew enforcement.

Child Molestation

Recommendation: That the Milwaukee Police Department add an anti-molestation safety segment to its regular grade school presentations of bike and traffic safety. The anti-molestation segment must incorporate recognition of intra-family child abuse as well as "friendly stranger" awareness.

Recommendation: That the City of Milwaukee take action to involve the Milwaukee Fire Department in efforts to prevent molestations. Fire stations are attractive to youth and are often located in residential areas. Fire stations are an ideal place for parents to bring children for private fingerprinting. The Police Department could cross-train Firefighters in molestation awareness and fingerprinting so that Firefighters, on the station level, could present that information on an informal basis.

Recommendation: When molestations occur in a neighborhood, the Police Department should contact appropriate community organizations in order to mobilize "resident alerts." In non-organized neighborhoods, police should contact the neighbors themselves to make parents aware of the danger.

Thefts from Private Property/  
Thefts from Automobiles

Recommendation: The City of Milwaukee should adopt a City Crime Prevention Ordinance. The ordinance, to be enforced by the City Building Inspector, should set mandatory requirements for front and rear entrance lighting of residential and commercial properties, installation of deadbolt locks on all residential properties, and maintenance of backyard fences. The City should investigate the feasibility of rewarding owners who must upgrade property in order to comply with the anti-crime ordinance with a city tax break comparable with their upgrade investment.

Recommendation: The City of Milwaukee should begin a program of replacing current street lighting with sulfa lights. In conjunction with this, the City Council should recommend to the Wisconsin Electric Company a plan for safer alley lighting which would include a schedule for upgrading all lighting to sulfa and set a standard for minimum number of alley lights in each alley.

Recommendation: An increased use of barriers, one-way streets and angle parking as a deterrent to crime in high crime areas needs to be addressed by the City.

Recommendation: Police Department seminars and workshops which are directed toward prevention of thefts from property and thefts

from auto should include films or slides which illustrate actual safety hazards as well as demonstrations of appropriate hardware.

#### Sexual Assault

Recommendation: Police Department recruit and in-service training must stress sensitivity toward crime victims, particularly victims of sexual assault.

Recommendation: Seasonal media messages, stressing the importance of taking personal safety precautions, should be developed.

Recommendation: Neighborhoods must be alerted when a pattern of sexual assaults is identified by the police as occurring in a certain geographic area. Community organizations could assist through phone chains.

Recommendation: Police need to treat people who call in tips or information about neighborhood crime problems courteously, and take these tips seriously.

#### Personal Robberies

Comment: Personal robberies include criminal events such as purse snatchings, bike thefts from children and street "muggings." The victims of most concern are the young and the elderly. Recommendations for strategies to address personal robberies are, for this reason, listed under these two headings before general personal safety recommendations are made.

#### Protection of the Elderly

Recommendation: The City of Milwaukee should review evaluations of the former County CETA funded Neighborhood Security Aid Program and consider ways in which the City might institute such a program on the municipal level.

Recommendation: The Police Department should consider the use of high visibility patrols on social security check days. Through the use of crime analysis, the Police Department should be able to pinpoint shopping areas/commercial strips where high visibility patrols would be most effective on these days.

Recommendation: Automatic check deposit programs need to be vigorously supported by local banks, the police, senior citizen organizations, and community groups. Local banks should make it a policy to give each individual who cashes a social security check for cash only a brochure explaining automatic check deposit which stresses the personal safety benefits of automatic deposit. In addition, tellers should verbally reinforce the importance of this information when handing the

customer the brochure. A "generic" brochure should be prepared so as to coordinate with the Block Watch concept. Senior citizen groups need to be contacted so that a plan for a concentrated city-wide effort can be made to encourage seniors to participate in teaching other seniors about this service.

#### Protection of Juveniles

Recommendation: There is a need in the City of Milwaukee for more facilities for "latch-key" children. The City should work with schools, churches, and neighborhood libraries to develop afterschool shelters in these facilities.

Recommendation: The Milwaukee Public Schools need to take the initiative in encouraging more parents to sign up for Block Parent programs and in educating children as to the use of Block Parent homes. The Wisconsin Avenue School's partnership in this program with the West End Community Center could serve as a model of schools working with the community in developing this program.

Recommendation: Reformation Lutheran Church, through the Work Exchange Project, has instituted a program which involves senior citizens in a Block Parent-type program called Grandma Guardians. The Work Exchange Project should investigate the possibility of expanding this program to other areas of the city. Once this is done, the schools, neighborhood organizations, and senior citizen organizations need to work together to publicize this program and channel volunteer resources.

#### Personal Safety

Recommendation: The Police Department must work to develop a better atmosphere for citizens reporting crimes. This includes training of those who answer telephones in courtesy. The police must be sensitive to the fact that people who phone the police in emergencies, witnesses as well as victims, are usually upset and that the practice of asking for a caller's name and date of birth in order to check the person for warrants, as a precursor of asking what the caller has to report, is upsetting to many citizens.

Recommendations: The Special Advisory Committee, the Anti-Crime Coalition, the Common Council and the Police Department should lobby the Public Service Commission to change the existing Wisconsin Bell policy so that in the future, persons calling the Police Department from public pay phones are not required to deposit money for emergency calls.

Recommendations: The city agency responsible for the printing of emergency telephone number stickers should disseminate these stickers through the Police and Fire Departments.

Burglary

Recommendation: The Milwaukee Police Department needs to become an active supporter and participant in a city-wide program of Block Watches. Because Block Watch is the single most important crime prevention concept, the Anti-Crime Coalition recommendations on Block Watch will be given under a separate category.

Recommendation: The Police Department should organize a "Civilian Radio Patrol" type of program utilizing people who use 2-way radios in their normal course of business. In addition to soliciting truck companies and taxi fleets to enroll their employees in such a program, the Police Department should work toward enlisting utility companies and City workers such as the sanitation workers.

Recommendation: The Police Department should contact the Post Office to seek their cooperation in training letter carriers to be crime reporters. The Police Department should consider the possibility of giving letter carriers access to police call boxes or solicit businesses to donate handi-talkies to Post Office volunteers to make reportings faster.

