

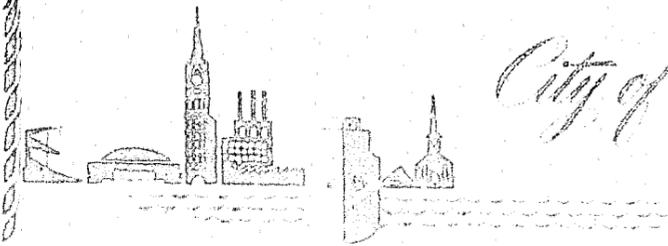
CRIMINAL JUSTICE PROGRAM
FIRE AND POLICE COMMISSION

1975

CRIMINAL JUSTICE
IMPROVEMENT PLAN

City of Milwaukee

16624
Dup. C. 4



FIRE AND POLICE COMMISSION

749 WEST STATE STREET • POLICE ADMINISTRATION BUILDING
MILWAUKEE WISCONSIN 53233

July, 1974

MARJORIE L. MARSHAL
Chairman

JOHN GIACOMO
Vice Chairman

RICHARD BLOK
CHARLES W. MENIKOFF
WILLIAM J. GERE
Commissioners

AARON HANCOCK
Executive Director

KENETH A. BOWEN
Commissioner of Public Safety

JAMES F. BLUMENBERG
Grants Coordinator and Analyst

TO: Wisconsin Council on Criminal Justice
122 West Washington Avenue
Madison, Wisconsin 53703

Metropolitan Milwaukee Criminal Justice Council
633 West Wisconsin Avenue - Suite 1010
Milwaukee, Wisconsin 53203

To Whom It May Concern:

Pursuant to Grant Number 73-06-01-01, the Criminal Justice Program, Fire and Police Commission, City of Milwaukee, Wisconsin, submits this plan document for 1975.

This letter of transmittal complies with the special condition applied to the above numbered grant award wherein it states that . . . "In order to provide for comprehensive criminal justice planning in Wisconsin's largest city . . . the submission of an annual comprehensive plan for the improvement of criminal justice in the City of Milwaukee (is required). Such plan shall include but not be limited to the examination of resources available in both the public and private sector, an identification of criminal justice problems and needs and suggested strategies for improvement. This plan shall be filed with the Metropolitan Milwaukee Criminal Justice Council and the Wisconsin Council on Criminal Justice in a timely manner so as to provide for its review during the development of the 1975 State Plan."

Respectfully submitted:

CRIMINAL JUSTICE PROGRAM

Mrs. Arlene Kennedy, Supervisor

Staff:

James Blumenberg, Grants Coordinator
and Analyst

Mrs. Patricia Reinke, Clerk Stenographer
Timothy Schoewe, Staff Assistant

JB:pr

City of Milwaukee, Wisconsin

Criminal Justice Improvement Plan-1975

The development of this plan was supported by Grant Number 73-06-01-01 awarded by the Wisconsin Council on Criminal Justice to the City of Milwaukee, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in this document are those of its authors and do not necessarily represent the official position or policies of the City of Milwaukee and its various entities. However, their individual and collective assistance in the preparation of this plan is recognized and genuinely appreciated.

July, 1974

Criminal Justice Program
Fire and Police Commission
Milwaukee, Wisconsin

Table of Contents

	<u>Page</u>
Introduction	1
PART I CRIMINAL JUSTICE COMMENTARY	3
PART II EXAMINATION OF PUBLIC AND PRIVATE RESOURCES	34
PART III ANNUAL AND MULTI-YEAR PROGRAM COMMENTARY	44
PART IV ANNUAL ACTION PROGRAMS	103

Tables and Charts

Census Tracts in Police Districts	18
City of Milwaukee - Census Tract Demography	19 - 26
City of Milwaukee - Census Tracts (Map)	17
City of Milwaukee Commitment to Law Enforcement	38
CITY OF MILWAUKEE - POLICE DEPARTMENT 1973 Adult Arrests by Age, Race & Sex Ages 18-34	32
CITY OF MILWAUKEE - POLICE DEPARTMENT 1973 Adult Arrests by Age, Race & Sex Ages 35-65 & Over	33
CITY OF MILWAUKEE - POLICE DEPARTMENT 1973 Juvenile Arrests by Age, Race & Sex	31
CITY OF MILWAUKEE - POLICE DEPARTMENT Total Arrests - Adult and Juvenile	30
CITY OF MILWAUKEE - Racial and Ethnic Mix of Geographic Areas of Assignment of Police	47
Comparative Crime Studies of Thirty United States Cities - Part I	14
Part II	15
Crime Rates for Wisconsin Cities With 30,000 or More Population (Series)	89 - 97

Table of Contents

	<u>Page</u>
Criminal Justice Public Expenditure Data of Selected American Cities	42
Milwaukee Health Department - Bureau of Laboratories Chemistry Division	53
Milwaukee Health Department - Forensic Laboratory	52
Statistics of Incidents Requiring Police or Watchmen Assistance in Public Housing Areas, Inclusive Dates (May 21, 1972-February 15, 1973)	143
Wisconsin Cities Over 30,000 Population - LEAA 1973 Funds Awarded	99
Wisconsin Part I Crimes - 1969-1973	88

Introduction

The plan document herewith submitted for review, deliberation and comment is unique in at least two respects. It is a product of coordinated local criminal justice planning which is submitted to both a regional planning body and the state planning agency for review and development of the state plan. The scope of the plan is expanded from what is required of regional planning agencies. That is, it includes an examination of the use of public and private resources for criminal justice services.

It appears appropriate to highlight certain of the aspects commented upon in the plan. For the first time is exhibited demographic and crime statistics by census tract. Additional resources are sought for state certified police training academies which has been termed a challenge to excellence. Police communications is central to the performance of the police task and again exhibits a significant role in this plan. The need for an automated records system is established as well as the need to continue development of a police computer system.

The issue of crime prevention is unique in that a concept paper discussing building security codes is submitted for consideration. The needs of a new city office, that of the City Attorney, finds expression in this plan. The Milwaukee Public Schools continue their developing interest in criminal justice by responding to the needs of the truant child, the reintegration into the educational system of the correctional institution returnee, a curriculum development program and applied research

into the crime of vandalism.

Alcohol and drug programming receives special comment in regards to the emergence of significant alternative funding sources and a recommendation that several of the presently funded categories be transferred to their primary functional area. Support continues to be expressed to meet the needs of public housing security and port security.

Additional programs of significant importance are a major cities direct action program which seeks to make available new and additional resources for the state's major cities in their struggle against crime. Further, there is a companion program that seeks to ferret out the root causes of crime in our urban areas and suggest reliable criteria upon which to base resource allocation decision-making.

From 1969 to 1973, Wisconsin statistics show that homicide is up 36.8%, rape is up 60.3%, robbery up 89.3%, aggravated assault 39.5%, burglary up 57.5%, theft up 80.4%, and auto theft up 10.2%. The challenge is great.

PART I
CRIMINAL JUSTICE COMMENTARY

Criminal Justice Commentary.

It has been stated that criminal justice planning, a speciality unknown six years ago, is still groping for a clear sense of direction, priorities, process and products. In the six-year existence of the Law Enforcement Assistance Administration, we have seen multiple priorities emerge from system improvement planning, to crime specific or crime oriented planning to National Standards and Goals. Built into these planning emphasis areas are concepts concerning the citizens' role in criminal justice, Impact Cities and Pilot Cities programs all developed within the pervasive concept of "new federalism". Concurrent with these new thrusts is a leadership component which at the federal level has seen four new administrators and at the state level, three new administrators during this time period. Yet, criminal justice planning offers a significant and viable opportunity to develop effective and just strategies for crime prevention and control.

The LEAA program has shown signs of maturity by recognizing more clearly that the sole purpose for the existence of the Crime Control Act is the reduction of crime. In discussing crime events, and assessing priorities, some very basic concepts continually apply. Before any criminal act occurs, the individual has to form the intent to commit it, he must be provided the opportunity to commit it and then actually commit the act, irrespective of risk to himself. Before we could presume to reduce crime, we must support efforts that remove the causes of crime that create the need or intent. Such programming is rooted in our social fabric and is massive.

It cannot be undertaken by LEAA except under exceptional cooperative funding with other sources. Concerning the opportunity to commit crime, an impact can be made. Crime targets can be studied and sites can be "hardened" to deter or prevent crime from occurring as well as creating the concept of the omnipresence of the police. Once the intent is formed and the crime is committed, the only effective deterrent or intervention is the certainty of swift apprehension and certainty of prompt, just and uniform adjudication with due process followed by effective correctional services.

What is the current crime problem that we seek to control and understand? Unlike private business, governments have no clear goals or indicators of performance, such as profits. Governments lack the discipline of the competitive market, and their measure of performance is often comparative dollar expenditures on different functions which we will examine later in this document. Help is needed to provide indicators of municipal performance based on the output of vital services. By becoming aware of municipal performance, effective measures can be instituted for improvement. Further, by studying techniques used by effective governments, municipalities can improve their own performance. This is a basic philosophy which underlies the National Commission on Standards and Goals for Criminal Justice.

The National Commission on the Causes and Prevention of Violence concluded that the primary cause of violent crime was poverty. Yet the incidence of poverty declined in the 1960's by almost half, while reported crimes of violence more than doubled.

How does one determine what factors actually do seem to account for differences among reported crime rates in the 30 largest metropolitan areas in the United States and what actions does such data suggest can best be taken to reduce the incidence of crime in our major cities? The source of information on the incidence of crime is the 1971 Uniform Crime Reports of the FBI. The material herein contained is from the Municipal Performance Report, 1:1 May-June, 1973.

The Council on Municipal Performance (COMP), reports that the 1971 FBI robbery rate was the key measure of municipal crime, along with a composite of reported non-violent property crimes (burglary, larcenies over \$50, and auto theft).

They found that reported robbery rates were significantly associated with seven factors: police per capita, income inequality, two measures of the percentage of high income families, net emigration of whites, racial composition, and density. Reported non-violent crime rates were significantly correlated only with four income-related factors; income inequality, two measures of the percentage of high income families, and mean family income.

A review of these relationships revealed that:

- better police protection apparently cannot be purchased merely by hiring more police or paying better salaries
- a percentage change in the number of police per capita did not correlate significantly with percentage changes in crime rates
- inequality of income is closely related to re-

ported crime rates

- what affects reported crime rates is the availability of victims and the willingness and ability of victims to report crime
- racial composition contributes to robbery rate differences
- there is a close and significant relationship between robbery rates and the rate of emigration of whites

Based upon their findings of the importance of income inequality and (for robbery) racial composition, adjusted crime rates were calculated holding those factors constant. Out of the nation's 30 largest cities the following five cities had the best record in 1971 crime control.

<u>Robbery</u>	<u>Rank (Descending Order)</u>	
	<u>FBI</u>	<u>COMP</u>
Milwaukee	1	1
San Jose	2	2
San Diego	3	3
Phoenix	4	4
Atlanta	12	5

Information concerning law enforcement methods was obtained through the use of a questionnaire, the results of which were as follows:

The best cities (lowest adjusted crime rate) emphasize

patrol as a crime fighting weapon with radio communication cited as important. The worst cities place greater emphasis on team patrol. The inadequate number of police is not a primary problem in crime control. The best cities cite increasing the degree of police-community cooperation as one of their chief crime control approaches. It seems that better community cooperation is either an important aid to better crime control, or a long-term approach which only relatively low crime cities can afford. All of the cities cite the courts as a major obstacle to effective control, both for handing out of lenient penalties and case backlogs.

Crime-Related Demographic Factors

The purpose in considering these factors is to isolate those which are genuinely related to crime.

Population

A population-density factor appears to be more significant than population size. In large cities there appears to be more underreporting by victims, underrecording by police or greater security by residents. However, on violent crime, a strong correlation was found with population density.

Population Stability

The general theme of migration in the United States has been one of exodus from rural to metropolitan areas, and recently, from cities to suburbs. This has been an economic phenomenon. City robbery rates can be correlated with the emigration of whites to suburbs. COMP reports that for every robbery reported in the major cities, two white people moved out. Burglary and larceny also have been shown to be higher in those metro areas in which the total

immigration rates, of blacks and whites, are highest.

Age

In brief, those under 21 years of age, constitute 29% of the population, are responsible for 68% of the property crime, and 41% of the violent crimes. Those under 25, who comprise 46% of the population are responsible for 80% of the property crime and 60% of the violent crime. The crime-by-age figures are virtually identical for cities and the nation as a whole.

Racial Composition

Of the total population in the United States, 11% is black according to census figures. In every category of crime, blacks account for more than 11% of the total. Based upon the analysis of data, it does not appear that blacks commit more index crimes simply because they are poorer. Furthermore, blacks are far less involved with non-violent property crimes, than with violent crimes. Crime statistics show that blacks have a higher tendency to be involved in violent crimes than whites. Evidence suggests that this is probably grounded in continued discrimination against them. The root problem has been described as being one of relative exclusion of blacks from the rewards owing to effort. The deterrent effect on violent crimes caused by increasing the probability of a prison sentence is believed to be significantly less for blacks than for whites.

Poverty

The theory that poverty causes crime simply needs to be studied. During the decade of the 60's poverty was reduced but violent crime rates soared. Violence has been found to be lowest when

poverty was most severe. There has been no relationship found between high incidence of poverty and high incidence of reported property crime. There are positive relationships between poverty and violent crime and between unemployment rates and both violent and non-violent crime. There appears to be abundant evidence that violent crime is not a consequence primarily of low income.

Inequality

The word poverty may be used in two different senses. People are poor if they earn below an absolute income level computed as being minimum for adequate needs. Another way of measuring poverty is to look at the degree of inequality in income or wealth. This second definition of poverty has a bearing on crime rates in urban areas. There is a significant statistical correlation between both violent crime and property crime and income inequality. The greater the inequality, the higher the crime rate. Such inequality is relatively low in Milwaukee, as compared to Miami and San Francisco.

Other Crime-Related Factors

Weather does not help explain nor is it significantly related to reported city crime rates.

Narcotics, Alcohol

Much of the recent upsurge in crime has been attributed to narcotic addiction. Reliable data, however, is not available. Therefore, it is not possible to test theories or include drugs as a factor to explain inter-city reported crime differences.

CRIME CONTROL

Police

Within the 30 major cities, those with more police per capita have correspondingly more crimes per capita. This is undoubtedly due to the response of the cities to the incidence of crime. The higher the crime rate, the more police that are employed. When tested, it was found that in the short term there was no discernible relationship between annual changes in the number of police and changes in crime rates. However, in the long term, increasing the rate of growth may slow the increase in the crime rate. This is based on the experience that where rates of growth were lowered, crime rates were higher. However, merely increasing the size of the police force does not appear to reduce crime. Effectiveness depends on using available resources in an optional manner and increasing the probability of apprehension and sentencing. Robbery and auto theft have been described as best dealt with by using capitol-intensive techniques, i.e., the use of police cars with sophisticated communication devices and computerized tracing techniques. Burglar-ies, however, require good detective work and general surveillance. Thus, highly labor-intensive approaches are needed.

Some will argue for a redefinition of the police role, priorities and deployment. A lack of proper and adequate data to test the extent to which differences in police deployment or procedures affect crime rates prohibits testing.

Solving crimes already committed is not the primary objective of police. Their main objective is to prevent crimes from being committed. Solving crimes contributes indirectly to this goal. All

seven indexed crime rates do correlate strongly with the probability of being apprehended and sentenced for a crime. The deterrent effect has been found to be strongest for the violent crimes of murder, rape, and robbery. Crime rates decline with the high probability of apprehension and imprisonment.

Court

As the probability of arrest, conviction and sentencing increases, the incidence of crime, especially violent crime, decreased. Also, the longer convicts were in prison, the lower the crime rate in an area. A higher probability of apprehension and punishment is associated with a lower violent crime rate. There exists a genuine deterrent effect on potential criminals of stronger court followup on those arrested by police. The greater the severity of the penalties for the less severe crime, the lower will be the incidence of this crime, and of the more serious crime.

Other Factors

There are other ways in which municipalities may be able to control crime. Improved street lighting in high crime areas has been credited with reducing reported crime. Greater security can be expected to reduce property crime.

LOCAL PRIORITIES

Any study of law enforcement techniques indicates that police patrolling, surveillance, and length of prison sentences play a role in influencing crime rates. The most effective method of combatting crime cited by cities with the best crime control performance is increased use of police patrols, on foot and in cars. Added to this is radio communications in its broadest usage as support to

police patrol. What does have a significant effect on crime control is the proportion of the police force on street patrol. Lenient penalties by the courts has been cited as an important factor in blocking efforts at more effective crime control as well as court backlogs. Crime rates can be controlled effectively only through consistent judicial follow-through on police arrests.

One notable factor relating to effective police department operations is their attitude toward community cooperation. Increasing the degree of police-community cooperation is a chief weapon in any fight against crime. Two demographic factors prove to be reliable predictors of crime rates: the degree of income inequality in a city (the greater the inequality, the higher the crime rate) and the percentage of the city's population which is black (the higher the percentage, the higher the robbery rate). There is also a relationship between violent crime and the rioting which plagued cities in the late 1960's. The majority of cities that experienced the worst rioting exhibit a high rate of violent crime.

DATA SOURCE:

Municipal Performance Report
1:1 May-June, 1973
pp. 28-36

COMPARATIVE CRIME STUDIES
OF THIRTY UNITED STATES CITIES
PART I

	ATLANTA	BALTIMORE	BOSTON	CHICAGO	BUFFALO	CINCINNATI	CLEVELAND	DENVER	DALLAS	DETROIT	HOUSTON	INDIANAPOLIS	KANSAS CITY	LOS ANGELES	MIAMI
ADJUSTED CRIME RATES PER 100,000 Population (1971)															
Adjusted Robbery Rate ¹	226	571	629	490	390	289	502	385	265	783	319	244	390	420	661
Rank (Low to High) ²	5	24	25	22	15	8	23	14	7	28	9	6	16	18	27
Adj. Property Crime Rate ¹	3,464	3,280	4,568	2,232	3,128	3,200	4,264	5,072	3,256	5,496	3,176	2,304	3,800	3,912	4,120
Rank (Low to High) ²	13	12	24	2	6	9	23	28	11	30	7	3	17	19	22
Most Effective Method In Controlling Crime	Radio Comm.	Emerg. Phone Number	Police Patrols	Police Patrols	Police Patrols	Radio Comm.	Police Patrols	Helicopters	Commun. Coop.	Radio Comm.	Police Patrols	Police Patrols	Police Patrols	No Response	No Spec. Method
Primary Difficulty In Controlling Crime	Lenient Penalties	Court Backlog	Loca. of Police Resources	No Single Diff.	Court Backlog	Lenient Penalties	Lenient Penalties	Court Backlog	Court Backlog	No Single Factor	Court Backlog	Unemployment	Pov. & Unemployment	N/A	Insuff. Police Funding
UNADJUSTED CRIME RATES PER 100,000 Population (1971)															
Violent Crime															
Murder	46	36	18	24	16	17	36	16	25	38	25	8	20	15	30
Rape	54	59	37	46	29	42	57	84	69	56	43	35	73	73	41
Assault	389	724	298	335	175	181	267	398	626	357	233	124	356	517	900
Robbery	444	1,046	739	713	477	386	797	421	339	1,373	416	283	488	499	845
Total	933	1,865	1,092	1,118	697	626	1,157	919	1,059	1,824	717	450	937	1,104	1,816
Property Crime															
Burglary	2,762	2,040	1,940	1,140	1,358	2,153	1,569	2,957	2,171	3,410	2,126	1,273	2,278	2,638	2,764
Larceny	1,540	1,119	1,101	463	1,299	1,356	795	2,069	1,449	1,679	892	743	1,214	1,464	1,880
Auto Theft	813	986	2,500	1,046	1,014	695	2,644	1,376	819	1,507	1,036	604	1,067	1,278	972
Total	5,114	4,145	5,541	2,649	3,671	4,204	5,008	6,402	4,439	6,596	4,054	2,620	4,559	5,380	5,616
TOTAL CITY CRIME RATE/ SMSA CRIME RATE (1971)	1.63	1.44	1.85	1.30	1.62	1.73	1.92	1.49	1.44	1.60	1.36	1.06	1.54	1.19	1.30
SELECTED CRIME CONTROL FACTORS															
Number of People Employed by Police Department	1,137	3,888	3,091	14,849	1,525	1,168	2,453	1,476	2,392	6,030	2,252	1,287	403	9,432	958
SELECTED DEMOGRAPHIC FACTORS (1970)															
Population	497,000	906,000	641,000	3,367,000	463,000	453,000	751,000	515,000	844,000	1,511,000	1,233,000	745,000	507,000	2,836,000	335,000
Population Density (sq. mi.)	3,794	11,612	14,907	14,774	10,863	5,802	9,880	5,060	2,852	10,827	2,715	1,880	1,604	6,112	9,849
Net Migration/Population (1960-70)	+ 2.0%	- 3.5%	- 8.1%	- 5.2%	-13.1%	-10.0%	-14.3%	+ 4.2%	+24.2%	- 9.5%	+31.4%	+13.6%	+ 6.6%	+12.5%	+14.8%
Net Migration (White) (1960-70)	- 82,500	-149,700	-130,600	-645,600	-111,100	-106,000	-206,400	- 41,100	+ 7,500	-386,800	+ 67,200	- 17,400	- 28,800	- 67,200	+ 29,400
Net Migration (Non-White) (1960-70)	- 32,700	+ 31,700	+ 26,500	+113,200	+ 9,000	- 2,500	- 2,800	+ 12,200	+ 46,900	+ 97,500	+ 55,600	+ 15,400	+ 13,000	+127,700	- 5,700
Black Pop./Total Pop.	51.3%	46.4%	16.3%	32.7%	20.4%	27.6%	38.3%	11.0%	24.9%	43.7%	25.7%	17.0%	22.1%	17.9%	23.0%
Poverty: % of Families	15	21	14	15	14.4	24	19.9	20.6	13.9	14.9	17.8	13.0	12.8	5.6	21.0
Inequality: Gini Coefficient ³	.427	.365	.302	.345	.342	.380	.340	.367	.395	.348	.371	.331	.347	.397	.393
Percent of Labor Force Unemployed	2.4%	5.2%	4.2%	4.3%	3.8%	3.9%	4.8%	2.9%	2.6%	8.9%	1.6%	2.3%	5.8%	5.8%	4.4%

1 Rates of reported crime per 100,000 population after eliminating impact of the demographic factors shown by correlation analysis from FBI crime reports.