Recommendation: The City should recognize Block Watch efforts by supplying street signs that identify an area as a Block Watch neighborhood. What standard should be used as to the number of organized block clubs necessary to receive these area signs is an issue that can be decided by the Special Advisory Committee, Public Safety Committee and the Police Department.

Block Clubs

Police participation in Block Watch is the number one priority of the Anti-Crime Coalition. The following series of recommendations are made in the spirit of fostering a cooperative effort between police and neighborhood organizations in developing a new city-wide approach to Block Watch.

Recommendation: The Anti-Crime Coalition would welcome the participation of the Milwaukee Police Department in assisting the Coalition to develop a uniform definition and approach to block clubs. This uniform approach should cover issues such as the number of meetings and percent of block participation necessary for a block to be recognized as a Block Watch club and a standardization of materials to be used by Block Watch organizers and presenters.

Recommendation: The Milwaukee Police Department should work with the Special Advisory Committee to develop a uniform Block Watch packet. This packet should contain anti-crime literature and other materials appropriate for Block Watch distribution. The City and the Police Department could seek corporate sponsors to underwrite the cost

of preparing these packet materials. The Police Department should serve as a depository for the packets, making sure that groups which do Block Watch organizing have a sufficient supply of these materials.

Recommendation: In order to better plan neighborhood crime prevention efforts and target neighborhoods in need of Block Watch formation, it is critical that all community organization planners have access to local crime statistics. At a minimum, these statistics should reflect the aggregate number of crimes reported to the Police Department in each city census tract for the 13 categories of crime the Department must maintain for UCR purposes. These statistics need to be available on a monthly basis. The Department should either develop a mailing list for dissemination or make this data available at district stations.

Recommendation: The Police Department, when it institutes its crime prevention program, should hold a series of training sessions in each neighborhood to familiarize Block Watch leaders with the Police Department program.

Recommendation: The Police Department should develop a library of anti-crime slide presentations, video cassettes and films which would be accessible to borrowers from the community.

Recommendation: The Police Department should work with the Special Advisory Committee to develop a model slide/cassette Block Watch presentation. Copies of this slide/cassette presentation should be available to volunteers for Block Watch presentations.

Recommendation: The Police Department should train officers to give Block Watch presentations.

Recommendation: A city-wide, anti-crime effort should budget training for volunteers as well as police personnel. This would allow community group representatives to observe Block Watch programs in other areas.

#### Resources

The Anti-Crime Coalition is rich in people resources. The continued organization of Block Watches is the most important resource it can offer a city-wide, anti-crime effort. Many community groups print newsletters and community newspapers. These can be a mechanism for publicizing crime prevention program efforts.

Community groups also have extensive experience in mobilizing volunteers. This expertise would be available when the Police Department wishes to mount special neighborhood programs.

(5/25/84)

## CRIME PREVENTION UNIT CONCERNS

### Placement of Officers

Recommendation: Crime prevention officers should either be stationed in neighborhood-based locations, or be assigned to work regularly within specific neighborhoods.

### Selection of Officers

Recommendation: All officers assigned to work in crime prevention should be volunteers.

Recommendation: In assigning neighborhood crime prevention officers, preference should be given to assigning officers who live within the district.

### Non-Unit Personnel Concerns

Recommendation: All Milwaukee Police Department officers need to be trained in basic crime prevention techniques so as to be able to give advice to citizens they encounter in their regular patrol duties.

(5/15/84)

## THE MILWAUKEE CRIME PREVENTION NETWORK

Mr. James F. Blumenberg,  
Executive Secretary  
Milwaukee Fire and Police Department  
Milwaukee, WI 53233

Dear Mr. Blumenberg:

The Crime Prevention Network, a coalition of representatives from organizations and interested individuals dedicated to preventing crime and aiding crime victims, has been meeting for over two years discussing issues that affect crime in Milwaukee and implementing projects to combat crime.

One topic discussed at our meetings has been the relationship between the Police Department and the community in the context of crime prevention. The Crime Prevention Network, like many other organizations in the City of Milwaukee, is aware that the Fire and Police Commission is actively seeking input from the community on the development of a city-wide crime prevention program. The network would like to address the following comments and recommendations to the Commission for your consideration along with the other testimony and advice you are receiving.

It is important to make a distinction between crime prevention, community relations, and public relations. Public relations implies the making of information available to the public about the Police Department and its functions, attempting to construe those in a positive light. Community relations has to do with a positive working relationship between residents of all of Milwaukee's communities, including its organizations and agencies. Crime Prevention has to do with partnerships between law enforcement, courts, governing officials, the community, citizens, corrections, and other relevant actors that result in preventing the occurrence of crime. Of the three, crime prevention is the deepest and most significant activity, and the most needed in the Milwaukee Police Department. We believe, also, that improved community relations will flow naturally from a well designed, comprehensive crime prevention program within the department.

Crime prevention efforts should be tailored to the specific needs and concerns of a particular neighborhood. Therefore, planning a program must begin with a needs assessment in each district of all of its neighborhoods. There is need for each district to meet with community groups and business associations within its boundaries to first identify the major crime concerns specific to various neighborhoods and business districts, and to then develop prevention efforts that target the neighborhood's problems.

We have attempted to list some of the major crime concerns that exist to a greater or lesser degree throughout the community.

Property Safety

- Burglary (overwhelmingly the biggest and most pervasive citizen fear).
- Auto Theft
- Vandalism
- Retail Theft
- Arson
- Bike Theft

An aggressive promotion of block-watches, home and business security audits, and engraved property identification are some of the specific programs that target prevention of property crimes.

Personal Safety

- Sexual Assault
- Purse Snatching and Theft
- Intimidation by Youth Gangs
- Drunk Drivers Injuries and Homicides

Educational presentations, in conjunction with community experts, on various topics, to schools, block-watch programs, community and professional organizations target prevention of crimes against persons.

Child Safety

- Child Molesting
- Drug Trafficking
- Intimidation by Youth Groups

Extensive and creative educational presentations, in conjunction with community experts, on various topics, need to be developed for the schools.

We suggest that a separate and distinct crime prevention bureau be established within the department with liaison officers assigned to specific districts so they become well-known within particular neighborhoods and organizations. Such a bureau should also begin an on-going planning effort that would involve identification of trends in particular areas, community education, and program responses.

We have enclosed, for your information, a list of the Milwaukee Crime Prevention Network's members and their agency affiliations.

Sincerely,

*Bob Hamilton*

Bob Hamilton, Chair  
The Milwaukee Crime Prevention Network

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Enc.

FIRE AND POLICE COMMISSION

The Milwaukee Crime Prevention Network

Jo Beaudry	Victim/Witness Services
Fred Benecke	Mid-Town Neighborhood Association
Fred Blue	Commission on Community Relations
Robbin Bordus	ICDP-North
Ruth Bors	D.A.'s Office/Sexual Assault Counseling Unit
Tom Boswell	COWSA
Mike Brever	South Community Organization
Hubert Canfield	Project Respect
Jan Cummings	Probation and Parole
James Daniels	Milwaukee Youth Community Enrichment Project
Noel Garza	LAUCR
Michelle Goldstein	Milwaukee Boys Club, Sherman Park Unit
Donald Goodman	National Assoc. of Black Veterans
Doris Green	Project Respect
John Hagedorn	Youth Diversion Project
Bob Hamilton	Crime Prevention Center for Senior Citizens
Judy Howden	Court Watch---Children's Court Center
Garrett Huff	United Black Community Council
William Little	Milwaukee Public Schools
Cathy Lue	Northwest Community Alliance
Kathy Malone	Children's Court Center
Supv. Paul Mathews	County Board
Peg McCarthy	Department of Social Services
Ed McDonald	ESHAC
Freda Mitchem	SDC Crime Prevention Center for Senior Citizens
Bobbi Moebius	V/W Children's Court Center
Roger Quindel	Sherman Park Comm. Assoc.

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Bill Ridgely

Peter Russo

Daniel Soto

Judy Wick

Mary O'Connell Williams

Sam Williams

Probation and Parole

Lutheran Social Services

Spanish Center

Court Watch

Lutheran Social Services

Milwaukee Boys Club,  
Lavernway Unit



# Greater Milwaukee Conference on Religion and Urban Affairs

## MEMBER JUDICATORIES

- Dr. William Wells,**  
*Ex. Minister*  
Wisconsin Baptist State Convention  
American Baptist Church
- Dr. A.C. Schumacher,**  
*President*  
Southern Wisconsin District  
American Lutheran Church
- The Rt. Rev. Charles Gaskell,**  
*Bishop*  
The Milwaukee Diocese of the  
Episcopal Church in America
- Dr. Judith Cohen**  
The Milwaukee Jewish Federation
- Rabbi Jay R. Brickman**  
The Wisconsin Council of Rabbis
- Bishop Robert Wilch,**  
*President*  
The Wisconsin-Upper Michigan Synod  
Lutheran Church in America
- The Most Rev. Rembert Weakland,**  
*Archbishop*  
The Milwaukee Archdiocese  
Roman Catholic Church
- The Rev. Robert Horst,**  
*Association Minister*  
The Southeast Wisconsin Association  
United Church of Christ
- The Rev. Richard Hinkleman,**  
*District Superintendent*  
Milwaukee District  
United Methodist Church
- The Rev. Dr. Carl R. Simon,**  
*Executive Presbyter*  
The Presbytery of Milwaukee  
United Presbyterian Church, USA
- The Rev. Dr. Dale Robison,**  
*Representative*  
The Southeast Wisconsin Conference  
Unitarian Universalist Churches
- Mrs. Majorie Powell,**  
*Clerk*  
The Milwaukee Meeting of the  
Religious Society of Friends
- The Rev. Joseph Ellwanger,**  
*Chairman Wisc. Conference*  
Assoc. of Evangelical Lutheran Churches

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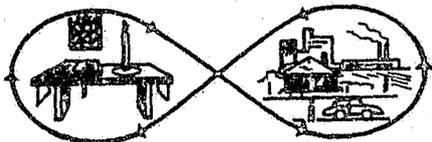
- Mr. Patrick M. Flood,**  
*Executive Director*
- Mr. John M. Murtaugh,**  
*Social Responsibility Project*

## Priorities for Crime Prevention Program

1. It should include regular formal meetings between police and community members at least in each district, to discuss, evaluate, and revise the program as needed as well as to share community concerns. Program design should be flexible enough to allow each district or neighborhood to conduct these meetings their own way.
2. There should be ongoing in-service human relations training for all police personnel, with emphasis on improving their ability to be sensitive to the needs of women, victims of crime, and victims of domestic violence in particular, and with emphasis on improving their ability to relate sensitively to members of our minority communities.
3. Program design should be active, not reactive, and should stress an outreach role for police officers in the program.
4. Our preference is that officers in the program be rank and file and cadets, preferably personnel who have volunteered for the assignment, and preferably on a regular time, not overtime, basis.

# Congregations United

Congregations United for Community Action  
Congregations United Senior Affiliates  
Congregations United Training Institute, Inc.



## COMMUNITY CRIME PREVENTION PROPOSAL

### PROBLEM:

Neighborhood safety continues to be a problem. Neighborhood fears are growing. Burglaries, vandalism, purse snatching are on the rise. Many people have been victims of crime, and crime reporting becomes an intimidating experience. Juveniles are seen loitering when they should be in school. People are concerned with gang activity. There is a credibility gap between citizens and the Milwaukee Police Department. Communication is strained. People in the community need reassurance that officers are on the job and available to citizens not only to apprehend criminals but also to prevent crime and to create a wholesome safe community.