2 Rank (after adj. crime rates). A rank out of 30 cities. A low rank represents a low crime rate and a good crime control performance by the city. A high rank indicates a high crime rate and a relatively poor performance by the city.

3 Gini Coefficient--the degree of income equality. The greater the degree of inequality, the higher the crime rate.

DATA SOURCE:

Municipal Performance Report
1:1 May-June, 1973
pp. 28-36

COMPARATIVE CRIME STUDIES
OF THIRTY UNITED STATES CITIES
PART II

	MINNEAPOLIS	MINNEAPOLIS	NEW ORLEANS	NEWARK	NEW YORK	PHILADELPHIA	PHOENIX	PITTSBURGH	ST. LOUIS	PORTLAND	SAN DIEGO	SAN FRANCISCO	SAN JOSE	SEATTLE	WASHINGTON, D.C.
ADJUSTED CRIME RATES PER 100,000 Population (1971)															
Adjusted Robbery Rate ¹	88	372	325	647	741	325	158	402	481	450	147	807	114	325	438
Rank (Low to High) ²	1	13	10	26	29	10	4	17	21	20	3	30	2	10	19
Adj. Property Crime Rate ¹	2,728	4,104	3,968	5,424	3,864	2,016	3,664	3,232	4,616	4,880	2,488	4,936	3,688	3,776	3,176
Rank (Low to High) ²	5	21	20	29	18	1	14	10	25	26	4	27	15	16	7
Most Effective Method In Controlling Crime	Police Patrols	Police Dogs	Police Patrols	Police Patrols	Police Patrols	Comm. Coopera.	Police Patrols	Police Patrols	Police Patrols	Cannot Specify	Police Patrols	Radio Comm.	Comm. Coopera.	Radio Comm.	Radio Comm.
Primary Difficulty In Controlling Crime	Pov. & Unemployment	Lenient Penalties	Lenient Penalties	Lack of Comm. Coopera.	Unemployment	Lenient Penalties	Lenient Penalties	Wide Variety Factors	Lack of Comm. Coopera.	Inadeq. Corr. System	Lenient Penalties	Lack of Comm. Coopera.	Court Backlog	Lack of Comm. Coopera.	Pov. & Unemployment
UNADJUSTED CRIME RATES PER 100,000 Population (1971)															
Violent Crime															
Murder	7	8	20	34	19	22	9	13	35	4	5	14	4	8	36
Rape	15	53	55	82	31	28	37	54	80	38	19	72	38	39	81
Assault	91	239	354	691	430	255	400	367	519	294	108	434	167	206	525
Robbery	92	379	572	1,447	1,121	474	224	491	797	469	148	921	111	339	1,482
Total	205	679	1,001	2,254	1,611	779	670	925	1,431	805	280	1,441	320	592	2,124
Property Crime															
Burglary	646	2,311	1,805	3,525	2,305	1,073	2,293	1,825	3,035	2,818	1,162	2,554	1,836	2,346	2,486
Larceny	1,382	1,354	1,751	1,506	1,586	379	1,540	1,084	766	2,309	1,481	2,265	1,041	1,480	1,006
Auto Theft	838	1,150	1,408	1,814	1,228	916	744	1,256	1,908	976	494	1,787	812	661	1,154
Total	2,866	4,815	4,964	6,845	5,119	2,368	4,577	4,165	5,709	6,103	3,137	6,606	3,689	4,487	4,646
TOTAL CITY CRIME RATE/SMSA CRIME RATE (1971)	1.35	1.60	1.34	2.37	1.25	1.23	1.19	2.44	2.03	1.61	1.08	1.46	1.12	1.28	1.70
SELECTED CRIME CONTROL FACTORS															
Number of People Employed by Police Department	2,280	894	1,779	1,722	33,015	8,502	1,301	1,697	2,853	946	1,197	2,472	661	1,480	5,650
SELECTED DEMOGRAPHIC FACTORS (1970)															
Population	717,000	434,000	593,000	382,000	7,868,000	1,949,000	582,000	520,000	622,000	383,000	746,000	715,000	446,000	531,000	757,000
Population Density (sq.mi.)	7,431	7,490	2,895	15,934	24,674	15,106	2,345	9,372	10,201	4,109	1,903	15,457	7,960	5,801	12,066
Net Migration/Population (1960-70)	- 3.3%	- 6.1%	- 5.4%	- 5.6%	+ 1.1%	- 2.7%	+32.4%	-13.9%	-17.0%	+ 2.7%	+21.6%	- 2.8%	+118.3%	- 4.4%	- 1.0%
Net Migration (White) (1960-70)	-128,400	- 94,400	- 91,600	-106,600	-955,500	-246,400	+ 71,500	- 99,100	-181,800	- 7,600	+ 27,600	-154,500	N/A	- 72,600	-138,000
Net Migration (Non-White) (1960-70)	+ 23,000	+ 7,200	- 10,500	+ 31,500	+435,800	+ 39,600	+ 5,600	- 6,400	- 900	+ 4,700	+ 17,300	+ 66,900	N/A	+ 9,800	+ 38,300
Black Pop./Total Pop.	14.7%	5.0%	45.9%	5.40%	21.2%	33.6%	34.0%	20.2%	40.9%	7.0%	7.6%	13.4%	6.0%Est.	11.0%	71.1%
Poverty: % of Families	7.6	19.8	25.8	13.1	18.1	18.6	19.9	17.4	24.3	15.1	9.0	16.7	N/A	23.6	27.0
Inequality: Gini Coefficient ³	.305	.339	.446	.364	.385	.341	.355	.373	.360	.355	.366	.388	.290	.343	.425
Percent of Labor Force Unemployed	5.6%	2.1%	4.1%	9.1%	5.0%	4.6%	3.9%	4.5%	5.4%	4.0%	6.2%	6.2%	5.7%Est.	12.1%	2.6%

1 Rates of reported crime per 1,000 population after eliminating impact of the demographic factors shown by correlation analysis from FBI crime reports.

2 Rank (after adj. crime rates). A rank out of 30 cities. A low rank represents a low crime rate and a good crime control performance by the city. A high rank indicates a high crime rate and a relatively poor performance by the city.

3 Gini Coefficient--the degree of income equality. The greater the degree of inequality, the higher the crime rate.

1973 Reported Crime Data
With Selected Demographic Characteristics
On a Geographical Basis

The relationship between certain demographic factors and crime rates within large cities has previously been noted. A chart has been prepared that illustrates each of the city's census tracts exhibiting certain selected demographic factors and Part I reported crime totals for 1973. Also included is a city map depicting the location of each census tract. On page 18 will be found a listing of census tracts by number within each police district.

CENSUS TRACTS IN POLICE DISTRICTS

<u>Census Tracts</u>	<u>Police Districts</u>						
	1	2	3	4	5	6	7
101	132	90	1	43	158	26	
102	154	91	2	44	159	27	
103	155	92	3	45	160	31	
104	156	93	4	46	161	32	
105	157	94	5	66	162	33	
106	164	95	6	67	163	34	
107	165	96	7	68	169	35	
108	166	97	8	69	170	36	
109	167	98	9	70	171	37	
110	168	99	10	71	172	38	
111	175	100	11	72	173	39	
112	176	119	12	73	174	40	
113	177	120	13	74	188	41	
114	178	121	14	75	189	42	
115	179	122	15	76	190	47	
116	180	123	16	77	191	48	
117	181	124	17	78	192	49	
118	182	125	18	79	193	50	
139	183	126	19	80	194	51	
140	184	127	20	81	195	52	
141	185	128	21	82	196	53	
142	186	129	22	83	197	54	
143	187	130	23	84	198	55	
144	203	131	24	85	199	56	
145	204	133	25	86	200	57	
146	205	134	28		201	58	
147	206	135	29		202	59	
150	207	136	30		213	60	
151	208	137			214	61	
152	209	138			215	62	
153	210	148			218	63	
	211	149				64	
	212					65	
	216					87	
	217					88	
						89	

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE MALES	MEDIAN AGE FEMALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ Years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	REPAIR LABOR FORCE 14+ Years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OWNER OCCUPIED UNITS	HOMICIDE	RAPE	ROBBERY	AGGRAVATED BATTERY	BURGLARY	THEFT	AVOID TRAFFIC
1	1,176	1,135	18	39	2	1	24.6	23.9	12.1	\$12,173	308	294	35.7	14	183	183	59.0	0	\$26,500	0	1	0	1	27	66	37
2	1,702	1,681	0	14	7	0	23.9	26.1	12.4	13,051	470	454	37.0	16	227	222	61.7	5	27,700	1	0	2	0	13	38	8
3	4,744	4,600	0	105	39	16	25.1	26.4	12.5	13,520	1,252	1,224	45.0	28	743	733	69.2	10	27,000	0	0	1	0	20	32	7
4	1,783	1,735	0	36	12	1	24.0	23.5	12.5	12,150	474	451	49.6	23	306	296	69.9	10	22,100	1	0	2	3	19	62	11
5	9,105	9,011	86	60	34	12	24.3	24.0	12.3	11,177	2,368	2,310	42.6	58	1,397	1,332	66.8	65	21,900	0	0	4	4	28	64	38
6	7,849	7,775	153	41	33	8	22.0	24.6	12.4	11,975	2,038	1,999	36.3	39	1,073	1,054	63.4	19	22,300	0	0	1	0	16	43	24
7	3,598	3,425	34	146	27	6	19.8	20.3	12.7	12,108	887	875	51.3	12	506	467	71.5	39	23,300	0	0	0	0	21	31	7
8	3,977	3,880	64	67	30	14	22.4	22.1	12.2	11,383	1,036	1,006	31.3	30	531	516	46.7	15	20,600	0	0	2	1	26	38	11
9	4,700	4,562	24	109	29	12	21.7	22.4	12.2	11,468	1,153	1,138	41.9	15	794	791	62.6	3	22,100	0	0	1	1	26	39	10
10	4,334	4,312	0	6	16	9	29.8	30.8	12.1	11,098	1,208	1,188	24.5	20	836	804	69.1	32	17,800	0	1	1	1	15	43	13
11	3,875	3,710	66	148	17	10	20.6	23.6	11.9	8,438	920	869	27.2	51	621	599	61.7	22	16,100	0	1	1	1	14	44	13
12	3,633	3,538	56	62	33	19	21.1	22.8	12.2	10,827	936	904	26.5	32	644	610	52.8	34	16,900	0	0	3	2	17	51	20
13	4,985	4,746	95	223	16	7	22.8	24.0	12.0	11,179	1,370	1,342	28.9	28	878	835	54.9	43	18,400	0	0	2	3	16	52	20
14	3,017	2,979	0	24	14	8	22.1	22.2	12.3	10,584	831	817	24.1	14	533	504	46.3	29	19,500	0	0	2	1	16	45	23
15	3,904	3,605	41	261	38	9	21.8	23.2	12.3	11,626	1,006	968	33.2	38	652	595	61.3	57	21,200	0	0	2	1	15	46	23
16	3,361	3,320	82	28	13	4	21.3	22.8	12.4	11,128	897	875	44.3	22	568	548	76.4	20	20,200	0	0	1	0	11	22	18
17	5,650	5,591	129	31	28	3	25.0	24.9	12.3	11,962	1,672	1,609	37.9	63	1,068	1,026	65.5	42	19,700	0	0	0	1	11	41	19
18	4,126	3,775	26	316	35	26	18.4	21.5	12.1	9,363	851	826	24.1	25	580	563	53.3	17	17,200	1	0	3	4	25	51	13
19	4,641	4,313	30	292	36	18	21.7	27.0	11.7	10,262	1,080	1,038	24.5	42	733	665	54.0	68	17,600	0	1	3	4	24	52	13
20	2,845	2,810	16	13	22	14	32.4	36.7	11.8	10,863	748	729	34.4	19	517	513	63.1	4	16,100	0	1	2	1	13	42	12
21	2,789	2,767	38	7	15	1	30.8	33.1	11.7	9,694	763	743	33.6	20	489	479	62.0	10	15,600	0	0	3	0	13	42	12
22	2,621	2,776	32	30	15	2	26.2	26.4	12.2	11,829	770	742	31.0	28	449	440	56.1	9	19,400	0	0	1	2	11	30	18
23	5,567	5,151	61	376	40	9	30.3	30.5	11.9	10,195	1,445	1,420	28.8	25	1,023	1,002	59.4	21	16,500	0	0	3	1	23	62	15
24	2,493	2,392	6	88	13	10	33.1	36.7	11.0	10,090	634	590	24.8	44	487	477	57.9	10	14,500	0	1	9	0	18	35	8
25	2,395	2,366	27	11	18	5	35.4	35.8	11.3	11,200	694	667	35.2	27	488	465	59.2	23	15,800	0	0	2	1	12	20	14
26	3,386	3,335	45	35	16	12	32.7	39.5	12.0	11,100	955	924	30.5	31	584	570	70.2	14	16,500	0	0	8	2	9	46	22
27	2,444	2,301	60	136	7	2	29.5	32.7	12.0	11,600	679	658	27.4	21	444	427	48.2	17	16,700	1	0	0	0	8	30	16
28	2,715	2,500	76	187	28	15	27.5	28.0	11.3	10,000	810	754	20.7	56	474	452	53.4	22	16,700	0	0	0	1	8	22	11

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE Males	MEDIAN AGE Females	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ Years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	FEMALE LABOR FORCE 14+ Years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OWNED OCCUPIED UNITS	HOMICIDE	RAPE	ROBBERY	AGGRAVATED BATTERY	SUBSIDIARY	THEFT	ADULT MURDER
29	2,694	2,674	0	10	10	4	29.4	30.8	12.0	\$10,800	752	726	23.0	26	471	462	54.6	9	\$16,700	0	0	0	0	16	32	15
30	4,190	4,133	26	34	23	5	36.9	40.0	12.1	11,900	1,296	1,265	35.4	31	874	842	56.2	32	19,900	0	0	0	0	16	33	14
31	3,928	3,954	0	17	17	8	36.8	40.3	11.8	11,300	1,101	1,069	32.2	32	818	772	67.4	46	19,300	0	0	4	0	11	40	13
32	3,369	3,353	13	9	7	0	35.7	37.3	12.1	12,000	1,009	960	40.1	49	568	548	69.4	20	21,800	0	0	4	0	10	41	18
33	6,161	6,055	18	72	34	8	30.9	31.6	12.4	12,600	1,757	1,725	48.9	32	1,252	1,224	73.3	28	23,200	0	1	0	1	16	49	25
34	5,196	5,161	27	15	20	0	37.0	39.5	12.4	13,104	1,558	1,511	50.5	47	1,192	1,146	74.9	46	23,600	0	1	1	0	17	48	24
35	3,848	3,826	48	11	11	3	37.6	39.7	12.1	12,500	1,105	1,066	39.8	39	834	812	65.2	22	21,900	0	0	1	1	15	91	12
36	2,065	2,059	0	0	6	1	43.5	47.1	11.8	10,700	556	536	35.3	20	404	394	65.8	10	20,000	0	0	2	2	10	97	34
37	2,529	2,508	0	6	15	2	46.7	48.8	12.2	11,900	746	726	59.2	20	533	514	70.2	19	21,700	0	0	1	2	10	37	34
38	2,294	2,289	0	4	10	0	46.3	51.8	12.2	11,100	619	613	51.4	6	509	498	76.4	11	19,900	0	1	8	2	9	52	14
39	3,015	2,976	0	19	20	4	41.0	47.3	11.7	10,200	817	801	45.4	16	531	520	70.2	11	17,800	0	1	9	1	9	52	14
40	3,071	2,819	18	232	20	6	24.6	38.9	11.8	7,600	517	561	40.1	10	607	577	56.0	30	18,100	0	1	9	3	17	57	20
41	2,733	2,610	0	100	23	13	43.3	49.4	11.3	11,000	796	788	38.2	8	570	545	61.8	25	17,800	0	1	8	3	18	57	19
42	3,573	2,627	0	935	11	6	33.1	39.6	11.8	9,373	859	842	30.2	17	727	719	56.4	8	15,300	0	2	39	5	76	113	42
43	7,137	2,921	100	4,173	43	12	28.9	29.1	12.2	11,186	1,848	842	32.7	96	1,493	1,403	54.2	90	16,500	1	4	12	4	84	141	67
44	3,967	2,252	103	1,683	32	8	28.3	30.7	12.0	9,438	976	950	35.0	26	831	798	60.9	33	11,500	2	3	11	12	90	112	54
45	3,936	1,013	85	2,896	27	19	22.8	23.2	10.9	9,016	855	1,752	21.2	83	675	625	41.2	49	11,900	0	2	12	13	76	91	37
46	4,309	773	0	3,504	32	21	22.3	25.0	11.7	9,186	1,036	953	24.5	83	913	838	40.6	75	13,000	1	5	26	13	98	113	56
47	6,098	1,928	51	4,123	47	22	22.5	25.8	10.3	9,020	1,276	1,203	13.7	73	1,118	1,058	43.4	60	13,200	2	1	25	12	123	103	152
48	4,335	4,241	33	63	31	19	34.9	41.1	11.7	10,100	1,110	1,095	32.0	15	791	758	64.6	33	15,100	0	0	14	3	39	110	16
49	4,957	4,930	59	19	8	0	42.2	49.9	12.2	11,100	1,273	1,236	54.0	37	1,056	1,010	74.5	46	21,100	0	0	5	0	41	87	24
50	5,255	5,229	0	0	26	2	46.3	50.5	12.1	11,300	1,470	1,441	50.3	29	1,139	1,110	71.7	29	19,600	0	1	4	2	17	57	15
51	3,869	3,848	28	27	14	3	36.2	37.9	12.3	11,605	1,109	1,096	54.7	13	850	819	74.7	31	20,600	0	0	0	0	13	53	13
52	2,217	2,201	0	3	13	1	38.9	41.8	12.3	12,823	638	531	37.9	7	435	411	71.7	24	21,600	0	0	0	1	9	20	14
53	2,422	2,415	32	4	3	1	39.1	43.1	11.8	11,470	735	717	39.2	18	507	482	65.9	25	18,900	0	0	0	9	8	20	15
54	4,758	4,744	13	2	12	5	37.0	40.5	12.1	11,438	1,305	1,257	37.5	48	939	910	66.9	29	19,400	1	1	1	2	29	53	26
55	5,341	5,307	74	27	7	0	30.5	34.4	12.4	13,179	1,557	1,509	49.8	48	993	968	70.0	25	21,500	0	0	2	0	14	22	3
56	3,030	3,011	10	5	14	0	44.2	43.5	12.5	13,480	766	744	58.0	22	703	681	76.2	22	22,500	0	0	0	0	18	18	12