### PROPOSAL:

To create this communication between the community and the police, the members of Congregations United (local congregation) propose:

1. a more comprehensive human relations/education process for recruits and existing officers that would include:
  - training in psychology, sociology, human relations, bilingual and bicultural expertise.
  - on-the-job training and officers would receive regular salary.
  - stress management.
2. an ongoing communication structure between police and the community be set up in each district to discuss vital issues and personal views, with a city-wide board to coordinate the program
  - that one or more persons trained in organizational development, be hired by the Fire and Police Commission to assist the local precinct representative to set up a local board composed of representatives from the police, churches, community groups, business and youth within each precinct.
  - that one officer per day and evening shift in each district be assigned to work with the staff person hired to develop local boards and assist citizens in crime prevention programs.
  - once local boards have been established, the area representatives that are on the city-wide board are to be elected by each local board, so they can adequately represent that district.



PROPOSAL: (Cont'd.)

2.

- that a city-wide board be created to include representatives from the police, the police union, church, business, community organizations and a representative from each local district area, to deal with developing a comprehensive safety program for Milwaukee.

3. that crime prevention programs are instituted in each district according to the needs of the people in that community area

- assist in developing block watch programs; marking-gun identification; work with truants, youth gangs, home security programs; escort services, etc.
- Media be used to educate the public on safety

4. that victims be informed of the progress and results of crime investigations

5. that a Spanish speaking person be hired to work at the central switchboard of the Police Department.

Department (City) \_\_\_\_\_  
 Name of Person Responding \_\_\_\_\_  
 Rank \_\_\_\_\_

CRIME PREVENTION PROGRAM SURVEY  
 (Please return by May 18, 1984)

- (1) Please identify, on your organizational chart, the unit/division responsible for department crime prevention activity (include a copy of your organizational chart).
- (2) How many paid employees does your department assign to full-time crime prevention activities?

Sworn _____		Non-sworn _____	
<u>Ranks</u>	<u>No.</u>	<u>Position titles</u>	<u>No.</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

- (3) What is the rank/title of the person directly responsible for supervising crime prevention activities \_\_\_\_\_ and to whom (rank/title) does this supervisor report \_\_\_\_\_?
- (4) Please supply the rank/title of other sworn personnel assigned part-time to crime prevention (example: 1 Detective, 2 Sergeant, 2 uniform).
- (5) If your crime prevention program uses non-sworn personnel in a professional capacity, please briefly describe the duties to which these individuals are assigned.
- (6) If your crime prevention unit/division makes regular use of volunteer staff, briefly describe your source of volunteers and the role volunteers play in your daily operations.

- (7) If your crime prevention unit/division makes regular use of volunteers, is there a single individual within the department assigned to coordinate and enlist volunteers? Yes \_\_\_ (go to Question 8)  
No \_\_\_ (go to Question 9)
- (8) If you answered yes to Question 7, what is the rank of that individual \_\_\_\_\_ and to what unit/bureau is this person assigned \_\_\_\_\_?
- (9) Does your crime prevention unit/division include an individual responsible for soliciting materials, supplies, or other forms of crime prevention program sponsorship from business groups, corporations, or other community resources? Yes \_\_\_ No \_\_\_
- (10) (a) If you answered no to Question 9, is there a person outside of your unit or department who performs this task for the department as a whole and if so, what is this person's title and job assignment? \_\_\_\_\_
- (b) If you answered yes to Question 9, what is the rank of this individual and is this the same person who handles volunteer services? \_\_\_\_\_
- (11) Does your crime prevention unit/division use officers not directly assigned to crime prevention to perform any regular program function? Yes \_\_\_ No \_\_\_
- (12) If you answered yes to Question 11, please describe what activities these non-crime prevention personnel perform; if this participation is commonly done on an overtime basis; or if they participate on regular duty time, how absence from regular duty is covered by the department.
- (13) May we have a breakdown of the number of crime prevention personnel assigned to each shift (please indicate shift times).

(14) Do the shifts worked by crime prevention personnel differ significantly from shifts worked by other department personnel? Yes \_\_\_  
No \_\_\_ (If yes, please explain how your shifts differ.)

(15) Do all non-clerical full-time employees assigned to your crime prevention unit/division perform essentially the same tasks?  
Yes \_\_\_ No \_\_\_

(16) If you answered no to Question 15, please list the major functional designations and the number of officers assigned to each listed area.

(17) Physically, your crime prevention unit/division is located in what facilities? (Check one)

- a) All operate out of headquarters \_\_\_\_\_
- b) All work out of district locations \_\_\_\_\_
- c) Coordination is through headquarters, other personnel are stationed in district locations \_\_\_\_\_
- d) Other (please explain) \_\_\_\_\_

(18) Following is a list of activities which may be part of a crime prevention program. Please indicate with the number "1" if a tactic is primarily the responsibility of the crime prevention unit/division; a number "2" if the tactic is the responsibility of another unit/division within the department; and by the number "3" if the tactic is not a department responsibility.

- Crime prevention newsletter \_\_\_\_\_
- Police mini-stations \_\_\_\_\_
- Crime analysis unit \_\_\_\_\_
- Environmental design review \_\_\_\_\_
- Street observation programs \_\_\_\_\_
- Crime prevention educational projects \_\_\_\_\_
- Crime hotline \_\_\_\_\_
- Special telephone projects \_\_\_\_\_
- Block Watch/Block Club \_\_\_\_\_
- Apartment Watch \_\_\_\_\_
- Citizen radio patrols \_\_\_\_\_

Escort services  
Victimization surveys  
Home security surveys  
Business Watch  
Business security surveys  
Self-defense classes  
Whistle stop  
Operation ID  
"Crime Stoppers" type program  
"Officer Friendly" type program  
Auxiliary police  
Preparation or updating of anti-crime literature  
Volunteer training  
Volunteer coordination  
Bike safety  
Youth athletic programs  
Youth volunteer programs  
Crime prevention training for recruit/in-service training

(19) Which of the following statements apply to your department's participation in Block Watch? (Check any that apply)

- a) Police department employees go door-to-door forming Block Watches.
- b) The police department sends a representative to speak to clubs upon request.
- c) The police department coordinates city-wide block club efforts.
- d) The police department trains volunteers to recruit for Block Watch.
- e) The police department trains volunteers to give Block Watch presentations.
- f) The police department provides Block Watch organizational materials.
- g) The police department provides relevant crime data to community groups who do Block Watch organizing.
- h) The police department Block Watch commitment includes activities designed to maintain block group interest.