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE FEMALES	MEDIAN AGE MALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	FEMALE LABOR FORCE 14+ years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OTHER OCCUPIED UNITS	HOMICIDE	RAPPE	ROBBERY	AGGRAVATED BATTERY	AUTHORITY	THEFT	ALCOHOL VIOLATION
57	2,912	2,907	0	0	5	2	44.6	48.8	12.4	\$11,899	840	113	56.2	27	565	529	76.5	36	\$21,500	0	0	0	0	18	17	11
58	4,060	4,004	0	16	40	27	44.9	49.8	12.3	11,677	1,076	1,067	54.5	9	848	829	82.1	19	21,900	0	0	0	1	13	32	1
59	3,978	3,970	29	1	7	3	33.9	43.2	12.0	10,600	1,071	1,029	36.7	42	745	727	67.5	18	16,700	1	0	1	2	29	53	12
60	2,790	2,774	4	0	16	2	34.7	40.8	11.4	10,300	763	751	37.6	12	542	537	62.4	5	17,400	0	0	2	0	14	22	11
61	2,682	2,661	0	18	3	0	33.2	37.6	12.4	12,600	709	698	50.9	11	497	459	60.2	36	20,400	0	0	3	0	10	75	42
62	3,670	3,602	65	28	40	22	29.2	40.8	11.5	10,600	893	860	33.0	33	692	679	55.1	13	14,800	0	0	0	0	1	5	2
63	3,493	2,151	133	1,291	51	43	23.0	26.4	10.2	8,769	776	738	21.9	38	583	552	53.7	31	11,800	3	0	18	4	90	101	50
64	4,865	1,275	54	3,563	27	17	18.7	21.9	10.2	7,674	959	892	8.8	67	759	692	25.2	67	10,500	0	3	23	9	74	136	53
65	4,679	1,009	0	3,644	26	15	18.4	20.5	10.9	8,402	934	873	10.8	61	739	690	41.1	49	11,200	0	2	19	9	65	64	32
66	6,640	372	78	6,243	25	7	18.3	21.2	10.3	8,077	1,235	1,112	12.4	123	1,124	1,051	38.0	73	9,300	1	1	15	22	62	22	51
67	3,025	132	0	2,869	18	17	18.7	22.1	10.4	7,676	618	554	10.1	64	567	529	30.8	38	9,800	0	8	8	10	39	50	14
68	5,215	410	0	4,796	9	4	18.5	22.6	11.1	8,253	1,126	1,119	10.8	107	906	877	51.9	29	11,000	2	2	22	12	102	83	46
69	4,172	1,475	70	2,675	22	18	21.2	23.3	10.8	7,742	957	894	21.6	63	672	569	46.0	103	9,900	2	6	20	18	122	127	52
70	5,113	1,759	208	3,281	73	22	19.7	22.4	10.6	7,867	1,052	1,004	15.9	48	822	754	40.6	68	9,300	2	2	21	19	113	132	60
71	2,697	2,672	139	7	18	9	29.7	33.7	10.5	9,125	709	671	29.6	36	586	567	37.0	19	9,300	0	0	6	2	27	37	11
72	3,718	3,633	117	50	35	25	31.0	38.2	11.8	10,319	976	924	33.5	52	701	672	65.9	29	14,100	0	3	6	1	20	59	14
73	3,175	3,153	57	8	14	1	28.5	28.8	12.7	10,900	881	851	49.1	30	894	865	70.4	29	18,100	0	0	1	0	31	56	21
74	2,049	2,005	57	27	17	3	24.0	23.9	16.1	15,345	473	173	82.0	0	449	444	82.4	5	32,600	0	0	2	0	10	58	5
75	3,422	3,364	0	36	22	1	26.9	31.7	15.4	14,902	928	903	80.5	25	629	605	73.3	24	24,700	0	0	0	0	6	70	17
76	3,550	3,461	44	32	57	9	30.2	39.8	13.0	11,091	993	964	70.9	29	1,010	954	82.8	56	35,700	0	0	3	1	23	76	15
77	4,712	4,576	138	82	60	8	25.5	26.4	12.4	9,599	1,290	1,252	50.6	38	1,552	1,542	76.3	10	13,400	1	5	1	4	55	106	37
78	4,082	3,987	73	27	68	18	25.0	27.1	12.7	10,563	1,110	1,044	47.3	66	1,056	1,021	74.2	35	17,900	0	3	4	4	36	110	25
79	2,557	2,484	16	50	23	9	29.0	34.3	10.1	10,198	616	506	20.1	10	580	551	46.9	29	9,400	2	0	5	3	20	35	13
80	3,238	2,972	253	227	39	17	27.2	33.6	8.9	8,031	720	577	19.7	43	524	490	35.5	34	8,000	0	2	6	1	19	62	17
81	2,612	699	126	1,892	21	8	17.7	20.4	9.5	7,381	499	499	10.0	0	391	379	32.5	12	8,800	0	2	10	6	36	34	15
82	1,774	141	47	1,619	14	5	23.8	23.2	9.9	7,181	411	362	16.0	49	253	204	44.6	49	10,700	0	2	13	8	33	63	50
83	2,981	129	15	2,829	23	6	21.4	23.6	9.3	5,603	613	594	8.1	19	473	444	20.7	29	8,300	2	3	11	14	58	74	60
84	3,213	84	62	3,124	5	1	19.5	21.5	10.0	8,093	665	601	20.5	64	589	547	30.0	42	8,600	0	2	14	5	57	67	52

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	INDIAN AGE 14+	MEDIAN AGE FEMALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	REPAID LABOR FORCE 14+ years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OWNER OCCUPIED UNITS	HOMICIDE	RAPE	ROBBERY	AGGRAVATED BATTERY	REPTILIARY	THEFT	ARMS TRAFFIC
85	2,263	139	8	2,685	39	13	20.8	22.1	9.5	\$ 7,136	537	470	15.7	67	467	449	28.1	18	\$ 8,900	2	6	14	13	60	60	22
86	3,495	234	0	3,257	4	1	18.7	21.7	10.1	8,100	705	669	10.0	36	529	506	32.4	23	8,700	2	1	5	13	60	61	41
87	3,311	330	0	2,946	35	18	16.2	19.5	10.0	6,868	617	545	9.1	72	475	436	25.1	39	9,100	1	0	11	11	43	55	49
88	4,050	1,535	71	2,458	57	27	20.3	22.7	10.1	7,809	818	753	18.2	65	559	502	41.1	57	10,600	2	8	41	20	83	107	58
89	2,759	2,539	55	209	51	34	25.9	28.6	10.9	8,500	672	615	15.0	57	477	435	34.0	42	9,300	0	0	15	5	44	53	56
90	3,840	3,780	76	0	60	41	24.3	29.1	11.0	9,200	879	858	22.8	21	671	653	54.1	18	12,400	1	0	7	1	10	22	13
91	2,928	2,857	81	20	51	6	27.6	35.1	11.7	9,200	767	735	32.1	32	565	530	53.1	35	16,800	0	0	1	1	16	16	15
92	2,293	2,177	33	7	19	7	30.7	42.4	12.1	11,200	482	456	36.5	26	412	394	68.0	18	16,600	0	0	1	1	6	13	11
93	3,198	3,093	0	0	13	0	33.2	41.8	12.4	10,800	814	805	51.7	9	612	584	59.8	28	17,300	0	0	0	0	5	16	3
94	3,579	3,569	0	2	8	2	28.6	37.2	12.4	10,900	852	836	54.0	16	645	632	76.3	13	18,200	0	0	0	1	5	30	5
95	3,107	3,079	0	3	25	4	25.3	32.8	12.4	11,200	773	764	44.6	9	421	421	75.8	0	18,500	0	0	1	4	5	27	5
96	3,708	3,610	66	13	85	63	26.0	29.0	11.4	9,400	932	893	26.8	39	689	658	52.8	31	12,800	0	1	2	3	17	50	39
97	3,971	3,606	17	206	159	131	26.3	25.5	10.3	9,038	917	859	14.9	58	552	525	46.2	27	10,900	0	2	16	15	50	90	48
98	2,847	2,529	228	175	143	80	23.2	25.2	10.4	8,602	657	596	13.4	61	450	423	45.6	27	10,800	0	2	5	5	23	44	28
99	4,098	2,300	132	1,594	114	74	22.3	22.8	9.7	7,586	777	721	13.6	56	581	517	40.3	64	9,200	0	1	6	11	41	45	41
100	2,323	348	45	1,914	61	49	17.1	20.4	9.1	6,361	495	435	2.8	60	303	284	17.5	19	7,600	1	1	8	7	26	45	31
101	2,319	102	0	2,212	5	2	19.4	21.7	9.6	5,408	420	403	13.4	17	347	311	51.1	36	8,300	0	3	8	11	44	81	42
102	2,599	96	21	2,497	6	4	19.0	20.0	9.0	3,619	517	470	9.8	47	381	357	31.7	24	7,700	1	2	11	10	36	87	25
103	2,221	59	12	2,153	9	6	23.0	23.1	9.2	6,115	455	414	8.7	41	294	259	19.3	35	7,800	0	3	6	11	28	40	28
104	2,731	104	0	2,609	18	4	19.7	21.6	8.9	5,286	532	469	16.2	63	374	342	21.3	32	7,400	1	2	6	8	37	72	34
105	2,176	203	88	1,967	6	3	20.6	23.8	9.5	6,536	481	420	7.4	61	327	266	34.2	61	7,600	0	2	11	4	40	54	29
106	2,818	831	137	1,917	70	3	18.4	19.7	9.2	6,670	527	495	13.7	32	385	357	21.3	28	8,000	1	0	5	4	23	40	12
107	2,897	2,433	178	411	53	20	24.3	26.1	9.3	9,017	697	663	21.5	34	532	514	32.9	18	8,000	0	1	6	3	39	49	23
108	2,977	2,914	75	25	38	22	28.3	31.2	12.2	8,270	908	885	42.7	53	796	768	62.7	28	13,000	0	2	4	2	31	62	28
109	5,061	4,974	78	54	33	4	38.2	52.5	12.9	12,482	1,476	1,432	76.1	44	1,591	1,564	82.1	27	36,900	1	2	8	4	38	135	37
110	4,037	3,919	14	67	51	20	31.6	30.1	12.2	8,340	1,154	1,096	49.5	58	1,353	1,307	73.2	46	12,000	0	2	5	3	46	79	21
111	2,099	2,046	130	17	36	12	36.4	45.6	11.0	7,855	534	482	23.2	52	516	480	54.3	36	10,400	0	0	4	2	12	46	14
112	2,473	2,426	87	7	40	35	29.4	34.8	10.1	7,813	611	595	19.0	16	445	419	47.0	26	8,000	0	0	5	3	27	47	9

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE MALES	MEDIAN AGE FEMALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ Years	PERCENT WHITE COLLEGE EMPLOYED	PERCENT WHITE COLLEGE	UNEMPLOYED	FEMALE LABOR FORCE 14+ Years	EMPLOYED	PERCENT WHITE COLLEGE	UNEMPLOYED	MEDIAN VALUE OWNER OCCUPIED UNITS	HOMICIDE	RAPE	ROBBERY	AGGRAVATED BATTERY	INPOLARITY	THEFT	AVOID THEFT
113	1,147	1,049	192	24	74	16	29.8	36.9	9.1	\$ 7,583	325	297	35.4	28	154	154	77.9	0	\$ 7,000	0	0	2	1	17	25	13
114	1,091	218	83	868	5	0	20.9	23.9	9.3	6,929	186	161	12.4	25	150	131	6.1	19	8,300	0	2	4	5	24	35	11
115	1,002	406	0	589	7	0	43.0	42.7	8.9	6,450	165	155	15.4	9	117	114	43.9	3	8,100	1	1	10	7	21	33	8
116	1,785	103	0	1,678	4	2	14.1	22.8	8.6	2,912	126	83	16.9	37	184	165	36.4	19	13,900	1	2	5	8	12	23	11
117	1,390	85	0	1,294	11	2	19.9	20.9	8.9	5,179	218	201	12.9	17	160	160	21.3	0	6,500	0	2	3	7	17	17	6
118	2,028	204	27	1,812	12	4	18.7	20.0	9.5	5,952	365	313	7.7	52	335	331	22.7	4	6,400	1	2	4	7	21	31	21
119	2,033	299	59	1,687	47	19	16.6	18.1	8.9	6,415	342	294	4.7	48	257	219	14.4	38	6,600	1	1	4	10	11	26	19
120	2,238	954	143	1,147	137	109	18.2	20.3	9.3	5,267	378	353	8.7	25	300	262	20.0	38	6,600	2	1	7	7	20	31	22
121	2,019	1,669	80	233	117	73	24.0	30.3	9.7	7,673	424	380	14.9	44	255	244	38.8	11	8,900	1	1	2	0	23	57	15
122	4,061	3,764	97	149	148	125	26.6	28.0	10.4	7,890	983	913	21.5	64	769	717	48.0	52	10,700	0	1	12	4	19	53	34
123	1,701	1,679	0	5	17	13	33.0	39.3	11.8	9,531	442	401	32.8	33	506	501	59.9	5	13,600	0	0	2	1	19	55	22
124	3,240	3,214	40	2	24	13	32.8	40.4	12.1	10,429	831	795	39.0	36	662	627	58.8	35	15,800	0	1	0	1	18	37	6
125	2,705	2,678	0	5	22	4	34.3	40.9	12.4	12,261	707	699	49.5	8	610	595	72.5	15	22,000	0	0	1	0	5	30	7
126	3,284	3,276	15	1	7	5	32.0	34.7	12.1	10,442	871	833	10.1	38	602	587	72.4	15	16,000	0	0	0	1	22	32	12
127	1,806	1,798	0	1	7	4	28.6	32.0	12.4	10,865	513	499	48.0	14	375	347	69.1	28	18,100	0	0	0	1	3	19	3
128	3,546	3,512	8	12	22	7	26.8	29.8	12.6	12,322	931	922	53.1	9	819	790	75.7	29	20,500	1	0	1	1	14	16	5
129	3,979	3,952	36	0	27	4	27.9	29.9	12.1	9,958	1,073	1,016	28.3	57	718	665	51.7	53	15,100	0	0	1	0	9	21	11
130	2,079	2,069	0	0	10	4	26.5	26.4	12.0	11,022	575	556	26.4	19	365	346	47.1	19	15,000	0	0	0	0	6	9	5
131	1,841	1,739	8	85	17	6	58.8	30.5	9.2	17,105	78	78	60.3	0	16	16	100.0	0	---	0	0	0	0	0	19	12
132	739	781	79	0	18	15	32.7	31.4	10.6	8,583	268	249	12.3	19	144	133	58.3	11	13,100	0	1	3	5	31	74	29
133	1,690	1,649	73	12	29	27	26.1	26.9	10.6	9,861	477	441	17.8	36	312	312	31.4	0	10,000	0	1	0	2	22	30	22
134	4,075	3,354	534	585	136	102	25.6	26.5	10.9	7,980	991	902	26.8	89	772	744	50.9	28	10,100	0	2	14	1	28	62	36
135	2,819	2,663	29	77	79	23	33.4	48.2	12.1	7,925	823	782	47.3	41	895	873	71.8	22	16,900	0	1	5	1	49	73	37
136	3,616	3,474	7	80	62	28	28.3	43.4	11.6	8,471	970	910	42.2	60	873	854	70.1	19	14,600	0	1	5	1	49	73	37
137	2,872	2,640	232	152	80	57	29.1	30.8	11.6	6,784	982	927	30.8	55	654	631	68.8	23	12,300	1	3	11	2	51	97	47
138	1,458	725	138	672	61	51	24.1	24.9	9.0	8,286	294	206	12.9	28	178	157	30.9	21	7,400	2	1	3	6	16	38	23
139	1,106	300	0	805	1	0	16.4	24.1	9.4	6,440	131	121	9.1	10	94	82	32.9	12	19,100	0	0	2	1	6	11	3
140	999	192	15	805	2	0	21.7	23.8	9.0	6,103	216	183	19.7	33	166	139	29.5	27	6,300	0	0	2	8	19	41	19

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE MALES	MEDIAN AGE FEMALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ Years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	FEMALE LABOR FORCE 14+ Years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OWNER OCCUPIED UNITS	HOMICIDE	RAPE	BOMBING	AGGRAVATED BATTERY	MURDER	THEFT	ADJUD. TRAFFIC
141	1,426	25	0	1,380	21	19	11.4	18.3	8.9	\$ 2,904	111	111	12.6	0	170	170	26.5	0	---	0	0	6	2	5	26	14
142	766	37	15	666	3	3	12.0	18.7	10.2	2,327	51	51	11.8	0	97	97	37.1	0	---	0	0	7	2	20	43	33
143	3,187	3,099	7	38	50	10	48.9	61.1	12.4	8,919	897	859	49.5	38	992	940	79.7	52	\$23,000	1	0	4	1	17	55	34
144	1,583	1,476	15	81	26	10	23.8	51.0	12.9	13,688	571	540	60.1	31	322	322	82.3	0	---	0	2	6	1	18	171	44
145	896	670	33	187	39	15	39.8	38.3	10.4	---	56	51	17.9	5	84	84	57.1	0	---	0	2	6	4	21	135	27
146	4,476	3,726	185	604	146	70	23.8	24.9	10.5	6,029	1,370	1,259	32.6	111	706	669	56.4	37	6,500	1	1	15	5	27	135	30
147	2,457	2,256	148	111	90	53	25.0	23.1	11.2	7,375	634	605	30.0	29	424	411	59.2	13	11,100	1	2	11	8	22	113	34
148	2,912	2,703	144	151	58	21	28.9	27.6	10.4	6,548	935	867	34.8	68	593	575	53.5	18	10,600	1	1	17	3	32	111	32
149	2,700	2,500	51	83	117	65	24.8	29.2	11.8	7,713	799	749	35.4	50	632	593	62.3	39	10,500	0	0	16	4	51	100	63
150	1,822	1,743	102	79	60	5	21.1	24.6	12.7	8,969	629	519	42.1	110	292	287	58.6	5	---	0	0	4	2	15	48	12
151	1,174	1,140	12	18	16	2	39.5	20.1	12.1	---	235	227	43.4	8	318	301	61.0	17	---	0	0	3	0	6	62	9
152	772	659	7	26	27	5	56.6	56.5	11.9	12,911	333	319	52.0	14	144	133	49.3	11	---	0	2	13	8	41	159	69
153	156	138	0	17	1	1	53.3	20.9	11.5	---	83	83	12.0	0	56	56	55.4	0	---	0	0	5	5	20	177	62
154	474	470	0	1	3	2	27.1	20.5	8.9	8,400	130	118	9.2	12	28	28	25.0	0	8,100	1	1	2	0	25	34	14
155	1,587	1,523	744	3	61	53	40.9	30.7	8.1	8,557	407	393	12.5	14	200	193	26.0	7	9,200	0	1	3	4	15	57	15
156	1,699	1,627	759	8	64	28	23.4	22.7	8.7	7,944	393	375	10.9	18	217	212	18.0	5	8,200	0	0	0	7	13	26	21
157	3,742	3,659	1089	0	83	54	27.7	25.8	9.2	7,707	959	921	17.6	38	499	472	32.7	27	10,200	1	2	4	7	23	33	13
158	3,379	3,339	260	0	40	32	26.3	25.6	10.1	8,299	772	709	20.1	63	480	450	41.3	30	12,700	1	1	2	3	37	38	38
159	3,671	3,654	197	1	16	11	30.5	34.4	11.1	10,177	904	811	27.5	43	755	692	54.7	63	14,500	0	1	3	2	21	43	27
160	3,321	3,225	32	0	36	18	25.8	27.4	10.5	9,118	864	800	20.6	56	473	450	46.7	23	12,400	0	1	1	3	19	44	29
161	3,121	3,110	0	6	5	3	28.2	33.4	11.0	9,298	742	715	22.2	27	530	492	54.7	38	13,600	0	1	1	0	13	30	24
162	3,279	3,251	60	0	28	24	28.5	38.1	11.6	9,657	797	712	17.6	65	645	628	61.2	17	13,800	1	0	2	0	6	34	21
163	5,023	4,969	189	2	52	36	28.0	31.2	9.9	8,508	1,170	1,111	23.2	59	840	812	50.8	28	11,399	0	0	5	2	14	46	28
164	4,327	4,240	535	2	85	62	27.2	30.4	9.3	8,072	987	919	17.7	68	738	698	42.4	40	10,400	1	0	5	1	21	34	30
165	3,002	2,946	642	0	56	41	28.9	27.3	9.0	8,214	721	710	20.4	11	348	342	42.0	6	9,400	0	1	2	2	20	33	23
166	1,952	1,903	150	0	49	41	27.3	26.7	8.8	8,091	478	417	7.9	11	333	311	39.0	22	8,700	0	1	2	5	18	35	20
167	3,052	3,012	236	0	40	26	29.6	33.3	9.5	8,650	727	614	13.8	43	587	538	34.6	49	10,700	0	0	3	6	18	48	31
168	3,274	3,238	132	1	35	29	31.2	32.8	9.7	8,953	837	814	26.6	23	602	568	47.8	34	11,400	0	0	2	6	21	61	34