(20) To what degree is your department involved in home security survey? (Check all that apply)

- a) Self checklists are part of the Block Watch packet.
- b) Self checklists are part of our arsenal of crime prevention literature handouts.
- c) Crime prevention unit/division personnel provide this service on request.
- d) Burglary victims are routinely contacted by a crime prevention specialist to receive this service.
- e) The investigating officer routinely does this for burglary victims.
- f) Appointments are made at block presentations to have a crime prevention specialist do this.

g) Other (please explain) \_\_\_\_\_

(21) Does your Block Watch program include the following two activities?

- a) Operation ID Yes \_\_\_ No \_\_\_  
b) Home security survey Yes \_\_\_ No \_\_\_

(22) To what degree is your department involved in Business Watch?  
(Check all that apply)

- a) Department personnel go from business to business organizing watch groups. \_\_\_\_\_  
b) During speeches to business groups, this concept is promoted. \_\_\_\_\_  
c) Business Watch literature is available through the department. \_\_\_\_\_  
d) The police department gives Business Watch presentations on request. \_\_\_\_\_  
e) The department trains volunteers to give Business Watch presentations. \_\_\_\_\_  
f) The department trains volunteers to organize Business Watch groups. \_\_\_\_\_  
g) Other (please explain) \_\_\_\_\_

(23) What is your degree of involvement in the Business Security Survey Program? (Check all that apply)

- a) Self checklists are made available to interested businesses and business groups. \_\_\_\_\_  
b) The service is provided by a crime prevention officer upon request. \_\_\_\_\_  
c) A crime prevention officer routinely contacts new businesses and offers to perform this service. \_\_\_\_\_  
d) All Business Watch members receive this service. \_\_\_\_\_  
e) This service is provided to business robbery/burglary victims by the investigating officer. \_\_\_\_\_  
f) The crime prevention unit contacts businesses after a robbery or burglary and offers to conduct a survey. \_\_\_\_\_  
g) Other (please explain) \_\_\_\_\_

(24) Does your unit/division have a formal mechanism whereby district personnel are informed of crime prevention unit/division activities scheduled within the district? Yes \_\_\_ No \_\_\_  
If yes, please describe.

(25) What criteria do you use to judge applicant suitability for unit assignment, and does this involve some formal test procedure?  
(please describe)

CRIME IN MILWAUKEE NEIGHBORHOODS

<u>Year</u>	<u>Area</u>	<u>Homi- cide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>	<u>Theft</u>	<u>Auto Theft</u>	<u>Index Total</u>
1983	Granville	1	4	50	33	359	1878	205	2530
	Silver Spring	3	14	79	52	494	1536	161	2339
	North Milwaukee	2	8	169	44	704	2042	316	3285
	Lincoln Creek	5	14	160	95	667	1637	522	3100
	Wauwatosa Avenue	0	0	34	8	249	679	82	1052
	Sherman Park	5	15	184	61	954	2084	486	3789
	Midtown	6	52	364	237	1006	2873	559	5097
	Garfield	6	27	217	173	641	1580	380	3024
	Halyard Park	8	17	181	108	369	1592	243	2518
	River West	2	8	90	44	343	1086	221	1794
	Lakeside	2	13	68	18	251	1165	147	1664
	Juneau Town	1	9	53	26	264	1206	178	1737
	Grand Avenue	6	38	376	103	691	4067	401	5682
	The Valley	1	2	22	10	105	678	92	910
	Johnson's Woods	0	3	21	17	126	438	36	641
	Muskego Avenue	1	5	60	50	381	982	150	1629
	Walker's Point	3	6	66	77	361	1093	130	1736

CRIME IN MILWAUKEE NEIGHBORHOODS 1983 - Page 2

<u>Year</u>	<u>Area</u>	<u>Homi- cide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>	<u>Theft</u>	<u>Auto Theft</u>	<u>Index Total</u>
	Kosciuszko	0	0	24	33	204	592	77	930
	Layton Park	1	1	21	11	194	812	65	1105
	Tippecanoe	0	4	15	16	128	498	43	704
	Bay View	0	0	12	9	98	414	24	557
	Lake	0	1	16	12	160	843	100	1132
	Jackson Park	1	2	15	14	136	550	38	756
	TOTAL	54	243	2297	1251	8885	30325	4656	47711

UNIFORM CRIME REPORTS  
GLOSSARY OF TERMS

The classifications and terminology used by the Milwaukee Police Department in crime reporting is based upon a uniform definition and terminology established by the Federal Bureau of Investigation for the Uniform Crime Reports. The establishment of uniform definitions of crime makes it possible to measure criminal activity nation-wide and helps eliminate paper crime waves caused by legislative redefinition of crime. It should be noted that the classification of offenses is based solely on police investigation as opposed to the determination of a court medical examiner, coroner, jury or other judicial body.

Part I Offenses. This is the first of two major groups of crime established for uniform crime reporting purposes. Offenses included are homicide, forcible rape, robbery, aggravated assault, burglary, theft, and motor vehicle theft. Arson was added as an eighth index offense in 1980. Because the Milwaukee Police Department does not provide a census-based listing of arson events, it is not included in this report. These seven crimes are also referred to as index offenses. The crime index is used as a basic measure of the extent, fluctuation, distribution and nature of crime in a community. The rationale behind the use of the index is that 1) It reflects the true occurrence of crime better than any other kind of data; 2) It includes serious offenses that are most accurately reported and of most concern; 3) It only includes those crimes that can be uniformly defined; and 4) It includes offenses that occur frequently without regard to geography, but do not have an unmeaningfully low or unmanageably high rate of incidence.

Part II Offenses. The second of two major groups of crime as established for uniform crime reporting purposes. In general, Part II crimes are those that are less severe, committed more frequently, and less likely to come to the attention of the police.

Part I Offenses

Homicide. The category of homicide includes 911 lethal killings without due process and is classified on the basis of police investigation as opposed to any decision of a court, coroner, jury or any other judicial body. Deaths caused by gross negligence are not included in this category. Attempts or assaults to kill are classified as aggravated assaults and not as homicides.