CENSUS TRACT DEMOGRAPHY*

CITY OF MILWAUKEE

CRIME DATA - 1973 ACTUAL

CENSUS TRACT	TOTAL POPULATION	WHITE	SPANISH INDICATED	BLACK	OTHER RACES	AMERICAN INDIAN	MEDIAN AGE MALES	MEDIAN AGE FEMALES	MEDIAN SCHOOL YEARS COMPLETED	MEDIAN INCOME	MALE LABOR FORCE 14+ Years	CIVILIAN EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	FEMALE LABOR FORCE 14+ Years	EMPLOYED	PERCENT WHITE COLLAR	UNEMPLOYED	MEDIAN VALUE OWNER OCCUPIED UNITS	HOMICIDE	RAPE	ROBBERY	AGGRAVATED BATTERY	MURDER	THEFT	ADULT THURY
169	3,509	3,487	54	0	22	7	30.1	33.5	9.7	\$ 9,079	864	817	15.3	47	682	657	47.8	25	\$10,900	0	0	1	2	14	34	41
170	5,257	5,214	69	1	42	36	29.1	32.8	10.7	9,923	1,312	1,266	24.5	46	986	942	48.8	44	13,600	3	1	2	4	13	53	27
171	2,334	2,319	59	1	14	9	31.5	38.4	10.6	10,093	627	616	26.2	11	444	423	52.5	21	15,600	0	1	6	3	6	11	13
172	2,270	2,265	49	0	5	4	34.3	39.3	10.2	10,957	684	657	19.2	27	434	415	66.8	19	14,600	0	0	1	0	4	23	4
173	3,649	3,630	0	0	19	14	29.6	31.2	10.4	9,878	910	851	25.9	49	609	587	53.7	22	14,400	1	0	1	1	13	30	15
174	2,936	2,917	65	0	19	13	27.1	31.0	9.9	8,736	718	682	18.8	36	520	504	43.3	16	11,400	0	0	1	3	11	27	25
175	3,964	3,948	66	0	16	16	29.9	31.6	9.4	8,978	1,020	967	14.9	53	669	635	41.6	34	12,100	0	1	2	2	18	45	17
176	2,773	2,741	190	3	29	22	32.9	32.8	9.2	9,633	705	697	25.1	8	442	437	39.1	5	13,100	0	1	1	1	10	35	13
177	1,858	1,838	142	0	20	14	29.9	31.9	9.1	9,402	501	501	24.6	0	320	299	39.4	21	11,400	0	0	2	2	6	13	21
178	272	272	44	0	0	0	30.6	37.0	8.8	5,750	62	62	14.5	0	22	22	27.3	0	12,300	0	0	1	1	7	23	6
179	4,279	4,247	258	0	32	26	26.7	28.2	11.3	9,938	1,025	986	23.4	39	730	692	55.1	38	12,800	0	0	2	0	17	33	28
180	3,862	3,837	40	0	25	9	27.2	27.0	10.2	8,683	927	888	13.6	39	534	499	44.2	35	12,200	0	1	1	2	22	38	22
181	2,448	2,428	37	0	20	4	33.7	37.1	12.0	11,104	681	649	40.2	32	526	509	61.2	17	16,100	0	0	0	1	12	37	15
182	2,622	2,618	56	3	1	0	28.1	31.1	12.3	11,455	666	662	42.2	4	450	434	54.7	16	16,600	0	0	3	1	9	22	18
183	3,721	3,702	157	0	19	5	26.4	29.8	12.2	10,791	970	934	28.8	36	544	538	73.5	6	15,500	0	0	3	2	19	34	21
184	1,828	1,824	7	0	4	1	30.3	35.0	11.1	10,464	420	420	31.9	0	285	277	65.6	8	14,900	0	0	1	1	5	21	13
185	2,147	2,143	0	1	3	3	34.7	37.7	12.2	11,612	627	610	20.7	17	404	391	57.7	13	17,200	0	0	1	2	3	40	14
186	2,652	2,675	62	2	21	13	27.7	29.3	10.0	9,947	695	685	21.7	10	456	443	49.1	13	12,900	0	0	0	2	9	24	9
187	3,355	3,332	12	1	22	18	28.3	31.1	10.4	9,730	926	899	23.4	27	554	526	46.8	28	13,700	0	0	0	2	10	33	16
188	1,907	1,890	19	0	17	17	26.3	30.0	10.8	10,685	486	470	21.4	16	318	314	48.7	4	13,700	0	0	1	0	2	16	5
189	1,742	1,734	50	0	8	1	30.8	35.4	10.7	9,606	419	419	15.5	0	298	292	48.7	6	14,700	0	0	1	0	12	23	16
190	5,304	5,279	25	2	23	4	34.0	37.8	12.2	11,706	1,577	1,538	41.0	9	1,092	1,064	71.9	28	19,400	0	2	1	0	10	49	14
191	3,929	3,900	35	10	19	1	34.5	34.8	12.4	11,776	976	947	45.8	29	1,068	1,021	67.7	47	22,700	0	0	0	1	24	35	15
192	4,530	4,508	0	0	22	9	32.4	35.2	12.2	11,900	1,391	1,333	31.6	58	810	799	61.6	11	19,500	0	1	0	0	11	17	4
193	4,162	4,140	43	0	22	0	25.6	29.0	12.2	11,863	1,170	1,147	29.4	23	740	722	70.1	18	19,400	0	0	0	0	11	16	14
194	4,309	4,274	11	0	25	6	23.8	24.6	12.4	11,743	1,186	1,148	36.3	38	728	724	73.4	4	23,500	0	0	3	0	6	21	6
195	4,447	4,418	40	0	29	8	22.1	23.4	12.3	11,798	1,166	1,143	40.9	23	635	601	68.0	34	21,900	0	0	3	0	6	20	6
196	4,619	4,615	22	0	4	0	30.5	32.4	12.3	12,458	1,402	1,368	35.4	34	926	877	66.2	49	22,400	0	0	2	2	13	33	8

Arrest Commentary.

In 1973 over 111,000 people were arrested in the City of Milwaukee. This represented approximately an 8.5% increase over 1972 figures. Over seventy-five thousand, almost three-fourths of the arrests, involved the use of alcohol and automobiles. The overall arrest total does not reflect only one-time arrests, but rather certain crimes, i.e., drunkenness, and are unique by their recidivist nature.

Over twenty thousand persons under eighteen years of age were arrested in 1973. Minors represented 18.6% of all arrests. Juvenile arrests increased by 15.6% over 1972. Adult arrests increased almost six thousand or 7% over 1972. However, while more juveniles in total were arrested, and arrests apparently are increasing, the percentage of juvenile arrests make up a smaller share of total arrests than previously.

Within the arrest categories there are age-group classifications with distinctive features. Children, age ten and under, do get into difficulty, mostly through larceny. Juvenile criminal activity increases, broadens, and peaks at the 13-14 age group. Male arrestees outnumber females at a ratio of 2.6 to 1. The majority of minors are arrested for burglary, larceny, loitering and curfew violations, and disorderly conduct. The level of illegal activity then plateaus and remains fairly constant throughout the remaining years of minority.

Auto theft is an interesting category. Most (79%) arrests in this category are individuals eighteen years of age and under. Most of the juveniles arrested are males (94.2%). Auto theft activity

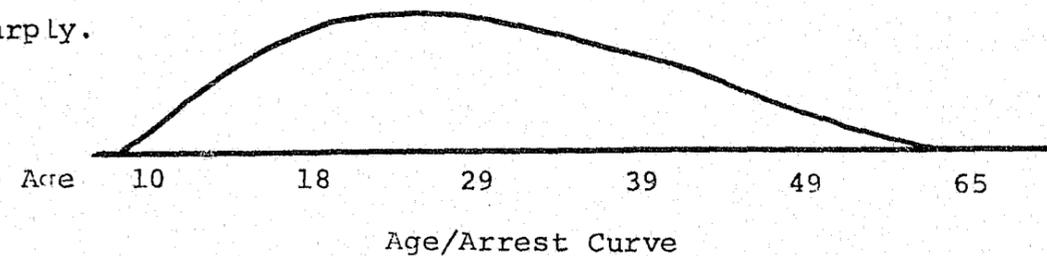
starts slow and peaks among 16-year old males. The peak among females is reached at fifteen. The most active period appears to be males thirteen through sixteen.

By the time children chronologically are to become adults, their interests have expanded into other illegal areas other than the four previously mentioned. These include auto theft, marijuana and drunkenness.

Other categories merit attention. While males make up the bulk of juvenile arrests, females are most often arrested for larceny, disorderly conduct, and curfew or loitering and sex offenses. Female runaways outnumber males almost 3:1. Among the youth, whites account for 57.8% of all arrests and Negroes comprise 42.2% of the arrests. For adults, whites accounted for 65.9% of all arrests, while Negroes accounted for 34.1% of all adult arrests.

Juvenile arrests begin at a slow pace until the adolescent years when they increase markedly. They plateau and remain fairly constant through early adulthood. However, the crimes for which arrests are made become increasingly sophisticated and violent. There are more offenses for fraud, weapons, and drug offenses.

This trend of diversification and sophistication continues through about age forty-nine. A decline in arrests begins at age twenty-nine and continues through age forty-nine. From that age bracket through the sixty-five and over category, arrests decrease sharply.



Males make up the bulk of the adult arrestees. Females account for only 11.4% of all adult arrests.

Milwaukee's arrest statistics will be markedly affected by recent legislation. Bill A-589 decriminalizes drunkenness. Drunkenness accounted for 18,000+ arrests in 1973 which was 16.7% of all arrests. Although overall arrest totals may exhibit a numerical decrease, it is questionable whether workload demands will decrease for the department. Police continue to perform a vital service function under the new law. Following are tables which exhibit 1973 arrest totals for juveniles and adults for the City of Milwaukee.

CHARGES	Persons 18 Years of Age and Over		Persons Under 18 Years of Age		
	1972	1973	1972	1973	
Murder and non-negligent manslaughter	57	89	13	9	
Manslaughter by negligence	17	7	2	3	
Forcible rape	45	70	12	40	
Robbery	331	365	215	297	
Aggravated battery	508	586	93	123	
Burglary	542	583	904	1,337	
Theft (Except Auto)	1,783	1,723	1,975	2,187	
Auto theft	271	267	955	1,026	
Other bettery	734	810	593	625	
Arson	25	25	25	40	
Forgery	256	173	21	29	
Embezzlement and fraud	852	893	41	39	
Stolen property	179	180	96	162	
Criminal damage to property	226	214	393	483	
Weapons	580	650	203	235	
Prostitution	164	197	14	31	
Sex offenses (Except Rape & Prostitution)	221	234	204	197	
Offenses against family and children	384	421	0	0	
Narcotic drug laws	1,044	1,407	283	485	
Liquor laws	43	35	0	1	
Drunkenness	16,414	18,444	213	216	
Disorderly conduct	2,305	2,001	1,420	1,495	
Vagrancy	4	6	0	4	
Gambling laws	188	150	3	22	
Curfew ordinance	0	0	1,169	1,623	
Runaway	0	0	1,593	1,665	
Driving while intoxicated	1,283	1,763	8	14	
Moving traffic violations	36,104	37,698	2,693	3,003	
Motor vehicle laws (licenses)	12,744	14,266	1,545	1,767	
Miscellaneous	2,518	2,738	3,365	3,708	
Adult pedestrian violations	5,323	5,097	-	-	
	TOTALS	85,145	91,092	18,051	20,866
Parking violations	372,174*	418,249*	-	-	
Vehicle equipment violations	35,461*	38,616*	-	-	
Key in auto ignition violations	1,377*	996*	-	-	
Suspicion arrests	0	0	-	-	
	GRAND TOTAL	494,157	548,953	18,051	20,866

CITY OF MILWAUKEE - POLICE DEPARTMENT
Total Arrests - Adult and Juvenile

* Total includes both adult & juvenile violations.

1 1973 Milwaukee Police Department Annual Report

CITY OF MILWAUKEE - POLICE DEPARTMENT
1973 Juvenile Arrests by Age, Race & Sex

	10 & Under		11-12		13-14		15		16		17		Total Under 18		WHITE	NEGRO	INDIAN	YELLOW	OTHERS
	M	F	M	F	M	F	M	F	M	F	M	F	M	F					
Murder and Non-Negligent Manslaughter	0	0	1	0	3	0	2	0	0	0	3	0	9	0	1	8	0	0	0
Manslaughter by Negligence	0	0	0	0	1	0	1	0	1	0	0	0	3	0	2	1	0	0	0
Forcible Rape	0	0	0	0	6	0	11	0	12	0	11	0	40	0	9	30	0	0	1
Robbery	1	0	19	1	76	10	51	2	51	6	77	3	275	22	77	205	9	0	6
Aggravated Assault	3	0	10	1	29	3	14	2	22	1	35	3	113	10	55	61	3	0	4
Burglary - Breaking or Entering	72	5	189	4	400	17	259	7	210	8	162	4	1292	45	556	762	12	1	6
Larceny - Theft (Except Auto Theft)	101	8	245	58	499	165	288	111	254	129	223	106	1610	577	952	1201	15	0	19
Auto Theft	9	0	44	1	232	16	232	23	299	15	151	4	967	59	593	397	21	0	15
Other Assaults	16	1	41	16	149	69	94	35	93	30	68	13	461	164	263	339	7	0	16
Arson	13	0	5	0	10	1	3	2	3	0	3	0	37	3	25	12	1	0	2
Forgery and Counterfeiting	0	0	1	0	6	0	4	0	4	3	6	5	21	8	15	13	0	0	1
Fraud	0	0	2	0	4	5	5	2	4	4	9	4	24	15	18	20	0	1	0
Embezzlement	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Stolen Property; Buying, Receiving, Possessing	3	0	13	2	46	1	32	3	31	3	25	3	150	12	85	75	0	0	2
Vandalism	58	0	96	10	120	17	78	4	53	6	36	5	441	42	310	165	2	0	6
Weapons; Carrying, Possessing, etc.	1	0	9	0	57	5	31	4	58	11	54	5	210	25	123	108	2	0	2
Prostitution and Commercialized Vice	0	0	0	0	0	1	0	3	0	13	3	11	3	28	3	28	0	0	0
Sex Offenses (Except Forcible Rape, Prostitution, and Commercialized Vice)	1	0	2	2	25	25	17	19	34	30	22	20	101	96	111	80	6	0	0
Opius or Cocaine and Their Derivatives (Morphine, Heroin, Codeine)	0	0	0	0	0	0	1	0	1	0	5	1	7	1	1	7	0	0	0
Marijuana	0	0	2	0	24	5	41	13	93	16	101	15	261	49	247	62	1	0	0
Synthetic Narcotics-Manufactured Narcotics Which Can Cause True Drug Addiction (Demerol, Methadones)	0	0	0	0	0	1	2	1	8	2	10	1	20	5	23	2	0	0	0
Other - Dangerous Non-Narcotic Drugs (Barbiturates, Benzadrine, Inhalants)	0	0	1	0	10	2	25	3	30	16	50	5	116	26	113	26	2	0	1
Bookmaking (Horse and Sport Book)	0	0	0	0	0	0	1	0	0	0	0	0	1	0	1	0	0	0	0
Numbers and Lottery	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
All Other Gambling	0	0	1	0	5	0	8	0	3	0	4	0	21	0	1	20	0	0	0
Offenses Against Family and Children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Driving Under The Influence	0	0	0	0	0	0	1	0	1	1	11	0	13	1	0	0	0	0	0
Liquor Laws	0	0	0	0	0	0	1	0	0	0	0	0	1	0	0	1	0	0	0
Drunkenness	0	0	0	3	13	8	12	12	50	10	100	8	175	41	174	26	16	0	0
Disorderly Conduct	27	0	90	13	322	93	263	56	265	59	256	51	1223	272	953	490	25	1	26
Vagrancy	0	0	0	0	0	0	0	0	3	0	1	0	4	0	4	0	0	0	0
All Other Offenses (Except Traffic)	76	11	145	68	526	525	454	358	496	332	493	224	2190	1518	2028	1589	48	0	43
Curfew and Loitering Law Violations	17	3	74	19	310	141	338	122	447	108	38	6	1224	399	977	626	24	0	14
Run-Aways	24	7	71	52	217	351	138	276	135	226	69	99	654	1011	1089	520	32	1	13
TOTALS	422	35	1061	250	3090	1461	2407	1058	2661	1029	2026	596	11667	4429	8781	6886	234	4	177*

* Wisconsin Traffic Citation Does Not Include Race

CITY OF MILWAUKEE - POLICE DEPARTMENT
1973 Adult Arrests by Age, Race & Sex
Ages 18-34

1 1973 Milwaukee Police Department Annual Report

	18		19		20		21		22		23		24		25-29		30-34	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Murder and Non-Negligent Manslaughter	8	2	7	1	4	1	7	0	4	0	5	0	3	1	18	2	9	1
Manslaughter by Negligence	0	0	0	0	1	0	2	0	0	0	0	0	0	0	2	1	0	0
Forcible Rape	9	0	4	0	5	1	7	0	8	1	6	0	3	0	17	0	6	0
Robbery	45	2	61	6	37	3	28	8	28	2	20	2	24	0	50	1	23	0
Aggravated Assault	14	1	29	3	29	4	31	6	23	1	23	8	23	7	110	14	72	9
Burglary - Breaking or Entering	114	6	59	5	52	3	62	0	48	1	34	1	28	0	93	1	29	1
Larceny - Theft (Except Auto Theft)	150	90	126	71	95	73	72	60	69	35	63	46	57	32	136	90	93	42
Auto Theft	70	1	29	5	34	1	17	2	14	0	15	0	8	0	31	1	9	3
Other Assaults	34	8	40	3	45	0	45	3	52	3	42	5	44	6	172	8	101	10
Arson	1	0	0	0	0	0	0	0	0	0	0	0	2	0	5	0	2	0
Forgery and Counterfeiting	6	5	6	6	7	9	9	4	4	3	16	2	4	1	27	16	16	2
Fraud	15	11	21	15	26	32	27	17	28	27	27	21	36	21	119	84	76	53
Embezzlement	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Stolen Property; Buying, Receiving, Possessing	16	4	11	5	19	3	14	1	11	3	9	1	10	0	24	1	10	2
Vandalism	26	0	19	1	16	0	11	0	10	1	17	1	10	0	41	1	16	2
Weapons; Carrying, Possessing, etc.	35	6	48	10	34	7	48	2	33	1	31	4	30	3	115	6	63	7
Prostitution and Commercialized Vice	1	25	2	24	2	28	2	27	1	16	2	9	5	5	4	15	4	11
Sex Offenses (Except Forcible Rape, Prostitution and Commercialized Vice)	14	0	11	0	3	2	11	1	18	1	22	0	3	0	52	0	34	1
Opium or Cocaine and Their Derivatives (Morphine, Heroin, Codeine)	4	0	13	0	5	2	11	1	4	1	4	0	10	0	34	6	14	2
Marijuana	123	9	102	6	71	13	77	11	63	7	43	3	48	2	109	18	33	4
Synthetic Narcotics-Mfd. Narcotics Which Can Cause True Drug Addiction (Demerol, Methadones)	11	2	10	3	12	1	6	2	12	1	7	1	10	1	36	2	5	2
Other Dangerous Non-Narcotic Drugs (Barbiturates, Benzedrine, Inhalants)	44	4	42	4	40	5	52	3	34	2	23	7	14	2	57	7	7	2
Bookmaking (Horse and Sport Book)	0	0	0	0	1	0	0	2	1	0	0	0	1	0	0	0	0	0
Numbers and Lottery	0	0	1	0	0	0	0	0	0	0	0	0	0	0	3	0	5	0
All Other Gambling	5	0	2	0	3	0	4	0	6	0	1	0	1	0	15	1	10	2
Offenses Against Family and Children	59	15	39	8	20	4	21	4	28	6	15	4	13	6	62	14	30	3
Driving Under The Influence	14	1	44	3	35	5	53	6	48	2	39	2	43	1	238	17	207	12
Liquor Laws	1	0	0	1	0	0	0	0	2	0	1	0	2	0	5	0	4	1
Drunkenness	487	50	485	68	493	50	461	49	473	45	481	53	422	47	2069	154	1650	175
Disorderly Conduct	151	24	146	29	155	27	130	23	122	16	100	19	87	15	315	34	161	22
Vagrancy	1	0	0	0	2	0	0	0	0	0	0	0	0	0	1	0	1	0
All Other Offenses (Except Traffic)	172	28	187	35	203	24	171	22	202	21	152	29	149	17	470	51	223	36
TOTALS	1630	294	1544	312	1449	298	1379	254	1346	196	1198	218	1090	167	4430	545	2913	405

CITY OF MILWAUKEE - POLICE DEPARTMENT
 1973 Adult Arrests by Age, Race & Sex
 Ages 35-65 & Over

	35-39		40-44		45-49		50-54		55-59		60-64		65 AND OVER		TOTAL		WHITE	NEGRO	INDIAN	YELLOW	OTHERS
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F					
7	1		4	0	0	0	2	0	0	0	1	0	1	0	80	9	26	62	1	0	0
0	0		0	0	1	0	0	0	0	0	0	0	0	0	6	1	3	4	0	0	0
2	0		0	0	0	0	1	0	0	0	0	0	0	0	68	2	24	42	3	0	1
7	0		13	0	2	0	2	0	0	0	1	0	0	0	341	24	98	261	5	0	1
47	11		36	7	24	2	18	0	16	0	14	0	4	0	513	73	171	399	9	0	7
10	0		20	0	7	0	5	1	2	0	1	0	0	0	564	19	320	252	4	0	7
60	42		55	29	41	21	12	21	14	9	10	2	3	4	1056	667	933	768	10	1	11
12	0		11	0	3	1	0	0	0	0	0	0	0	0	253	14	98	157	7	0	5
64	8		37	4	34	4	19	1	6	0	4	0	7	1	746	64	366	429	8	0	7
3	1		2	0	1	0	1	0	0	0	3	0	4	0	24	1	23	1	1	0	0
7	5		9	1	4	1	0	1	2	0	0	0	0	0	117	56	55	117	1	0	0
64	29		34	25	36	13	19	4	4	2	4	1	1	1	537	356	571	308	9	1	4
0	0		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
12	1		14	2	2	0	4	0	0	0	1	0	0	0	157	23	86	90	1	0	3
10	3		13	1	5	0	4	0	3	0	1	2	0	0	202	12	136	70	7	0	1
41	9		48	5	32	1	17	1	9	0	3	0	1	0	588	62	228	409	8	0	5
2	6		3	1	0	0	1	1	0	0	0	0	0	0	29	168	41	154	1	0	1
21	0		11	0	6	1	11	0	3	0	4	0	4	0	228	6	142	84	4	0	4
7	1		11	0	2	0	0	0	0	0	0	0	0	0	119	13	56	74	1	0	1
14	1		12	0	6	1	1	0	0	0	0	0	0	0	702	75	497	273	4	1	2
3	0		8	0	0	0	0	0	0	0	0	0	0	0	120	15	117	18	0	0	0
6	1		3	2	1	0	0	0	0	0	1	0	0	0	324	39	254	103	3	0	3
4	3		3	0	9	0	1	0	0	0	1	0	1	0	22	5	6	21	0	0	0
9	0		2	1	4	0	2	0	1	0	2	0	5	1	34	2	18	18	0	0	0
11	1		10	0	4	0	3	0	4	0	0	0	4	0	83	4	23	64	0	0	0
22	6		16	4	13	1	5	1	1	0	0	1	0	0	344	77	242	166	9	1	3
198	24		230	11	193	11	141	7	104	3	45	1	23	2	1655	108	0	0	0	0	0*
2	1		5	1	2	1	3	0	0	0	2	0	1	0	30	5	14	21	0	0	0
1809	146		1719	149	2052	160	1487	102	1185	58	819	41	964	41	17056	1388	12119	5161	1031	7	126
120	16		96	19	78	11	35	4	18	3	10	0	13	2	1737	264	1223	720	37	0	21
0	0		0	0	0	0	0	0	1	0	0	0	0	0	6	0	2	4	0	0	0
152	27		128	19	96	20	43	4	31	2	9	1	12	2	2400	338	1339	1347	36	1	15
2726	343		2553	281	2658	249	1837	148	1404	77	936	49	1048	54	30141	3890	19231	11597	1200	12	228*

1 1973 Milwaukee Police Department Annual Report

PART II

EXAMINATION OF PUBLIC AND PRIVATE RESOURCES

Examination of Public and Private Resources.

One consideration throughout the planning process is the position that crime control is not and cannot be dependent upon any one resource. The vast bulk of funds expended within the state for crime control are through municipal budgets which are supported by the local tax levy. Resources, however, can come in variety forms that in some measure will permit the municipality to produce a series of actions that create the capability of responding to difficult situations or conditions. Thus it becomes essential to attempt to maximize the knowledge concerning alternative resources and once identified they can be examined as to their applicability to meet specific needs.

The most obvious consideration in discussing resources in a general framework is how does one municipality compare to others in its class concerning criminal justice expenditures. To assist in this examination, a chart has been prepared which exhibits criminal justice expenditure data of selected cities in Milwaukee's population class. The next consideration is what is the extent of resources committed to criminal justice through the municipal budget. Both of these concepts deserve additional comment.

Crime is certainly one of our most pressing domestic problems. Finding a solution for the crime problem is of primary importance to the public. The public, their elected and appointed officials must determine the prevalent attitudes towards crime, on what measures will combat it, and on the amount of resources they are willing to

allocate to alleviate it. It is this area of resources and resource allocation that will be discussed.

A community's commitment to combat crime often begins with the establishment and maintenance of a police agency. It does not end there. The commitment must, by its nature, include a participation by community members as well as an investment by other public agencies.

A review of the 1974 budget for the City of Milwaukee shows the Police Department's budget over the \$31 million figure. However, the allocation of municipal resources goes millions over that dollar amount. At least half a score of other public (city) agencies are also involved in the fight against crime and public safety services.

The Ordinance Enforcement Division of the office of the City Attorney prosecutes city ordinance violations. That office will expend more than \$71,000 in 1974 prosecuting approximately 40,000 cases of this nature.

The Director of Safety will conduct various programs to make the city a safer place to live, work and play. The programs of driver improvement (\$5,180), guarding school crossings (\$449,352), safety cadet training (\$9,271), and surveying school crossings will cost the City of Milwaukee taxpayer \$470,738.

The Milwaukee Fire Department will do more than its customary outstanding job of fighting fires. It will also save lives and safeguard property by conducting a Rescue Service (\$60,636).

The Fire and Police Commission has a direct impact on the quality of police services available in Milwaukee. The Commission

conducts a police officer recruiting campaign (\$12,093). The Commission also handles police entrance (\$5,868) and promotional examinations (\$3,664).

The Harbor Commission assists police efforts by their involvement in the Harbor Patrol (\$9,572). This Commission also provides port protection services at a cost of \$20,707.

The Health Department operates a drug abuse program (\$1,930). It also budgets funds (\$1,294) for law enforcement assistance.

Civil Defense expends \$180,613.

The Traffic Engineering and Electrical Services administration aids law enforcement endeavors in categories which both prevent crime and aid in police operations. Street lighting, (\$76,482 and \$1,817,388) and alley lighting programs (\$329,000) serve as a deterrent to night street crime. Repair services, (\$11,935), call boxes (\$97,079), police alarm operator rooms (\$10,859) and police station communications (\$3,777) permit officers to communicate with the degree of efficiency and rapidity to do their job well.

The Special Purpose Account (\$150,002) contains at least three sections devoted to criminal justice activities: Crime Prevention Commission Fund, Municipal Courts Fund, and Police Department Management Review Fund.

The Policemen's Pension Fund (\$2,808,530), Policemen's Annuity and Benefit Fund (\$35,909), and Police Department's Capital Improvements (\$462,796) are other examples of Milwaukee's willingness to back up their commitment to fight crime with dollars.

City of Milwaukee
Commitment to Law Enforcement

1974 Expenditures	<u>Department</u>	<u>Disposition</u>
\$ 71,385	City Attorney	Prosecution of city ordinance violations
5,180	Safety Commission	Driver improvement
449,352		Guarding school crossings
9,271		Safety cadet training
6,935		Surveying school crossings
60,636	Fire Department	Rescue services
12,093	Fire & Police Commission	Police Department recruiting
5,868		Conducting Police entrance exams
3,664		Conducting Police promotional exams
9,572	Harbor Commission	Harbor patrol
20,707		Port protection services
1,930	Health Department	Drug abuse program
1,294		Law enforcement assistance
180,613	Civil Defense	
11,935	Traffic Eng. & Elec. Services	Repair
76,482		Street lighting
1,817,388		Street lighting
329,000		Alley lighting
97,079		Call boxes
10,859		Police alarm operator rooms
3,777		Police station communications
150,001		Special Purpose Account
2,808,540	Policemen's Pension Fund	
35,909	Policemen's Annuity and Benefit Fund	
462,796	Police Department	Capital Improvements
<hr/>		
	1974 Police Department Budget	- \$ 31,493,748
	1974 City Departments' Commitment	- 6,642,267
	Total \$ Spent on Law Enforcement	- <u>\$ 38,136,015</u>

When compared to other cities with populations between 500,000 and 1,000,000, the City of Milwaukee ranks relatively low in the area of revenues and relatively high in the area of expenditures.

An examination of sources of revenue discloses some startling revelations. Milwaukee derives much revenue from property taxes and state and local revenues. However, Milwaukee ranks very low in its class in the categories of sales and gross receipt taxes, "other" taxes, and charges and miscellaneous revenues. Further, Milwaukee's low ranking in gross debt outstanding illustrates that it pays cash and does not turn to indebtedness to provide services as readily as other cities of the same class.

Of the eighteen cities in the class, only five receive less than \$1 million from sale and gross receipt taxes. The lack of this source severely restricts a local government (i.e., Milwaukee) both in spending and in budgetary flexibility.

Even more striking is the amount of federal government revenue. Milwaukee ranks 11th in this category although it is the 6th largest city in the class. The conclusion here is that Milwaukee pays its share of federal taxes and gets comparatively less in return than its sister cities.

This point is best illustrated on a per capita basis. Pittsburgh, Pennsylvania, (population 520,000) receives \$34/capita in federal revenues while Milwaukee (population 717,000) receives only \$11/capita. The upshot is that Pittsburgh received almost \$10,000,000 more in federal revenue than Milwaukee did. The disparity is apparent. It results in a diminution of resources avail-

able for services provided.

It is also noteworthy to point out that despite funding disparities, Milwaukee spends more, on a per capita basis, for police protection, than better than half of the cities of the class. Milwaukee spends more total dollars for police protection than Indianapolis and Dallas, cities with larger populations.

However, Milwaukee's police dollar is well spent. Despite revenue and expenditure disparities, the outstanding job done by the Milwaukee Police Department is borne out by national statistics. The nation's thirteenth largest city compiled the lowest adjusted robbery rate and fifth lowest property crime rate among the nation's thirty largest cities in a recent study. This feat was accomplished in the face of urban poverty and relatively high unemployment. The following table has been prepared to assist in the examination of public expenditure data.

Commentary on table.

Local governments contracted to spend more than the Federal and State governments combined for all criminal justice activities. Local governments account for 62.1% of all direct criminal justice expenditures, while State governments contributed 25.2% and the Federal government, 12.7%. However, the proportion accounted for by the different levels of government varies throughout the criminal justice system.

Police protection, Judicial, and Legal Services and Prosecution are supported mainly by local government; the Federal government is the principal supporter of Indigent Defense; State governments are the largest supporters of Corrections.

Municipal governments outspent County governments on criminal justice by a 2 to 1 ratio. Municipal costs are almost exclusively Police while County government expends for Judicial activity, Legal Services and Prosecution, Indigent Defense and Corrections.

Expenditure comprises all amounts of money paid out and includes external cash payments.

Capital outlay includes expenditures for construction, equipment and purchase of land and existing structures.

Direct expenditures comprise all expenditures except those classed as intergovernmental and includes current operation and capital outlay.

SOURCE: (See Footnotes 1 & 2 below.)

CRIMINAL JUSTICE PUBLIC EXPENDITURE DATA

Criminal Justice Program
Milwaukee Fire and Police Commission

OF
SELECTED AMERICAN CITIES

		Milwaukee Rains	Baltimore, Maryland* 906,000	Dallas, Texas 844,000	Washington, D.C.* 757,000	Cleveland, Ohio 751,000	Indianapolis, Indiana 745,000	Milwaukee, Wisconsin 717,000	San Francisco, California* 716,000	San Diego, California 697,000	San Antonio, Texas 654,000	San Antonio, Texas 654,000	Boston, Massachusetts* 641,000	Memphis, Tennessee 624,000	St. Louis, Missouri* 622,000	New Orleans, Louisiana* 593,000	Phoenix, Arizona 582,000	Columbus, Ohio 540,000	Seattle, Washington 531,000	Pittsburgh, Pennsylvania 520,000	Denver, Colorado* 515,000
GENERAL REVENUE (In Million \$)¹																					
Total Revenue	9	684.9	\$ 201.8	\$ 849.5	\$ 234.9	\$ 138.0	\$ 209.3	\$ 636.1	\$ 143.2	\$ 158.9	\$ 430.7	\$ 356.4	\$ 180.5	\$ 129.1	\$ 110.5	\$ 101.7	\$ 218.8	\$ 128.7	\$ 215.6	\$ 128.7	\$ 215.6
State & Local Revenue	5	330.5	2.2	—	9.2	43.0	60.9	146.2	16.6	1.1	72.4	123.6	10.6	15.7	17.0	14.2	28.7	9.1	47.0	9.1	47.0
Federal Government Revenue	11	36.2	5.0	313.0	22.6	6.5	7.9	39.0	5.7	11.1	18.4	1.5	8.6	4.4	7.5	5.4	13.4	17.5	13.8	17.5	13.8
Property Taxes	5	161.1	68.5	134.8	54.9	76.3	75.1	191.7	30.0	23.9	247.9	38.4	35.5	24.6	15.2	5.7	23.7	46.2	33.8	46.2	33.8
Per Capita Factor		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Sales & Gross Receipt Tax	16	13.6	31.3	143.2	.7	.07	.3	45.3	18.5	10.0	—	7.8	24.9	34.2	27.4	.5	18.1	5.0	39.4	5.0	39.4
Per Capita Factor		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Other Tax	15	40.8	1.3	156.3	43.8	.9	2.1	11.9	3.9	.9	3.3	7.4	50.3	5.5	2.4	34.0	11.1	26.3	11.2	26.3	11.2
Charges & Miscellaneous	13	54.1	33.3	65.7	42.9	16.9	30.9	97.7	36.2	18.6	60.4	46.3	33.1	34.5	21.7	27.8	43.1	8.7	46.0	8.7	46.0
Gross Debt Outstanding	12	601.3	375.5	532.9	372.4	179.8	237.7	455.2	134.6	188.2	339.3	405.9	175.2	220.1	193.3	247.8	342.3	122.3	269.6	122.3	269.6
GENERAL EXPENDITURES (In Million \$)¹																					
Total Expenditures	10	\$ 709.4	\$ 196.7	\$ 959.7	\$ 245.4	\$ 132.7	\$ 178.0	\$ 597.3	\$ 142.1	\$ 157.9	\$ 464.5	\$ 367.0	\$ 180.0	\$ 129.8	\$ 103.3	\$ 121.5	\$ 237.0	\$ 114.0	\$ 196.9	\$ 114.0	\$ 196.9
Per Capita Expend. Factor		.78	.23	1.27	.33	.18	.25	.83	.20	.24	.72	.59	.29	.22	.18	.23	.45	.22	.38	.22	.38
Education		220.4	—	226.0	—	.9	6.9	11.6	—	—	115.5	105.1	.2	1.1	3.9	—	—	—	.2	—	.2
Public Welfare		108.0	—	99.9	—	18.7	—	139.2	—	—	7.1	2	2.3	1.1	—	—	—	—	—	—	—
Health and Hospitals	8	44.7	2.5	123.8	5.8	.2	6.1	65.4	—	3.0	53.6	26.0	37.8	2.3	.1	2.6	5.3	—	24.9	—	24.9
Police Protection	7	57.7	25.2	86.6	38.1	15.1	31.2	33.7	15.9	10.8	42.3	14.6	32.8	15.6	17.1	16.7	20.0	21.5	13.9	21.5	13.9
Per Capita Police		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Protection Factor	7	.06	.03	.11	.05	.02	.04	.05	.02	.02	.07	.02	.05	.03	.03	.03	.04	.04	.03	.04	.03
Fire Protection	9	25.6	15.5	23.4	19.9	8.8	11.9	25.8	9.5	6.0	25.9	18.2	11.0	9.6	7.5	8.7	13.4	11.8	10.4	11.8	10.4
CRIMINAL JUSTICE EXPENDITURES (In Thousands \$)²																					
Total Criminal Justice Expenditures		\$ 65,076	\$ 26,673	\$ 147,336	\$ 37,000	\$ 23,747	\$ 28,289	\$ 57,741	\$ 15,666	\$ 11,645	\$ 59,431	\$ 15,775	\$ 42,563	\$ 26,295	\$ 19,203	\$ 16,225	\$ 21,533	\$ 21,590	\$ 21,904	\$ 21,590	\$ 21,904
Per Capita Total Expenditure Factor	11	71.8	31.6	194.6	49.2	31.8	39.4	80.6	22.4	17.8	92.7	25.2	68.4	44.3	32.9	30.0	40.5	41.5	42.5	41.5	42.5
Police Protection Expenditures		49,976	24,972	75,725	31,551	16,481	27,113	39,540	13,648	10,490	41,806	15,176	31,742	17,150	17,028	13,103	18,712	20,656	15,488	20,656	15,488
Per Capita Police Expenditure Factor	8	55.1	29.5	100.03	42.0	22.1	37.8	55.2	19.5	16.0	65.2	24.3	51.0	28.9	29.2	24.2	35.2	39.7	30.0	39.7	30.0
Total Police Capital Outlay		2,189	1,005	2,424	1,729	687	1,832	332	725	78	928	256	1,136	591	1,683	288	139	72	694	72	694
Equipment Capital Outlay for Police		371	895	36	5	687	635	260	416	78	266	144	1,106	437	1,312	285	21	72	473	72	473
Judicial Expenditure, Total Direct		5,405	915	11,077	2,463	3,037	7	7,168	0	380	8,825	242	4,082	4,412	914	1,794	1,099	440	2,220	440	2,220
Total Judicial Capital Outlay		30	0	166	0	77	0	38	0	0	19	1	17	145	10	25	39	4	7	4	7
Legal Services & Prosecution Expenditure		3,402	694	10,501	596	987	1,169	2,135	974	421	1,247	199	1,405	613	706	541	629	494	1,383	494	1,383
Total Legal Services Capital Outlay		51	0	0	0	6	12	8	14	1	0	4	4	9	14	2	16	9	25	9	25
Indigent Defense Total Direct		0	0	1,700	0	108	0	715	0	0	0	0	249	67	0	0	0	0	594	0	594
Indigent Defense Total Capital Outlay		0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	2	0	2
Correction Expenditure, Total Direct		5,841	0	42,681	2,390	2,564	0	8,083	371	0	5,610	158	5,016	3,773	555	787	1,089	0	2,219	0	2,219
Corrections Total Capital Outlay		260	0	3,278	43	57	0	36	98	0	12	27	579	881	9	2	8	0	35	0	35
Other Criminal Justice Expenditure		451	92	5,652	0	570	0	100	673	354	1,943	0	69	280	0	0	13	0	0	0	0

1 Statistical Abstract of the U.S., U.S. Dept. of Commerce, Bureau of Census, 1973, p. 432.

2 Expenditure & Employment Data, 1971-72, U.S. Dept. of Commerce, National Criminal Justice Information SD-EE No. 4, issued January, 1974.

* Consolidated City-County.

An examination of private resources to assist municipalities in delivering criminal justice services is a more complex proposition. Private resources invariably take the form of Foundation Grants. In order to properly examine the entire area of Foundation Grants, we have selected a procedure whereby a request has been made to secure a computer printout on all Foundations, nationwide, which have made or are amenable to making grants in which recipients are public agencies, i.e., municipalities. The scope of the search is limited to areas of police, criminal justice, courts and crime control. The search will be performed by The Foundation Center in New York City whose data bank has a compilation of current issues of The Foundation Grants Index. All fields of philanthropic activity are covered by this data bank and the information it will yield will include foundation name, location, amounts authorized and specific grant purposes within the scope of the search requested. The information received will be retained by this office for examination and determination as to future applicability.

CONTINUED

1 OF 4



PART III

ANNUAL AND MULTI-YEAR PROGRAM COMMENTARY

Annual and Multi-Year Program Commentary.

Criminal Justice Standards and Goals.

The National Advisory Commission on Criminal Justice Standards and Goals was created by the United States Department of Justice and its Law Enforcement Assistance Administration in October, 1971. Its purpose was to formulate the first national criminal justice standards and goals for crime reduction and prevention at the state and local level. The Standards and Goals Report contains nearly 500 standards, goals and recommendations in six volumes. The report can be viewed as a useful resource document for planning. A multitude of its recommendations impinge upon the programming concepts outlined in this document. Several of the program areas exhibit a close coordination between standards and goals recommendations and program descriptions.

Law Enforcement: General

The Milwaukee Police Department has 2,150 authorized sworn positions and 202 civilian positions for an overall authorized organizational strength of 2,352 members. It is anticipated that the department will seek additional patrolman and sergeant positions during 1975. The total operating cost for the department in 1973 was \$32,905,751 supported by a Capitol Improvements expenditure of \$563,883.

The department command structure consists of a Chief of Police, Inspector, First Deputy and three Deputy Inspectors of Police. Functionally, the department contains thirty-four bureaus, divisions or sections with the Police Services Bureau consisting

of seven district stations, each of which are under the operational command of a Captain of Police. Patrol services are performed by police patrol officers assigned to districts. Present patrol procedures utilize two-man squad car units assigned to selected precinct patterns. The demographic characteristics of the various districts have been described previously. The racial and ethnic mix of geographic areas of police assignment are provided in a chart that identifies the composition of each district and identifies the census tracts within each police district.