Forcible Rape. The uniform crime reporting definition of forcible rape is not the same as the Wisconsin Statutes' definition of sexual assault. Roughly speaking, the sexual assaults included in the category of forcible rape are similar to first and second degree sexual assault under Wisconsin Statutes, where force is an element of the definition. Attempts to commit forcible rape are included in this report, but not sexual assaults where a weapon or threat of bodily injury is not involved.

Robbery. Robbery takes place in the presence of the victim to obtain property or a thing of value from a person by use of force or threat of force. Assaults to rob and attempts to rob are also included. Both armed robbery, where any weapon, actual or pretended, is used and strong armed robberies, where no weapon other than a personal weapon is employed are included in this category.

Aggravated Assaults. Aggravated assault is defined as an unlawful attack by one person upon another with intent to inflict great bodily injury, usually accompanied by the use of a weapon or other means likely to produce death or serious bodily harm. Attempts are included, since it is not necessary that an injury result when a gun, knife, or other non-personal weapon is used which could and probably would result in serious injury with a crime successfully completed. Attacks with personal weapons must result in serious personal injury to be classified as an aggravated assault. Attempted murders are included in this category.

Burglary. The crime of burglary includes any unlawful entry of a structure to commit a felony or theft. It is not necessary that force be used to gain or attempt to gain entrance in order to be classified as burglary. Moreover, a loss does not have to occur in the case of an illegal entry for it to be counted. Attempted burglaries are included.

Theft. Theft is the unlawful taking or stealing of property or articles of value without the use of force, violence or fraud. It includes crime such as shoplifting, pocket picking, purse snatching, thefts of motor vehicle parts and accessories, bicycle thefts, etc. Beginning January, 1972, thefts from temporary residences and recreational-type dwellings (as in camping tents, campers, camping trailers, houseboats and similar recreational vehicles, trailers or dwellings) were included in this offense category. Beginning in 1973, thefts of under \$50 were recorded as Part I Theft. Prior to 1973, these thefts were recorded under Part II offenses.

Motor Vehicle Theft. Motor vehicle theft is defined as the stealing of a motor vehicle or driving a vehicle away without the owner's consent. "Joy rides" are included. Attempted motor vehicle thefts are also included. Specifically excluded is the temporary use when the vehicle is actually returned by the user and lawful access to the vehicle is granted and can be assumed. This category includes theft of motor driven vehicles such as automobiles, trucks, buses, motor scooters, motorcycles and snowmobiles.

#### Part II Offenses

Other Battery. Physical attacks under this category are those where a personal weapon, such as a fist, is used by one person against another with the intent to inflict bodily injury.

Sex Offenses. The category of sex offenses include all sexual assaults not involving force or a weapon, statutory rape, incest, bigamy and offenses against chastity, common decency, morals and the like, including attempts.

Criminal Damage. Criminal damage consists of the willful or malicious destruction, injury, disfigurement or defacement of any public or private property, real or personal, without consent of the owner or person having custody or control by cutting, tearing, breaking, marking, painting, drawing, covering with filth, or any other such means as may be specified by local ordinance. This offense covers a wide range of malicious behavior directed at property and includes attempts.

Vice. The category of vice includes all controlled substances offenses as well as commercialized gambling and prostitution.

All Other. The category of all other covers a wide variety of offenses ranging from arson and embezzlement to receiving stolen property and illegal weapon offenses.

## CRIME PREVENTION PROGRAM GLOSSARY

The following glossary presents an overview of services/activity areas found in police-directed crime prevention programs. The brief descriptions given are general definitions. Implementation and operational strategies vary considerably from jurisdiction to jurisdiction. The activities are listed in the same order in which they appear in the Crime Prevention Survey (Appendix B).

Crime Prevention Newsletter. A crime prevention newsletter is a document which appears on a regularly scheduled basis and usually includes the following topics: highlights of local crime occurrence, highlights of local crime prevention activity, a seasonal safety message, and information on future crime prevention activity.

Police Mini-Stations. Mini-stations are a way in which police departments bring police officers outside of the formal district structure and into specific communities. In some jurisdictions, mini-stations are special service centers; in other jurisdictions, they provide additional patrol resources.

Crime Analysis Unit. A crime analysis unit typically compiles information relative to crime occurrence, suspects, case status, and case resolution. This information is commonly used by departments to allocate and deploy personnel as well as for investigative purposes. From the perspective of a crime prevention program effort, information on types, times, and location of crimes is a useful tool for building prevention strategies and assessing program impact.

Environmental Design Review. This tactic involves the police department in the local building permit process. A crime prevention trained officer is responsible for the architectural review of building permits, prior to permit issuance, to ensure that new construction meets door and window safety standards, and that site location is conducive to public and building safety from a crime prevention perspective.

Street Observation Projects. This is a tactic used by police departments to involve squad officers in crime prevention program activities. Typically, this involves the squad officer making a report to the crime prevention section on crime vulnerable situations observed during patrol. Crime vulnerable situations include situations such as broken or defective lighting, open doors, or unlocked motor vehicles. The crime prevention section notifies the resident by mail of the observed trouble spot and sends an appropriate crime prevention brochure.

Educational Projects. Tactics range from activities such as crime prevention awareness week events and seasonal crime awareness campaigns to staffing crime prevention display booths at community events or providing speaker services on crime prevention topics. Basically, services provided under this heading are informational/maintenance services designed to either introduce citizens to crime prevention techniques or to remind citizens of the importance of personal crime prevention responsibility.

Crime Hot Line. This telephone tactic is usually designed to encourage the reporting of a specific type of crime such as arson or drug selling. It allows citizens to report these crimes anonymously and offers a reward for information leading to arrest. Although the reward fund is usually privately supported and/or administered, the telephone line itself is generally connected with a law enforcement agency.

Special Telephone Projects. There are two basic types of special telephone projects. They may be initiated to aid law enforcement officers in solving a specific high-profile crime (i.e. a kidnapping or homicide), in which case they are short-term projects or are special numbers used by citizens to report "non-emergency" events.