CITY OF MILWAUKEE
 Racial and Ethnic Mix of
 Geographic Areas of Assignment of Police

	District 1		District 2		District 3		District 4	
Total Population	63,621	100 %	107,926	100 %	92,296	100 %	108,669	100 %
White	37,633	56.5%	107,013	93.8%	81,259	85.5%	105,262	95.8%
Spanish Indicated	1,660	2.6%	5,867	5.4%	2,372	2.6%	1,186	1.1%
Black	25,018	39.3%	32	.0%	9,075	9.8%	2,764	2.5%
Other Races	960	1.0%	881	.3%	1,962	.8%	643	.4%
American Indian	352	.6%	572	.5%	1,210	1.3%	248	.2%

	District 5		District 6		District 7		Totals	
Total Population	93,658	100 %	117,433	100 %	133,263	100 %	716,866	100 %
White	44,846	46.0%	116,675	98.1%	112,475	83.8%	605,163	82.2%
Spanish Indicated	1,796	1.9%	1,708	1.4%	940	.6%	15,529	2.2%
Black	48,073	51.3%	89	.0%	20,038	15.0%	105,089	14.7%
Other Races	740	.5%	699	.3%	750	.3%	6,635	.5%
American Indian	262	.3%	317	.2%	328	.3%	3,289	.4%

FOOTNOTES: The "Spanish Indicated" group is included in the "White" category.
 The "American Indian" subgroup is a part of "Other Races".
 Total population is calculated by adding the totals for "White", "Black", and "Other Races".
 The District percentage totals were calculated as treating "Spanish Indicated" and "American Indian" as independent groups.

SOURCE OF DATA: Metropolitan Milwaukee Fact Book: 1970, published Milwaukee Urban Observatory, Milwaukee, 1972.

Maximum Development in the Use of Human Resources-Recruitment and Training

Personnel is the single most expensive resource in the operation of any police agency. The appropriate agencies responsible for recruitment should ensure that there exists no artificial or arbitrary barriers--cultural or institutional--that discourage qualified individuals from seeking employment or from being employed as police officers. Positive efforts to employ ethnic minority group members should be undertaken. There exists a need to conduct research, develop, and implement specialized minority recruitment methods. The effectiveness of specialized minority recruitment methods that are successful need to be evaluated so that successful methods may be emphasized.

It is a well recognized need in every major urban city that the police department include qualified minority law enforcement officers. However, it is a difficult task to attract any minority applicants.

The first requirement in an effective minority recruitment program is that the testing procedures be designed so as to be fair to all applicants. Hopefully, the validation of the testing agencies instruments will prove that procedures do not discriminate against any applicant. Assuming that this requirement is met, it is necessary that sufficient qualified minority applicants apply for police employment. Recent court decisions have stipulated that not only are discriminatory practices to be rigidly avoided, but development of an affirmative action plan for minority recruitment is necessary. Certain efforts must be made to involve

the minority population in the application-for-employment process. Past results, however, have not been completely successful. The number of minority applicants within departments remains small, and, even more disheartening, the number of qualified applicants, i.e., those who pass all the tests, is much smaller.

Apparently, new methods must be developed to help recruit minority applicants and then help prepare them for the testing procedures which they will undergo. A program designed to provide such applicants with the opportunity to attend a test-skills course or tutorial program would appear to answer both problems. The program could be designed to allow the local governing body with immediate responsibility for hiring police personnel, to be the coordinator of the test-skills effort.

To further implement the involvement of minority communities in the application and hiring process, it is envisioned that minority community agencies could work in conjunction with the local governing body to provide a coordinated effort toward solving the problem of recruitment. The need for the community agency participation is demonstrated by the lack of success for similar programs in the past. Hopefully, having a well-established, community-based, minority operated agency as the prime motivator for potential applicants will result in a greater number of applicants applying for police employment.

The test-skills course would be administered by the community agency, supervised by the local governing body presenting a course content which would include test-taking principles,

practice exams, and evaluation of results. Such materials as necessary to recruit potential applicants and, once recruited, help them to prepare for the exams which are administered to them. This effort should assure that positive approaches are applied to solving the problem.

In-Service Training and Professional Development

The Milwaukee Police Department operates a state certified police recruit training academy and it also conducts a certified in-service training program. The State Law Enforcement Standards Board provides police recruit reimbursement of 100% of costs up to 240 hours of instruction and 60% of costs for the balance of training up to 320 hours. Milwaukee normally anticipates training 100 new recruits annually. If additional personnel would be authorized, this figure would need to be adjusted accordingly. The objective of this training effort is to assist local law enforcement agencies to train new personnel in accordance with minimum state standards as promulgated by the Law Enforcement Standards Board.

The Standards Board also administers the statewide police in-service training program. Such assistance assures a systematic, recurring, annual program for all law enforcement offices in Wisconsin in subjects of contemporary importance and refresher courses in basic enforcement skills. The reimbursement rate is presently \$.50 per hour of instruction up to 40 hours.

Concerning this area of professional development, there exists a need to improve the resources available to certified schools.

Such assistance impinges both upon the in-service training programs and upon specialized training areas and requires that an additional program category be created to provide developmental assistance. The large department's needs are different in certain respects than small departments. Certain areas of training are not directed to limited selected individuals who can be sent out to in-state or out-state training sites, but rather, the effort must be made to a high volume group of officers on an in-service basis. The local situation is also unique in that in 1972, the Police Department moved into a new training facility. The training potential possible through this new facility, the qualified personnel staffing it, is exceptional. However, additional training resources are needed. In 1973, the Wisconsin Council on Criminal Justice made a significant contribution toward improving training capabilities through the awarding of an equipment grant. The opportunity continues to make this state certified municipal training facility the finest in the nation. It must be afforded additional resources that will provide the operational capability to develop innovative training approaches and expand the quality and variety of instruction. Resources must be made available to challenge excellence in training.

Maximum Use of Technology and Support Services-Crime Laboratory Services

The City of Milwaukee Health Department has for some time delivered forensic laboratory services to law enforcement agencies within Milwaukee County. Applicable data on the Chemistry Division services on the forensic program as delivered in 1973 follows.

Milwaukee Health Department

Forensic Laboratory

<u>Specimens</u>	<u>Number Samples</u>	<u>Number Determs.</u>
<u>I. Drugs</u>		
A. Marijuana	1,968	11,986
B. Opiates	241	1,188
C. Cocaine	114	556
D. Hallucinogens	91	494
E. Stimulants	183	776
F. Depressants	144	547
G. Psychotherapeutic Agent	60	205
H. Other Drugs	41	165
I. Rec'd. suspected as Dangerous	167	778
J. Solvent Inhalation	5	27
K. Miscellaneous	22	70
<u>II. Poisons</u>	2	9
<u>III. Arson</u>	3	10
<u>IV. Urine</u>		
A. For drugs	454	2,806
B. For alcohol	17	91
<u>V. Blood</u>		
A. For drugs	2	11
B. For alcohol	15	88
<u>VI. Wax Hand Molds</u>	56	136
<u>VII. C.D.C. Urine for Drugs</u>	60	182
<u>VIII. State Alcohol Samples</u>	25	101
	TOTALS	3,670
		20,226
<u>Court Cases</u>		
Number of Presumptive Tests		1,026
Number of Subpoenas for Court		593
Number of Times Appearing		97
Number of Times Testifying		61
Number of Man-hours away from Lab for Court Purposes		193 1/2 hours

MILWAUKEE HEALTH DEPARTMENT - BUREAU OF LABORATORIES - CHEMISTRY DIVISION
 Evidence Relating to the Forensic Program - 1973

Jan Feb Mar Apr May Jne Jly Aug Sep Oct Nov Dec 8

Milwaukee Police Dept.

a) Marijuana, Heroin, Amphetamine, Barbiturates, Codeine, Cocaine, Alcohol in Blood & Urine	161	155	237	176	255	133	274	202	155	215	205	209	2377	
b) Other Drugs than listed in 1a	27	22	30	27	36	23	44	11	29	28	41	29	357	
c) Urine for Drugs	-	-	-	4	4	3	10	7	2	3	10	2	46	
TOTALS	188	177	267	207	296	159	328	220	186	256	256	240	2780	79%

Milwaukee Cty. Suburban Police

a) Drugs	16	46	43	21	36	29	16	26	11	16	46	11		
b) Urine for Drugs & Alcohol	6	-	-	-	-	1	1	-	1	2	2	-		
TOTALS	22	46	43	21	36	30	17	26	12	18	48	11	330	

Milwaukee Cty. Sheriff's Dept.

a) Urine for Drugs & Alcohol; Blood for Alcohol; Drugs	-	1	1	-	1	-	-	-	-	-	-	-		
TOTALS	-	1	1	-	1	-	-	-	-	-	-	-	3	

U. of Wis., Milw. Police Dept.

a) Drugs	-	3	3	3	1	-	-	-	2	2	-	1		
TOTALS	-	3	3	3	1	-	-	-	2	2	-	1	15	

Wis. Dept. of Probation & Parole

a) Urine for Drugs	6	24	27	26	29	19	15	38	51	33	48	31		
TOTALS	6	24	27	26	29	19	15	38	51	33	48	31	347	

Wis. Correctional Service

a) Urine for Drugs	6	10	14	6	-	-	-	-	-	-	-	-		
b) Drugs	-	-	-	-	1	-	-	-	-	-	-	-		
TOTALS	6	10	14	6	1	-	-	-	-	-	-	-	37	

Milw. Co. House of Correction

a) Drugs	-	-	-	-	1	-	-	-	2	-	-	1		
TOTALS	-	-	-	-	1	-	-	-	2	-	-	1		
(Other Than M.P.D) -	34	84	88	56	69	49	32	64	67	53	96	44	736	21%
(Grand)	222	261	355	263	365	208	360	284	253	309	362	284	3516	

-53-

The services rendered by the department are consistent with agreements entered into between the city, the state crime laboratory and the Wisconsin Council on Criminal Justice. It is anticipated that the Milwaukee Health Department Laboratory will continue to receive continued support for its service until such time as there is an orderly transition and assumption of such services by a state regional laboratory.

Law Enforcement Communications Systems

Considerable emphasis needs to be continued in the area of police communications. The concerns are both immediate and multi-year. Each necessary development is in the area of system renovation of technical upgrading of systems.

The need continues to assist the police department to achieve an operational condition comparable and compatible with other Milwaukee County Police Agencies. That is, a condition consistent with Council policy that during emergencies there should be the capability for law enforcement field units of different jurisdictions to transmit and receive each other. Field mobile radios need to be converted to UHF frequency from VHF. This would release a number of VHF frequencies for use by other in-state police agencies. It will also provide for city inclusion in a county-wide coordinating emergency channel. The problems that this program will resolve include the inability to expand the present system based upon the lack of frequencies in the VHF spectrum. Additional operational channels are a necessity. Very serious interference problems exist due to skipping and inter-modulation.

UHF will completely remove this problem as well as being readable, with clarity, in all locations of the city. Presently city police communications are not capable of operating on a single county-wide coordinating frequency. This development would correct that condition. Due to the amount of resources required to renovate this major system, the work plan calls for a three-phase effort.

Another communications improvement that needs to be implemented is a microwave link to upgrade communications between the the Police Administration Building and the police communications center at 47th and Vliet Street. This action will achieve the goals of high readability quality, improved security, increased transmission load for command and control purposes. Such a system will be designed to provide the capability of transmitting computerized data. Such a development would be a significant improvement over the land-line system.

There also exists the need to conduct a new and innovative project to determine through study and evaluation the feasibility of a mobile digital communications terminal system. The study would call for the installation of thirty mobile computer terminals in thirty squad vehicles for the purpose of determining the feasibility of future installation into two hundred police vehicles. Such mobile terminals would provide field officers with direct computer access.

An automatic electronic car locator system continues to be a research area of prime importance. Such a system would fix the location and movements of police vehicles and the implementation of such a system would have direct and positive effect upon super-

vision, command and control, and lead to improved police response time. The present need in this area consists of study and research with experimental testing in the future.

Automated and Computerized Record-Keeping Systems

There exists a precept of long standing that the quality of records maintained in a police agency is directly related to the quality of its service. Adequate records must be maintained to be used for operational and administrative purposes. A good records management system can improve operations and save numerous dollars. There exists the need to provide the department with the best and most progressive method of management of its records. There needs to be an orderly transition of existing manual methods of record management to an effective and efficient automated records process. Prior to any developments in the area of records revision procedures there needs to be created and developed an automated approach to the problem. The improvement of the physical handling of department files calls for the conversion of historical files to microform storage with immediate retrieval capability. The exact type of storage mode needs to be determined, the equipment necessary to achieve the microform format and retrieval system needs to be determined and secured with a storage device having the capability of being randomly accessed for retrieval and production of hard copies when needed.

General Police Equipment

Law enforcement agencies need to be provided with the resource to obtain equipment which meets needs arising from new

situations. Equipment that will upgrade and modernize existing facilities and encourage new approaches involving basic, innovative and unique types of technological equipment applications. The policy of the Wisconsin Council on Criminal Justice to encourage larger applications which fit into major programs deserves continued support. There exists a policy interpretation that indicates that the "purchase of basic equipment is limited to smaller departments". This interpretation is based upon Program 8 in the 1974 State Plan. This policy statement as structured requires review for clarification purposes. The major consideration being that in developing the capability of providing a new, expanded or innovative major service, the total delivery requirement can very well require the inclusion of some items that may be considered "basic", but are essential to the overall success of the effort and should not be subject to line item deletion on that basis.

Community Crime Prevention

There have been some significant crime prevention efforts in different areas of the nation through the development and enactment of Building Security Codes. It is recognized that this is a controversial subject that can elicit compelling arguments pro or con. But it is a concept of considerable merit and one that deserves public examination and is therefore included as community crime prevention programming of statewide potential.

Concept Paper
On the Applicability of A
Building Security Code

The Problem:

No one can argue with the fact that the crime rate across the nation is rising; and the incidence of crime in commercial and residential areas is alarming. In Wisconsin, while generally our crime rate is lower than the other comparable states nationwide, there is a strongly felt need among citizens and officials for an effective deterrent to crime involving buildings and against people within buildings.

In the commercial area, we are speaking primarily of crimes against the property itself, specifically, burglarly. In the residential area, the problem centers around both property security and personal security. Building security cannot be viewed as merely a means of preventing crimes against property; to ignore the crime problem and the degree to which personal confrontation or injury is the result of the crime.

Police surveillance at its current levels simply cannot be as widespread as the criminal activity which it seeks to deter. Prevention of crime is a complex problem. Hopefully, other disciplines will generate new ideas and theories regarding the most effective means of eliminating the criminally-inclined person altogether. However, as long as criminals are prevalent in our society, we also must be aware of what steps can be taken to deter them from acting against specific targets. Therefore, building security is an appropriate and necessary method of "target hardening" which can be undertaken. There

are many physical changes in buildings which can serve to thwart commercial and residential crime. They vary greatly in complexity, cost, and effectiveness--from simple hardware installed on existing openings, to major changes in the design of any new buildings. The real issue regarding security is, whether a building security code is an appropriate means of increasing the implementation of building security measures for crime control.

The Purpose of a Building Security Code:

Before discussing security codes specifically, it is best to investigate existing building codes in general. For example, the City of Milwaukee has an extensive and thorough building code, but it pertains only to the protection of the health and safety of residents within the building through requirements relating to structural soundness, fire prevention, and prevention of health hazards. The area under discussion, protection of people and property in buildings against crime, is not encompassed within this concept of health and safety.

However, this past lack of crime security provisions within municipal building codes is not due to a conflict between the two codes, but rather, it is due to the fact that crimes against buildings and people within buildings was not an acute problem when the building codes were formulated.

There is evidence that not only are building codes an appropriate method for promulgating building security measures, they

are the most effective, and, perhaps, the only method. This conclusion is evidenced by the fact that building codes often contain provisions that are in conflict with the establishment of building security. Fire protection, for instance, is a major element of building codes. Provisions that call for a minimum number of exits from a building also provide a minimum number of entrances for unwanted intruders. The proposition of minimum building security measures, however, is not a proposition to reduce fire protection for occupants of buildings. But a balancing of the needs of both fire and crime prevention may provide a consensus as to the best method of meeting both needs effectively. The point is that all elements of security, including crime security, must be considered in the area of buildings and occupants. Hopefully, current testing and evaluation being done nationally concerning building security will provide the answers to this complex issue.

It is important to note that a building code, with crime security provisions, could conceivably be required of all buildings. A building security code could require commercial and privately owned buildings to comply, and require multi-unit residential buildings to provide crime security for their tenants. It is often the tenants with low income who are victimized by crime, and it is they who are least able to provide security for themselves. Mandatory provisions would provide security for all. Of course, "mandatory" is a strong word, and it must be tempered in light of the type of code which eventually may be enacted.

The effect of a building security code, ideally, is the prevention of all crimes against buildings. This, of course, is not possible; but as long as criminals remain in society, it is important to make their task as difficult as possible. The concrete effects of a lower crime rate, however, may not be as important as the psychological effect of well-being which a person will feel when secure in his home or business. The fear of crime is widespread, and whatever measures can be taken to alleviate this fear appear to be steps in the right direction.

What Type of Code:

Recently, the number of municipalities, both large and small, that have enacted building security provisions has risen sharply. However, these provisions are very diverse, ranging from one paragraph to 10 pages of laws.

The diversity of the various codes which have enacted, however, points out a problem in the areas--there is a lack of minimum standards which must be met. Hardware and construction materials used in buildings is the primary area on which the emphasis of the code lies. That is, the building codes list minimum types of hardware and related materials which the buildings must have placed on the doors, windows, and other openings. Types of doors, windows, gratings, etc., are listed. The problem is that there is a definite lack of testing in this area, and no one has proven the effectiveness of the various items requested. Some of the existing codes have

tests incorporated therein. For instance, the Stockton, California, and Los Angeles County, California Building Security Codes list tests for doors and windows with specific pounds of pressure applied at various points and at various angles, in order to determine whether they will resist the attempt to open them. These tests, however, have not been formulated on the basis of research done in the area, but, rather, they are arbitrary tests which may be effective.

The lack of comprehensive standards indicating the effectiveness of security devices may soon be alleviated. The Architectural Research Section of the National Bureau of Standards, the American Society for Testing and Materials, and the International Association of Chiefs of Police are all currently engaged in research and testing in the standards area. It is anticipated that the work of these agencies will result in a model code for building security which will be based on empirical data and applied research. Such a model code would certainly facilitate the implementation of codes in cities across the nation.

These standards will invariably be couched in terms of performance, rather than in terms of specification of types of hardware or other security provisions. The performance standard requires a certain effect rather than design, thus making clear the purpose of a requirement and allowing manufacturers and others the freedom to develop new and innovative devices and techniques which will better serve the security purpose. Of course, performance standards require an administrative body to test new devices, but with the encouragement

of the Federal Government in this area, it should not be a problem.

The establishment of a model building security code, with effective performance standards, will be beneficial in other ways. In order to ensure that these codes do not meet with opposition from the building and architectural professions, it is important that codes be as uniform as possible. It will be much easier to enlist their aid and support in promulgating a building security code if there are exact boundaries in which these professions are to operate. The construction industry, for example, is relying more and more heavily upon industrialized building in order to meet the housing shortage as economically as possible. Large scale manufacturers of housing materials and security devices will find it easier to meet the minimum standards if there is uniformity in different areas of the country. They can't be required to be aware of and meet different requirements for every area in which his product is used. Support from professions involved in this area is very important, and uniformity will be a strong selling point.

Opposition will also be expressed by some of the persons who must meet the standards based on the fact that they do not have a crime security problem, and they envision no problem in the area where their building or residence is located. This criticism may be met by the application of security provisions on a selective basis. That is, different provisions with varying standards could apply to different areas of a city, and to different types of buildings. Different provisions of the security code could apply to low, medium

and high crime areas. It may be a difficult task to devise a method by which a city could be divided but such a method could conceivably be based on police department crime statistics. The fact that few existing crime security codes provide for such an area division highlights the difficulty in determining a method by which it could be done. But, it still remains a distinct possibility. Another means of applying the code is to different types of buildings. Many of the existing codes apply only to commercial buildings, or to only some of the multitude of building types within the various cities. In conjunction with building type, the provisions could be applied differently according to the use of the building. If it is a jewelry or liquor store, for instance, the standards would be much higher than for a single-family residence. Many codes already apply their provisions according to the use of the building, so determining a method of doing so would not be a difficult proposition.

A similar consideration to the selective applicability of security code provisions is the question of whether the codes' provisions should be a mandatory requirement for all buildings within a city. In this area, the existing codes differ greatly. The Seattle, Washington security code, for example, applies only to certain types of buildings; but of those types of buildings, it applies to all existing and future buildings. The Oakland, California code applies only to new buildings and buildings to which additions or alternations exceeding 50% of the replacement value are made. It would be more effective, of course, to apply the code to all buildings;

however, the public criticism to this would be great. The public will argue that the cost to meet the standards is too great, that they cannot afford to change their building to conform to the security provisions. Therefore, an initial decision will have to be made by the advocates of the code as to whether the effectiveness of the code will warrant the cost outlay. If there is a firm conviction that the need outweighs the cost, then the mandatory security code can be made possible.

The final area of consideration as to the code itself, is enforcement. Some cities have allocated the enforcement to the police department; some have even established separate divisions within the police department to deal with the entire area of crime security. Other cities have empowered the building inspection official to enforce the entire building code, including security provisions. It would seem that the building inspection department would be a logical agent of enforcement. That department is involved with buildings and code provisions constantly, and is, therefore, better aware of the situation. Enforcement will be easier with new buildings, and a sufficient time period must be provided to allow for compliance on existing buildings. Some type of inspection method must be established to provide for assurance of compliance with the code. Furthermore, it is imperative that a program of public education as to the need for such a code be established. A lock is only effective if it is locked, and only the cooperation of individuals will insure the long-range success of the code and its ultimate purpose, crime reduction.