Block Watch/Block Club. Police departments use these terms interchangeably to describe the organization of neighbors on a single block, from intersection to intersection on both sides of the street. The purpose of Block Watch/Block Club is to encourage neighbors to look out for each other's safety, property, and homes. It is primarily a burglary prevention tactic and in many cases includes participation in Operation ID and Home Security Survey tactics.

Apartment Watch. This tactic is similar in concept to the Block Watch/Block Club tactic; however, depending on the building structure and environment (i.e. high rise, garden complex, etc.), the strategies are quite a bit different.

Citizen Radio Patrols. Citizen radio patrol projects, which operate under the aegis of major police departments, usually involve the training of persons who use two-way radios in their normal course of business to become crime reporters for the police department. Trucking and taxi companies are the two commercial industries most commonly involved in this type of project.

Escort Services. This tactic is very similar to the CETA-funded Neighborhood Security Aide program operated by Milwaukee County several years ago. Usually aimed at senior citizens, it involves trained volunteers accompanying seniors to collect and cash checks, shop, or visit medical facilities.

Victimization Surveys. As used by police departments, victimization surveys are a useful tool for assessing not only crime unreported to the police, but resident perceptions of the community crime problem. They are often helpful in planning crime prevention tactics and strategies.

Home Security Surveys. A home security survey is a tool for identifying residential crime risk. Home security survey may involve an in-depth inspection of a home by a police employee or volunteer, or consist of an illustrated checklist for residents to complete on their own. In both cases, a brochure or other informational material explaining proper safety hardware and lighting accompanies the survey.

Business Watch. This tactic is derivative of the Block Watch/Block Club residential tactic. Business Watch is aimed primarily at the organization of small business/commercial strips. Encouragement of "buddy"

alarms, where an alarm light or bell system connects two or more establishments, and coordination of business hours are two strategies often stressed by this program.

Business Security Survey. This service is offered to businesses by most police departments. In addition to a survey of hardware, access points, and perimeter hazards, the survey may include training merchants in merchandise display or safe banking procedures.

Self-defense Classes. Self-defense classes can include street safety preventative information as well as physical training.

Whistle Stop. Whistle Stop participants receive whistles to blow when they see or experience trouble. When other residents hear a whistle, they call the police and then blow their own whistles from open windows until the police arrive. These programs are usually aimed at women as part of larger anti-rape campaigns, or at senior citizens as a part of larger senior safety campaigns.

Operation ID. An extremely popular property marking program, this tactic is often found to be a part of Block Watch/Block Club activities. Residents mark personal property with a state driver's license number, social security number, or use a number assigned by the police department. A form for recording marked property, which remains with the property holder, is often supplied with the engraving tool. When this tactic is a part of Block Watch/Block Club, the Block Captain is usually responsible for circulation and return of the engraver. In other cases, the engravers may be loaned through district stations, city tool loan centers, fire stations, or other public offices.

Crime Stoppers. A program which originated in Albuquerque, New Mexico, Crime Stoppers features a "crime of the week" approach with a reward paid for information leading to the clearance, arrest, and/or conviction for that crime. Although the reward fund is usually privately supported, the Crime Stoppers telephone line is usually police operated. In most jurisdictions, Crime Stoppers programs involve a multi-media approach with televised dramatic re-enactments of the crime of the week, radio spots, and at least one newspaper article each week.

Officer Friendly. Modeled after a Chicago, Illinois, program, the Officer Friendly program is aimed at sensitizing primary school aged children to personal safety issues and teaches children to approach police officers when the child feels in danger.

Auxiliary Police. Auxiliary police have long been used by police departments as volunteer or part-time security aides for events requiring additional "crowd control." It is only recently that large departments have begun utilizing auxiliary police in other capacities.

Volunteer Programs. Crime prevention program volunteers perform many activities for police departments ranging from Block Watch organization to clerical recordkeeping functions.

Bike Safety. This program is aimed at primary school children. It usually involves teaching children the proper rules for riding bicycles and may also include bicycle licensing activity.

Youth Athletic Programs. In addition to sports activities for youth, this program may include police sponsorship of such diverse activities as picnics, field trips, break dancing competitions, or neighborhood clean-ups.

Youth Volunteer Programs. Youth volunteer program activities range from playground aides to escort services. Although youth are not paid for their services, the police often "reward" volunteers through special youth volunteer functions or by supplying "uniforms" such as T-shirts or baseball caps.



## Fire and Police Commission

June 29, 1984

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Cassandra K. Scherer  
Research Psychologist

☒

Dear ☒:

Thank you for attending the last meeting of the Special Advisory Committee on Crime Prevention. The Committee expressed three major areas of concern about the presented recommendations. I would like to address myself to each. The three areas of concern were the future role of the Advisory Committee, formal mechanisms for citizen input into the crime prevention program, and implementation of a pilot program in a single or multiple police district.

To be candid, we feel the Advisory Committee has the potential to become a most important element in the crime prevention program. The purpose of a crime prevention program is not just to reduce crime, but to support citizen initiatives in activities to reduce crime. To that end, in the first stage of planning, the Advisory Committee identified various areas of activity where police participation and support would enhance and expand ongoing community efforts. It is our intent that the Advisory Committee continue to play a key role in the development and implementation of various program efforts.

The creation of a Crime Prevention Bureau within the Milwaukee Police Department and the corresponding development of Department support services is deemed critical to program success. This will require a radical change from the way the Department has operated in the past relative to this function. We are aware that large institutions can not and do not change overnight. For this reason, we recommended that a district level or pilot program be implemented as the first step in building toward a crime prevention bureau. The program components to be launched on a pilot basis are those components which will form the cornerstone of future bureau operations. It is in the implementation process, where the program focus shifts to adaptation to meet unique neighborhood needs.

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The major concern of the Advisory Committee was what it perceived as inadequate mechanisms for neighborhood-level access and input into the crime prevention program. In designing the crime prevention program and calling for a centralized Advisory Committee, the Commission did not intend to preclude neighborhood-level program input. It was, rather, our concern for the ultimate development of a city-wide program that resulted in our recommendation for a city-wide Advisory Committee following the model set by Detroit, Michigan. It was the Detroit experience which most clearly convinced us of the need for a strong, centralized Advisory Committee as being necessary to maximize resources and provide a city-wide identity for crime prevention efforts. This is particularly important for Milwaukee, as we have never been involved in a focused, coordinated crime prevention effort involving joint citizen-police participation and responsibility.