Disadvantages of the Code--Can It Be Effective:

As has been pointed out earlier, the public may initially criticize any program which will cost them money. If the average citizen must expend his hard earned dollars on new locks or doors, he will fight passage of the new code. It is often the person who needs crime protection the most who is the least able to afford it. It must be pointed out to these residents and businessmen that the effects of the new code will be very beneficial to them. The primary example of a concrete benefit is in the area of crime insurance.

Currently, the Federal Government has a crime insurance program operating in thirteen states. Before a person can obtain a policy, certain minimum protective requirements must be met. These requirements are similar to the codes now existing in various cities nationwide. While Wisconsin is not now eligible for Federal Crime Insurance, it does have a state operated program with the same standards, titled the "Wisconsin Insurance Plan". Under this program, both commercial and residential property can be insured. Normally, a person will not apply for state crime insurance unless he is unable to get insurance on the open, commercial insurance market. That is, it is the hard-to-insure individual who applies for state crime insurance. The states' premiums, however, are higher than on the commercial market, and this deters many persons from obtaining the insurance. Specifically, 75 quotations of premiums have been sent to individuals in response to specific requests within the past year. Only two policies have been written in that period. This indicates that the applicants were un-

willing to meet the cost of upgrading their buildings in order to meet the minimum standards, or that they could not meet the premium payments even if their building met the standards.

Meanwhile, on the open market, the premiums are lower, and the insurance companies often require few security measures. The high risk individual is insured with a high deductible, so that the risk to the company is minimized. Yet the insured is not getting the most effective coverage.

Most insurance companies would welcome the institution of minimum building security provisions. If an applicant for insurance meets the minimum standards established, it is fair to assume that he will be a better risk, and, therefore, the premiums and deductible on his crime insurance policy will be much lower. In the long run, these lower premiums could pay for the cost of meeting the security standards.

For this to happen, it is imperative that the insurance industry be involved in the development of a Building Security Code. The companies in this area can lend their expertise to the initial formulation of the exact code. But, more importantly, they must be convinced that the code is necessary, and they must be persuaded to pass along rate reductions to those who apply for crime insurance. Virtually 75% of all home-owners have residential insurance, and a rate reduction would persuade many to comply with the security code.

Much of the initial criticism of the new code will come from architects and builders. They will argue that meeting the provisions

would destroy the beauty of their buildings and costs would be enormous. However, as discussed earlier, the building industry would be a beneficiary of the new more uniform security and building codes. The industry would have more concrete guidelines to use in developing new building materials and security devices, and would be able to more easily produce these materials. Architects are more and more being recognized as the source of many new and effective ideas regarding crime prevention. Building design, layout, and positioning amongst other buildings is being considered an important element of crime prevention. City planners and architects must be in the mainstream of development of new security provisions for buildings. They also have the expertise and knowledge necessary to develop an effective code.

As was stated earlier, the public education regarding crime prevention and building security is among the most important elements to the success of a new building security code. All professions connected with buildings and building security must be involved in the process or else it will not culminate in an effective code.

Long-Range Effects:

After the initial outlay of funds by owners of existing buildings, it will become easier and easier for new buildings to meet the requirements. The model code being formulated will help immensely to put building security in the forefront of crime protection considerations. All people have the right to be secure in their homes, and

to know that their places of business are secure, also. It is only through a concerted, far-reaching comprehensive effort such as is required here that a definite effect will be seen.

BIBLIOGRAPHY

"Deterrence of Crime In and Around Residences," Criminal Justice Monograph, U.S. Department of Justice, June, 1973.

"Architectural Design for Crime Prevention," Oscar Kennan, U. S. Department of Justice, March, 1971.

References: "Crime Insurance"

Norman J. Wirtz
Wisconsin Insurance Analyst
212 North Bassett Street
Madison, Wisconsin 53703

James M. Rose
Assistant Federal Insurance Administration
Dept. of Housing and Urban Development
451 7th St., S.W.
Washington, D.C. 20410

J. Anderson
Wisconsin Insurance Plan
651 East Michigan Street
Milwaukee, Wisconsin 53233

Carney-Rutter Agency, Inc.
828 North Broadway
Milwaukee, Wisconsin 53202

Dick Dechene
CNA Insurance Corporation
756 North Milwaukee Street
Milwaukee, Wisconsin 53202

References: "Building Security Codes"

Wm. McInerney,
Assistant Director for Technical Services
National Crime Prevention Institute
School of Police Administration
University of Louisville (Kentucky South Campus)
Louisville, Ky. 40222

Security Unit-Criminal Investment Division
Seattle Police Department
604 Third Avenue
Seattle, Washington 98104

References: "Building Security Codes" (continued)

American Society for Testing and Materials
Mr. H.M. Cobb, Staff Liaison to Committee
F-12 on Security, Systems and Equipment
1916 Race Street
Philadelphia, Pa. 19103

Architectural Research Section (Attn: John Stroik)
Center for Building Technology
National Bureau of Standards
U.S. Dept. of Commerce
Washington, D.C. 20234

Eric Younger, Jr., Assistant A.G.
Department of Justice
600 State Building
217 W. 1st Street
Los Angeles, California 90012

Municipal Building Security Codes from:

Stockton, California
Seattle, Washington
Plainfield, New Jersey
Los Angeles, California
Shaker Heights, Ohio
San Buenaventura, California

Improvement of Management and Administration In the Police Service

Test Validation

Even though this is an age of technology, it is the human element in an organization that remains the most crucial in the attainment of its goals. This is particularly true of law enforcement agencies, given their goal of maintaining justice and order among persons in society. Every police officer is faced with an overwhelming responsibility and must be accountable for all his actions.

In spite of the task facing the individual officer, there is a lack of research into the manner in which police candidates are selected. This absence of scientifically acceptable studies, i.e., studies in which tests or test batteries have been validated for the population on which they will be used, has not, however, deterred police or other organizations from using tests.

The use of tests without appropriate validation research is not only unwarranted but may be dangerously misleading both to the test user and to the test respondent. Psychologists have long maintained that validation research is a necessity for insuring the proper application of tests.

This need for evaluation and validation of the tests used by police manpower selection agencies in the state, dictates that a program be provided which will allow police personnel selection agencies to perhaps engage an outside consultant, known as a psycho-matrician, who can do a predictive evaluation of the tests used to determine whether those persons hired are the most qualified and whether they are effective in the position for which

they have been or will be hired.

Besides evaluating the testing procedures for effectiveness in hiring qualified personnel who perform well on the job, the consultant should also be prepared to evaluate the test to determine whether or not it is culturally biased. Recent court cases involving minority applicants for police positions and urban police departments have resulted in rulings which maintain that tests for police employment may in no way discriminate against any applicant based on race, color, creed, sex or national origin. The laws on which these cases are based include: Title VI and Title VII, of the Civil Rights Act of 1964, and Title 29, Chapter XIV, Sec. 1607, and Title 28, Chapter I, Sec. 42e, of the Code of Federal Regulations. All of these laws generally provide that discriminatory practices will not be allowed in any employment situation. Specifically, as stated in ACT-1, 5) C. of the Wisconsin Council on Criminal Justice project application form, Title VI of the Civil Rights Act of 1964 and Title 28 of the Code of Federal Regulations dictate that no federally assisted program or organization will be allowed to discriminate against any person on the ground of race, color, creed, sex or national origin; employment discrimination is specifically mentioned as not to be tolerated.

Use of Civilian Employees

At the present time the Common Council of the City of Milwaukee has created a Police Study Committee whose assigned task is to conduct a review of the Cost-Benefit Analysis Report performed by consultant services under a federally assisted grant. The charge to the Study Committee is to conduct hearings relative to the recommendations contained in the report and to reach an independent conclusion relative thereto and make recommendations to the Common Council for further consideration or action. The first task undertaken by the Study Committee is to examine those recommendations relative to utilizing civilian personnel for certain positions within the police department. The Committee has not completed its work in this area and a final recommendation is not available. However, this area of study appears to coincide with existing and planned program development by the Wisconsin Council on Criminal Justice.

Electronic Data Processing

Electronic data processing within the Police Automated Communications System form presently utilized by the Milwaukee Police Department and supported by the Wisconsin Council on Criminal Justice, provides access to information in a manner that is critical to the functioning of a major metropolitan police department. The events and decision-making process that must and will occur during the next year concerning the development and direction of this system are crucial. The history of the PACS development and funding is available for review and need not be reiterated here. What is important is the following. While the decision-

making process occurs on direction or development there are certain fixed costs for the present system that are in the form of contract costs for lease and maintenance. It is a priority that these costs and corresponding support costs be covered to maintain system continuity during a period of reevaluation.

In regards to the development of the law enforcement computer system, multiple events are occurring and need to continue to occur. The Police Study Committee of the Common Council, previously referred to, will be considering the recommendations made by the outside consultants. For details of consultant recommendations of the study performed by the Public Management Services, refer to page XI-1 of that publication. The Study Committee has the opportunity to develop a recommendation and forward it to the Common Council for further deliberation. Reference is made to the action program description for the latest Police Study Committee recommendation. The Common Council has available, at its option, information from the City Central Data Services Board whose personnel and facilities have been an integral part of the present PACS operation. In addition to this, there exists the Arthur Young and Company evaluation and recommendations relating to this system that will need to be considered by all parties concerned. Hence, there will need to occur at the City level several and substantial reviews considering all applicable outside recommendations and local official's input. One option that exists is that the police department be provided with the authority and resources to develop a wholly dedicated police services system consistent with the recom-

mendations made by Public Management Services, Inc. and the Arthur Young and Company evaluation that centered on issues of system security. If this option proved to be a viable option, it appears there would need to occur a planning phase followed by an implementation phase.

Management Studies and Management Analysis

The Wisconsin Council on Criminal Justice has provided prior support for a Cost-Benefit Analysis study of the Milwaukee Police Department by an outside consultant. This study is currently receiving intensive review by a special Police Study Committee and other city officials. Recommendations by the Study Committee will be forwarded to the Common Council for further review, comment and action. At this time it is not possible to make any specific predictions on ultimate actions or implementations. However, it appears reasonable to project that the Wisconsin Council on Criminal Justice should return to its statement contained in Wisconsin's 1973 Law Enforcement Improvement Plan wherein it states that . . . "The Council will consider funding . . . possible new programs resulting from the study", (p. 143). Because the content of any ultimate actions are unknown, it is apparent that there should be a separate program providing for implementation strategies arising from this and other special studies funded with Council assistance. Such areas of support will be specific as to the nature of the initial study and would receive independent review in the grant hearing process.

Judicial Programs

The comments provided in this category must be recognized as unique in two respects. First, there will be discussed the concept relating to the establishment of a municipal court for the City of Milwaukee. It should be noted at the time of preparation of this plan there has been no official action on the part of the City to create such a court. A Charter Ordinance has been introduced before the Common Council and the ordinance has not as yet been reviewed or commented upon by appropriate city government committees. However, the program concept should be reviewed as an option. That is, in the event of local government approval, implementation would occur in 1975. The Charter Ordinance relative to a municipal court system reads as follows.

A CHARTER ORDINANCE

To create Section 3.34 of the Milwaukee City Charter 1971 Compilation relating to the establishment of a municipal court for the City of Milwaukee.

The Mayor and Common Council of the City of Milwaukee do ordain as follows:

Part 1. Section 3.34 of the Milwaukee City Charter 1971 Compilation is hereby created to read:

Section 3.34 MUNICIPAL COURT.

(1) Court Created.

Pursuant to the authority granted by Section 254.01 and Chapter 254, Wisconsin Statutes (1971), there is hereby

established the municipal court for the City of Milwaukee.

(2) Municipal Justice.

Pursuant to the authority granted by Section 254.01, Wisconsin Statutes (1971), there are hereby created two offices of municipal justice of the City of Milwaukee, which shall be designated Branch One and Branch Two.

(a) Term.

Each municipal justice shall be elected at large for a term of four (4) years, his term of office commencing with the first day of May, 1975, following the city election of April, 1975. In the event a primary election is necessary, the primary election shall be held at the regular primary election of March, 1975. Temporary appointments to fill vacancies in the office of municipal justice shall be made as provided in Section 17.245, Wisconsin Statutes (1971), from the effective date of this ordinance until May 1, 1975.

(b) Salary.

Each municipal justice shall be placed in Pay Range 126, Step 6.

(c) In the event that the Mayor and the Common Council shall decide to commence operation of the municipal court for the City of Milwaukee prior to the April election of 1975, temporary appointments to the office of municipal justice shall be made by the Mayor, with approval of the Common Council.

(3) Jurisdiction.

(a) City Ordinances.

Each municipal justice shall have the jurisdiction provided by state law, including but not limited to because of enumeration, that provided by Chapters 254 and 300, Wisconsin Statutes (1971), and exclusive jurisdiction of violations of City of Milwaukee ordinances.

(b) Contempt of Court and Penalty.

Each justice may punish for contempt as provided in Section 300.13, Wisconsin Statutes (1971), and may impose a forfeiture therefor not to exceed fifty dollars (\$50.00) or, in default thereof, a jail sentence not to exceed seven (7) days.

(c) Sessions of Court.

Sessions of the court shall be as directed by the Mayor and the Common Council, either in the form of ordinances or resolutions, and scheduling shall be arranged by the Chief Administrator - Municipal Court.

(4) Officers and Staff.

In addition to the two municipal justices, the court officers shall include a municipal court clerk appointed pursuant to Section 254.10 of the Wisconsin Statutes (1971), from civil service lists submitted for this purpose. In addition, the court staff shall consist of a Chief Administrator - Municipal Court, appointed by the

Mayor from a civil service list, and confirmed by the Common Council, two (2) police patrolmen designated by the Chief of Police who shall serve as bailiffs, and such additional clerical staff, selected through the usual procedures of the city civil service commission.

(5) Procedure.

(a) State Law.

The procedures to be operative in the municipal court shall be as prescribed by state law including, but not limited to because of enumeration, Chapters 66, 254 and 300, Wisconsin Statutes (1971).

(b) Treasurer to Receive Collections.

All monies belonging to the City which are received by a municipal justice, shall be paid to the City Treasurer on a weekly basis.

(c) Temporary Absence of Justice.

Whenever a municipal justice shall be temporarily absent, his office shall be filled for the period of his absence by one or more municipal justices from other municipalities within the county of Milwaukee, as provided for by Section 254.08, Wisconsin Statutes (1971), in accordance with the terms of agreements, which the City Attorney shall execute with selected municipalities providing for substitute justices. Said agreements shall fix the compensation to be paid to such substitute justices, and the manner of payment, and shall be approved by the Common Council.

(d) Location of Court.

The Court hereby created shall be located in the Police Administration Building, 749 West State Street, Milwaukee, Wisconsin 53233.

Part 2. All ordinances or parts of ordinances contravening the provisions of this ordinance are hereby repealed.

Part 3. This is a Charter Ordinance and shall take effect sixty (60) days after its passage and publication, unless within sixty (60) days a referendum petition shall be filed as provided by subsection (5) of Section 66.01 of the Wisconsin Statutes, in which event this ordinance shall not take effect until submitted to a referendum and approved by a majority of the electors voting thereon.

End.

If this option is exercised, it offers a potential to implement a model court system that would relieve present multiple county courts of significant workload and would provide the opportunity to apply numerous innovative practices that may significantly increase city revenues and reduce court related overtime costs for criminal justice related personnel. The operational needs of the court would have to be met, computer assisted scheduling of cases, statistical court data and aid to the court in establishing a sophisticated law library.

In regards to the prosecution activity of the City Attorney's Office, a total of 40,841 city ordinance violation cases were processed through the county courts in 1973. In 1972 there were 37,339.

Thirty-six appeals were filed with the Circuit Court, in 1972 there were 30. Thirty-two of the appeals in 1973 were disposed of while twenty-two were disposed of in 1972. There were no cases appealed to the Wisconsin Supreme Court in 1973. The Ordinance Enforcement Division of the City Attorney's Office reviewed 7,358 in-office complaints in 1973 and 4,801 such matters in 1972. Of these cases 3,966 were placed before the court in 1973. This office also reviewed 6,573 pedestrian and accident violation cases prior to return to the court. Of that total, 1,021 cases were not prosecuted. In 1972, 4,179 such cases were reviewed and of that total 805 were not prosecuted. In 1973, 1,262 housing code violation cases were prosecuted compared to 2,173 in 1972. In addition to this activity, the office has taken an aggressive and innovative stance in regards to resolution of cases outside of court, drafting new legislation and writing opinions bearing on issues of widespread public interest. Additionally, there is a multitude of various city ordinances that are and can be applied as parallels to or as an alternative to state charges. A listing of such offense classifications are available through this office. To assist the City Attorney's Office in this workload, there exists a need for four law student interns. Their availability will accomplish for the City Attorney's Office the same benefits received by the District Attorney's Office in the utilization of such positions.

Juvenile Delinquency

The urgency of school involvement in delinquency pre-

vention is well documented and an area of joint interest that demands encouragement. The reduction of truancy rates, for example, is a most urgent problem. Delinquency research indicates that truancy is one of the most effective predictors of potential delinquent behavior. As such, every effort must be directed towards the reduction of truancy as an initial step in delinquency prevention. Thus, the Milwaukee Public Schools' Street Worker Program becomes a significant program requiring second year funding to permit its new methodologies to be tested. An appropriate evaluation will be conducted which may lead to the development of certain recommendations for future policy considerations relative to this problem.

One new area of significant concern is the re-integration of the juvenile institutional returnee into the formal school setting. This of course is closely associated with effective functioning within his total environment upon return. The prevention and treatment concepts employed parallel those outlined by the California Youth Authority in their research report on effective programming which places a focus on working with the youth in his/her community setting. The program has an opportunity to enhance existing efforts of the school system in the delivery of services to this client in need of special services. For example, there needs to be a returnee counselor assigned to Rufus King High School. Seven other high schools have such a position and prior experience has indicated a decrease in the recidivism rate of returning to an institution from 75% to 22%. Such a counselor would

have to be licensed by the state and qualify under Milwaukee Public Schools' job qualifications. The program would also utilize outside community training resources to pursue vocational experience and training not presently available within the school system. This aspect of the program closely parallels the recommendations contained in the Standards and Goals where they encourage school systems to become vocationally oriented. A combination of work/school experience for credit would be utilized. There also exists the need to create vocational counselor positions to work with this specific clientele and also a component that would provide for in-service training to staff which includes client involvement. Evaluation of this program would be meaningful through an examination of recidivism rates, attendance, academic improvement, the summer job component and feedback from parents and correction officers.

During 1974 the Council approved a new curriculum development project directed toward high school age youth to provide a more meaningful insight in the role of law in our urban society. This was a one-time funded project that will accomplish its objectives. With the high school curriculum approach developed, a need exists to undertake a different developmental effort directed toward the upper elementary level or 7th grade student. At the time the initial curriculum development program was reviewed at the local level, there were significant opinions that something similar was needed for the lower grades. The most appropriate placement for instruction concerning the role of law in our society is at the 7th grade level where there are 10,000 students, city-wide, taking a required course dealing with city, county, state and federal govern-

ment as an introduction to the social sciences. Teachers are not equipped to present a new facet of instruction of this scope. What is required is a one week workshop that would be conducted during the summer of 1975 for 150 teachers. This effort would be supported by appropriate adopted materials developed from the prior program plus the services of three persons for two weeks prior to the training session. This would also be a one-time funded program that would provide for public dissemination of its findings and results. The assurance one receives from a program of this type is knowing that our 12-13 year old youth will be receiving accurate information on the role of law and criminal justice in their lives where now there are no curriculum components or teaching techniques directly addressing this aspect of law in our society.

One additional note. Both the House of Representatives and the Senate have acted favorably on Bills that authorize \$480 million to states and localities to expand juvenile programs and provide services and facilities to runaway youth. The matter will now go before a conference committee.

Criminal Justice Planning

Coordinated local criminal justice planning has been a priority in prior years' plans and such efforts deserve continued support and development. Memorandum of Agreement #2, and any amendments thereto, address the matter of coordinated local planning for the City of Milwaukee operating in concert with the Metropolitan Milwaukee Criminal Justice Council. In addition, to this local effort, the County of Waukesha received initial funding in

1974. This type of planning effort enhances the total planning effort from the regional aspect as well as the state. Such efforts are consistent with Section 301B, Subsection 8 and Section 303A, Subsection 4 of the Omnibus Crime Control and Safe Streets Act of 1968, as amended in 1973. This procedure, created by the SPA, allows local governments to submit comprehensive criminal justice improvement plans.