In our series of program recommendations, we indicated numerous mechanisms for insuring neighborhood-level input which were not made particularly clear at the meeting. In the implementation phase of the pilot program, we recommended that the Advisory Committee assist the Crime Prevention Unit in the identification of anti-crime groups within the target area as a means of insuring that all significant community groups are made aware of the existence of the pilot program. We also recommended that the Advisory Committee assist the Crime Prevention Unit in the development of meetings/work sessions to be held to introduce groups to the various standard program components. In this approach, we saw Block Watch as an excellent example of how, at every program level, mechanisms would be included which would facilitate citizen communication and program feedback. First, although Block Watch will be provided as a basic service, our report will be developed with an eye to flexibility so efforts may be adapted to meet unique neighborhood concerns and needs.

We saw the eventual formation of Block Leader Associations as another mechanism for maintaining citizen communication on a neighborhood level. Block Leader Associations, meeting on a monthly basis, are seen as an excellent means of recognizing the importance of Block Leader activities, maintaining community interest in Block Watch, and providing Unit personnel with feedback on Block Level program needs, difficulties, crime problems, and block successes. Block Leader Association meetings would also serve to transfer successful Block Watch technologies among neighborhoods.

We would like to recommend that a portion of the \$50,000 tentatively allocated to the Advisory Committee for crime prevention program development be allocated to community groups within the target area for two specific activities. The first activity would be the

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administration of a resident survey in the pilot area which would be designed to probe resident perceptions of neighborhood crime problems, fear of crime, and strategies residents may be taking to effect personal/property safety. The second activity would be a neighborhood "census" to identify all Block Watch Clubs and leaders within the target area and identify valid impediments to the formation of Block Watch. The survey would be an excellent device for identifying unique neighborhood concerns and would serve as "baseline data" for later program evaluation. Identification of Block leaders is a key activity in the process of city-wide Block Watch coordination and for the eventual targeting of Block Watch organizational projects.

Less formal, but equally valid mechanisms for neighborhood-level input are seen to exist through the recommended crime prevention volunteer efforts; and through our recommendation that unit personnel attend as many community-based functions as time allows, and that they be available to give assistance to community group anti-crime efforts. As unit personnel gain experience in working on cooperative police community efforts, we expect that crime prevention officers will build alliances with many segments of the community. Our concern is that if communication mechanisms are too formalized, the natural growth of these alliances may be jeopardized. It is for these reasons that the formation of structured neighborhood advisory councils is, at this time, deemed to be premature.

Frankly, we have reservations, based on the experiences of other jurisdictions, on the efficacy of introducing neighborhood-police councils at such an early stage of the program. As an alternative, we ask the Committee to consider implementation of community forums, at least during pilot program operation. The community forum model has been used successfully in Detroit, Michigan, for a number of years. In Detroit, these meetings rotate from area to area on a monthly basis. They are open to all district residents, are always attended by the District Commander, and would involve the participation of all Crime Prevention Unit officers and representatives of the Advisory Committee. The Detroit Police Department uses these occasions to give District Crime Prevention Volunteer awards, present new crime prevention efforts within the area and, to discuss with those attending, crime concerns on a district or area level. This approach would be localized so that the forums are scheduled on a quarterly basis within the target area. These forums would rotate by location within the target area. They would not be a substitute for the Block Captains' meetings, but would be a vehicle for expanding local input while maintaining central steering of program goals and objectives.

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The third area of concern expressed by the Advisory Committee involved pilot implementation on the level of a single district, suggesting perhaps a two district pilot approach. Although the Committee took no formal action, a suggestion was made that the pilot program encompass two police districts, one on the South Side and one on the North Side. We must counsel that we have read crime prevention program evaluations that warn of implementing a program in too large an area. The integrity of program effort can be severely affected if it is later forced to abandon part of a target area due to constraints on staff time and resources. Our suggesting that the pilot program be implemented on a single district level deliberately exceeded the generally suggested one or two census tract target area recommended by most criminal justice planning documents. We did so because the core of eventual bureau activity will be the officers assigned to work on a single district level. How well officers are able to function on a district level will heavily depend on their successful building of community alliances. We do not want to frustrate this experience by broadening the initial scope of operations. We believe the key learning experiences of working with community groups, and operating program components under a variety of conditions can be done best on a single district level. This does not mean it could not occur in two districts if adequate resources exist.

The Commission is hesitant to recommend a specific pilot district or districts at this time for three reasons. First, Common Council approval of the crime prevention plan should rest on the merits of the plan and not on any political considerations which a specifically designated pilot area might create. Second, until the Common Council approves the plan and recommends a level of funding, the determination of a one or two district level pilot approach must also be deferred. Finally, the issue of pilot program placement is one which requires the most careful analysis and thought above and apart from the process of developing program component recommendations.

This staff feels pilot district selection should primarily be based on three criterion; the volume of targetable crime (particularly burglary), a population that is generally representative of the city as a whole, and the existence of a variety of established community groups already involved in anti-crime activity. We feel that a district which offers a variety of neighborhood situations would be the ideal "testing ground" for implementing basic program components under a wide range of conditions. Staff would be more than willing to prepare a report on district characteristics for the Advisory Committee's consideration in this matter.

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I urge you to consider the recommendations contained in this letter and respond with any questions or comments you might have as soon as possible. It remains my intent to be able to present to the Fire and Police Commission for their approval, at their meeting of July 12, 1984, a completed crime prevention plan that can be presented to the Public Safety Committee of the Common Council.

I am also including with this letter a copy of a Fire and Police Commission report entitled "Crime in the City of Milwaukee - 1983." This report examines, by neighborhood and census tract, the volume, rate and distribution of major crimes reported in the City of Milwaukee.

Sincerely,

James F. Blumenberg  
Executive Director

JFB:rk

Enc.