Alcohol and Other Drug Programming

Significant actions have occurred in the past year concerning alcohol and drug programming which would seem to dictate a careful review of how Crime Control Act funds are allocated within this functional area. Alternative funding sources have recently become available which make this program area unique. For example, at the federal level, H.R. 11387 and Senate Bill S.1125 creates a comprehensive Alcohol Abuse, Alcohol Prevention, Treatment and Rehabilitation Act which has a total authorization of \$374 million for two years beginning in FY 1975. This Act authorizes project grants and contracts and formula grants to states. Special grants to states are up to \$100,000, plus 10% of each state's formula grant for each FY 1975, 1976, and 1977. These allocations are provided to those states which, like Wisconsin, have implemented the Uniform Alcoholism and Intoxication Treatment Act. This Act could yield Wisconsin \$260,000 in 1975. Also at the federal level, Health Education and Welfare appropriations to the NIAAA total \$137 million and the Drug and Alcohol Abuse Education Act totals \$90 million, while Region V of HEW indicates \$5.6 million available for regional

health centers and \$2.3 million for childrens' mental health services. The State Division of Mental Hygiene has perhaps \$50,000 available for local planning efforts, the Wisconsin Health and Social Services has resources increased to \$621,000, while the Division of Mental Hygiene, Bureau of Alcohol and Other Drug Abuse total approximates \$1.6 million for FY 1975. This discussion is not designed to be a comprehensive discussion of alternative resources impinging upon alcohol and drug programming, but rather to highlight the fact that this is one area of past Council support that exhibits significant alternative funding. Whether such programming concepts as treatment centers and community education can more appropriately be funded from alternative sources is a matter deserving careful examination. One other facet of this programming is that several of the existing programs perhaps deserve careful consideration as to whether or not they more properly belong in more appropriate functional areas. That is, the employment of specially trained sworn enforcement officers whose task is to detect and apprehend and the training and education of police officers might more properly belong under the functional category of law enforcement. The same may be said about the Division of Corrections implementation of programs conducted within correctional institutions. It appears that the primary criminal justice functional area should be the recipient of funds rather than a separate specialized area.

New considerations of a priority nature.

"The citizens of this country and the agencies of government, individually and collectively, must work to bring about the

necessary changes both inside and outside the criminal justice system. If the people of this country are committed to reducing crime, its rate will decrease dramatically." (A National Strategy to Reduce Crime, National Advisory Commission on Criminal Justice, Standards and Goals, January, 1973, p. 4)

How well are we progressing from a statewide perspective in the reduction crime? Perhaps a review of statewide statistics will afford us this insight. Consider the following:

<u>Wisconsin Part I Crimes</u>						% of Change
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1973 over 1969</u>
Homicide	87	88	124	126	119	+36.8%
Rate per 100,000	2.0	2.0	2.8	2.8	2.7	
Rape	307	303	346	376	492	+60.3%
Rate per 100,000	7.2	6.9	7.7	8.4	11.1	
Robbery	1,170	1,474	1,412	1,661	2,226	+89.3%
Rate per 100,000	27.6	33.4	31.5	37.3	50.1	
Aggravated Assault	1,753	1,972	2,091	2,195	2,436	+39.5%
Rate per 100,000	41.1	44.6	46.7	49.3	55.1	
Burglary	20,614	23,869	28,151	28,861	32,467	+57.5%
Rate per 100,000	483.6	540.3	628.9	626.1	734.5	
Theft	24,477	29,918	35,386	36,854	44,167	+80.4%
Rate per 100,000	574.3	677.2	790.6	828.2	992.5	
Auto Theft	9,492	9,666	10,724	10,521	10,458	+10.2%
Rate per 100,000	222.7	218.8	239.6	236.4	234.8	
<u>TOTAL</u>	57,906	67,290	78,234	80,594	92,365	
<u>RATE</u>	1358.6	1523.1	1747.9	1823.4	2075.6	

Having examined the actual crime figures on a statewide basis, we can examine the experience of Wisconsin's largest cities during 1973.

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

AUTO THEFT

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	10,458	100.0%
Appleton	57,143	1.3%	58	.6%
Beloit	35,729	.8	84	.8
Brookfield	32,140	.7	38	.4
Eau Claire	44,619	1.0	48	.5
Fond du Lac	35,515	.8	47	.5
Green Bay	87,809	2.0	153	.5
Janesville	46,426	1.1	64	.6
Kenosha	78,805	1.8	562	5.4
La Crosse	51,153	1.2	93	.9
Madison	172,007	3.9	553	5.3
Manitowoc	33,430	.7	20	.2
Milwaukee	717,372	16.2	5,219	49.9
Menomonee Falls	31,697	.7	17	.2
Oshkosh	53,221	1.2	77	.7
Racine	95,162	2.2	321	3.1
Sheboygan	48,484	1.1	58	.6
Superior	32,237	.7	148	1.4
Waukesha	40,274	.9	53	.5
Wausau	32,806	.7	34	3.4
Wauwatosa	58,676	1.3	131	1.3
West Allis	71,649	1.6	168	1.6
Totals for Cities With +30,000 Population:	1,856,354	41.8%	7,962	76.1%

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

THEFT

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	96,953	100.0%
Appleton	57,143	1.3%	1,508	1.6%
Beloit	35,729	.8	1,892	2.0
Brookfield	32,140	.7	1,243	1.3
Eau Claire	44,619	1.0	543	.6
Fond du Lac	35,515	.8	573	.6
Green Bay	87,809	2.0	1,360	1.4
Janesville	46,426	1.1	1,167	1.2
Kenosha	78,805	1.8	2,803	2.9
La Crosse	51,153	1.2	2,217	2.3
Madison	172,007	3.9	6,703	6.1
Manitowoc	33,430	.7	1,022	1.1
Milwaukee	717,372	16.2	17,631	18.2
Menomonee Falls	31,697	.7	535	.6
Oshkosh	53,221	1.2	2,331	2.4
Racine	95,162	2.2	3,846	4.0
Sheboygan	48,484	1.1	1,799	1.9
Superior	32,237	.7	1,490	1.5
Waukesha	40,274	.9	1,026	1.1
Wausau	32,806	.7	831	.9
Wauwatosa	58,676	1.3	1,766	1.9
West Allis	71,649	1.6	2,138	2.2
Totals for Cities With +30,000 Population:	1,856,354	41.8%	55,293	57.0%

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

BURGLARY

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	32,467	100.0%
Appleton	57,143	1.3%	359	1.1%
Beloit	35,729	.8	440	1.1
Brookfield	32,140	.7	182	.6
Eau Claire	44,619	1.0	152	.5
Fond du Lac	35,515	.8	129	.4
Green Bay	87,809	2.0	796	2.5
Janesville	46,426	1.1	375	1.2
Kenosha	78,805	1.8	745	2.2
La Crosse	51,153	1.2	353	1.1
Madison	172,007	3.9	2,281	7.0
Manitowoc	33,430	.7	306	.9
Milwaukee	717,372	16.2	5,617	17.3
Menomonee Falls	31,697	.7	101	.3
Oshkosh	53,221	1.2	335	1.0
Racine	95,162	2.2	1,625	5.0
Sheboygan	48,484	1.1	328	1.0
Superior	32,237	.7	450	1.4
Waukesha	40,274	.9	180	.6
Wausau	32,806	.7	141	.4
Wauwatosa	58,676	1.3	416	1.3
West Allis	71,649	1.6	670	2.1
Totals for Cities With +30,000 Population:	1,856,354	41.8%	16,158	49.8%

CONTINUED

2 OF 4

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

AGGRAVATED ASSAULT

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	2,436	100.0%
Appleton	57,143	1.3%	58	2.4%
Beloit	35,729	.8	24	1.0
Brookfield	32,140	.7	0	.0
Eau Claire	44,619	1.0	8	.3
Fond du Lac	35,515	.8	2	.1
Green Bay	87,809	2.0	7	.3
Janesville	46,426	1.1	6	.2
Kenosha	78,805	1.8	61	2.5
La Crosse	51,153	1.2	4	.2
Madison	172,007	3.9	15	.6
Manitowoc	33,430	.7	2	.1
Milwaukee	717,372	16.2	730	30.0
Menomonee Falls	31,697	.7	3	.1
Oshkosh	53,221	1.2	1	.0
Racine	95,162	2.2	330	13.5
Sheboygan	48,484	1.1	3	.1
Superior	32,237	.7	31	1.3
Waukesha	40,274	.9	5	.2
Wausau	32,806	.7	21	.9
Wauwatosa	58,676	1.3	19	.8
West Allis	71,649	1.6	11	.5
Totals for Cities With +30,000 Population:	1,856,354	41.8%	1,345	55.2%

1973 Data

Part One Offenses

Wisconsin Cities With 30, 000 or More Population

ROBBERY

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	2,226	100.0%
Appleton	57,143	1.3%	9	.4%
Beloit	35,729	.8	45	2.0
Brookfield	32,140	.7	1	.0
Eau Claire	44,619	1.0	9	.4
Fond du Lac	35,515	.8	5	.2
Green Bay	87,809	2.0	10	.4
Janesville	46,426	1.1	13	.6
Kenosha	78,805	1.8	153	6.9
La Crosse	51,153	1.2	4	.2
Madison	172,007	3.9	111	5.0
Manitowoc	33,430	.7	4	.2
Milwaukee	717,372	16.2	1,085	48.7
Menomonee Falls	31,697	.7	3	.1
Oshkosh	53,221	1.2	18	.8
Racine	95,162	2.2	278	12.0
Sheboygan	48,484	1.1	6	.3
Superior	32,237	.7	32	1.4
Waukesha	40,274	.9	3	.1
Wausau	32,806	.7	5	.2
Wauwatosa	58,676	1.3	39	1.8
West Allis	71,649	1.6	40	1.8
Totals for Cities With +30,000 Population:	1,856,354	41.8%	1,877	84.3%

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

RAPE

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	492	100.0%
Appleton	57,143	1.3%	4	.8%
Beloit	35,729	.8	5	1.0
Brookfield	32,140	.7	0	.0
Eau Claire	44,619	1.0	1	.2
Fond du Lac	35,515	.8	0	.0
Green Bay	87,809	2.0	5	1.0
Janesville	46,426	1.1	4	.8
Kenosha	78,805	1.8	7	1.4
La Crosse	51,153	1.2	4	.8
Madison	172,007	3.9	48	9.8
Manitowoc	33,430	.7	0	.0
Milwaukee	717,372	16.2	175	35.6
Menomonee Falls	31,697	.7	0	.0
Oshkosh	53,221	1.2	3	.6
Racine	95,162	2.2	27	5.5
Sheboygan	48,484	1.1	1	.2
Superior	32,237	.7	12	2.4
Waukesha	40,274	.9	4	.8
Wausau	32,806	.7	1	.2
Wauwatosa	58,676	1.3	8	1.6
West Allis	71,649	1.6	8	1.6
Totals for Cities With +30,000 Population:	1,856,354	41.8%	321	65.2%

1973 Data

Part One Offenses

Wisconsin Cities With 30,000 or More Population

MURDER

City	Population	% of State Total	Number Committed	% of State Total
State of Wisconsin:	4,418,000	100.0%	119	100.0%
Appleton	57,143	1.3%	2	1.7%
Beloit	35,729	.8	1	.8
Brookfield	32,140	.7	0	.0
Eau Claire	44,619	1.0	1	.8
Fond du Lac	35,515	.8	1	.8
Green Bay	87,809	2.0	0	.0
Janesville	46,426	1.1	1	.8
Kenosha	78,805	1.8	3	2.5
La Crosse	51,153	1.2	0	.0
Madison	172,007	3.9	3	2.5
Manitowoc	33,430	.7	0	.0
Milwaukee	717,372	16.2	66	55.5
Menomonee Falls	31,697	.7	0	.0
Oshkosh	53,221	1.2	2	1.7
Racine	95,162	2.2	2	1.7
Sheboygan	48,484	1.1	0	.0
Superior	32,237	.7	0	.0
Waukesha	40,274	.9	1	.8
Wausau	32,806	.7	0	.0
Wauwatosa	58,676	1.3	0	.0
West Allis	71,649	1.6	1	.8
Totals for Cities With +30,000 Population:	1,856,354	41.8%	84	70.6%

1973 CRIME RATES
Wisconsin Cities Over 30,000 Population

<u>City</u>	<u>Property Crimes/ 100,000 Population</u>	<u>State Rank</u>	<u>Violent Crimes/ 100,000 Population</u>	<u>State Rank</u>
Appleton	3,377	15	128	6
Beloit	6,711	1	208	5
Brookfield	4,572	8	3	20
Eau Claire	1,651	21	42	13
Fond du Lac	2,081	19	22	17
Green Bay	2,624	18	25	15
Janesville	3,491	14	52	11
Kenosha	5,203	6	284	3
La Crosse	5,222	5	24	16
Madison	5,610	4	104	8
Manitowoc	4,085	11	19	19
Milwaukee	3,954	12	286	2
Menomonee Falls	2,072	20	19	19
Oshkosh	5,176	7	45	12
Racine	6,096	3	671	1
Sheboygan	4,552	9	21	18
Superior	6,525	2	235	4
Waukesha	3,148	16	33	14
Wausau	3,049	17	82	10
Wauwatosa	3,920	13	112	7
West Allis	4,119	10	83	9

1973 Arrest Data

Wisconsin Cities With 30,000 or More Population

City	Total Arrests	% of State	Adult Arrests	% of State	Juvenile Arrests	% of State
State of Wisconsin:	184,854	100.0%	101,316	100.0%	83,538	100.0%
Appleton	2,486	1.3%	785	1.3%	1,701	3.9%
Beloit	2,348	1.3	1,150	1.9	1,198	2.8
Brookfield	1,165	.6	408	.7	757	1.7
Eau Claire	2,596	1.3	1,404	2.4	1,192	2.8
Fond du Lac	1,631	.9	1,079	1.8	552	1.3
Green Bay	3,437	1.9	1,576	2.7	1,861	4.4
Janesville	1,913	1.0	1,202	2.2	711	1.6
Kenosha	2,809	1.5	1,461	2.4	1,348	3.1
La Crosse	2,527	1.3	1,355	2.3	1,172	2.8
Madison	6,056	3.3	2,894	4.9	3,162	7.3
Manitowoc	2,342	1.3	741	1.3	1,601	3.7
Menomonee Falls	1,653	.9	622	1.1	1,031	2.4
Milwaukee	50,131	27.1	34,035	33.6	16,096	19.3
Oshkosh	1,088	.6	784	1.3	304	.7
Racine	4,818	2.6	2,722	4.6	2,096	4.8
Sheboygan	2,494	1.3	1,003	1.7	1,491	3.4
Superior	2,838	1.5	1,202	2.2	1,636	3.7
Waukesha	3,070	1.7	1,331	2.3	1,739	4.0
Wausau	1,591	.8	589	1.0	1,002	2.4
Wauwatosa	1,960	1.0	886	1.5	1,074	2.5
West Allis	3,271	1.8	1,662	2.8	1,609	3.7
Totals for Cities With +30,000 Population:	102,224	55.3%	58,891	58.1%	43,333	51.9%

The problem of serious crime incidence in the state's twenty-one largest cities is dramatic. Consider that the cities over 30,000 in population comprise 41.8% of the state's local population but account for 70.6% of its murders, 65.2% of the rapes, 84.3% of the robberies, 49.8% of the burglaries, 57% of the thefts, 76.1% of the auto thefts and 55.2% of the aggravated assaults.

The arrest statistics are consistent in that the cities, as a class, account for 55.3% of the total arrests in the state, 58.1% of all adult arrests and 51.9% of all juvenile arrests. In all, 57.2% of Wisconsin's part one offenses occurred in these cities. Comprehensive data documenting these figures has been provided. To illustrate the obvious lack of relationship between where crimes and arrests are occurring and funding provided to these cities, we need note that the cities, as local government entities, received only a total of \$347,716 (approximately) as a class of subgrantees of available 1973 funds.

In regards to 1973 Law Enforcement Assistance Administration funds that have been awarded directly to the cities to improve criminal justice services or accomplish crime reduction, the following data appears accurate.

Wisconsin Cities Over 30,000 Population

<u>City</u>	<u>LEAA 1973 Funds Awarded</u>
Appleton	\$ 2,895.00
Beloit	1,848.00 (plus \$6,750 pending)
Brookfield	4,200.00
Eau Claire	25,488.00 (incl.Trng. funds)
Fond du Lac	-0-
Green Bay	32,418.00
Janesville	186.00
Kenosha	5,264.00
La Crosse	5,499.00
Madison	28,238.00
Manitowoc	-0-
Milwaukee	195,123.00
Menomonee Falls	-0-
Oshkosh	*
Racine	27,343.00
Sheboygan	-0-
Superior	-0-
Waukesha	16,081.00
Wausau	-0-
Wauwatosa	-0-
West Allis	4,133.00
	<hr/>
	\$348,716.00

* Not available at time of printing.

The problem is manifest. This state's largest cities suffer disproportionately from the effect of crime. The resources they can commit to dealing with crime, though sizable, are inadequate. The resources of these cities is restricted by the number of tax dollars available. Further, such available funds are used to maintain the current level of services.

A brief review of this data leads to a number of interesting conclusions. That is, crime is continuing to rise within the state in all categories of serious crime. The majority of all serious crime within the state occurs within its major cities as a group or class and the state's large cities, as a group, have received minimal funding to improve their delivery of services or to take direct action on crime reduction goals. The California SPA initiated an interesting concept wherein they included a number of major cities together for a specific purpose, (in this case prevention of burglary) and created a block fund allocation that was set aside for the cities. This permitted the cities to design programs that would achieve desired results. The same type of program approach needs to occur in Wisconsin.

Special Studies.

The Mayor and Common Council of the City of Milwaukee have focused attention on two problems faced by the city in the area of public safety. The first was how to insure that the current expenditures for police services are returning maximum benefits for Milwaukee residents. This matter was addressed in a Council assisted Cost-Benefit Analysis Study which resulted in certain recommendations

that are currently in the process of local government review.

The second problem area deals with how to develop and appropriately fund a program which would attack the root causes of crime through various social and non-police preventive measures. This approach recognizes that expenditures on police activities do not correct all of the conditions which foster crime. The factors most closely related to criminal behavior which can be attached through allocation of limited city resources needs to be identified and examined. Finally, a plan of action must be developed in light of such findings.

Independent research is also needed in other pertinent criminal justice areas. Particularly, there has been little in the way of scholarly work done in the area of vandalism. This is a problem of statewide magnitude, continuing in nature, and the results of a comprehensive study that would provide remedial methodologies would be of direct benefit to all agencies that must contend with the problem. Therefore, there needs to be assistance for definitive research into this problem area.

Finally, there are two other studies that deserve attention. The problem of public housing security both from a personal and property viewpoint has been discussed for years. The State Council assisted in a study of security for public housing two years ago. Last year a shell program was placed in the plan with no funds allocated to it. The Public Housing Authority of the Department of City Development continues to recognize the need for improvements of personal and physical security. There needs to occur selective implementation of certain of the studies recommendations. There exists

a potential here for cooperative federal funding to implement a program approach that will have long-range effectiveness in crime prevention, security of residents and property, and enhancement of a citizens' sense of security.

The City of Milwaukee is also awaiting the outcome of the security needs study of the state's major ports as contemplated in Program 17 of the 1974 Wisconsin Law Enforcement Plan. The City of Milwaukee maintains a keen interest in upgrading the security of the local Port of Milwaukee. There currently is on file at the state office a proposal to implement a planned security program. The latest information available indicated that a state agency may be interested in conducting the study outlined by the SPA in their 1974 plan. Local planners have encouraged that such a study be undertaken immediately to determine the impact of its results upon the application presently in house and it is local intention to pursue that program.

PART IV
ANNUAL ACTION PROGRAMS

PROGRAM 1

PROGRAM TITLE: POLICE RECRUIT TRAINING

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Local law enforcement agencies are required to train new sworn personnel to at least the minimum employment and training standards promulgated by the Law Enforcement Standards Board. The statutory requirement mandates a specific number of hours of recruit training for every entry level into police service within the state.

1.2 Problem Scope - The City of Milwaukee anticipates training one hundred new recruits annually. Additional police patrolman positions may be requested through the local budget process. If approved the above indicated number would be adjusted upward. The figure of one hundred is based upon normal attrition due to retirements, resignations, etc.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - This program permits the City of Milwaukee to be in compliance with statutory standards.

2.2 Ranking of the Problem - Police officer training has consistently been ranked as a first priority both locally and statewide. Virtually all studies in the police science field recognize such training as a priority matter.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal is for the training of recruits by the Milwaukee Police Department to meet and exceed Law Enforcement Standards Board's standards. There will be total recruit training on a continuing basis.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - A grant will be made by the Wisconsin Council on Criminal Justice to the Law Enforcement Standards Board to provide reimbursement to units of local government. Such grant will be for a period of time to permit the Law Enforcement Standards Board to acquire its funding base through the regular state budget. The program will be administered by the Law Enforcement Standards Board with local government submitting the required information in an appropriate format to permit reimbursement.

- 4.2 Justification for Approach - This procedure reflects the decision to centralize administrative responsibility for statewide recruit training standards. Local facilities are certified to conduct the training as the most cost effective approach.
- 4.3 Cooperative Arrangements - The Milwaukee Police Training Academy has a long history of making recruit training available to other local government police agencies. That willingness to train continues as strongly as ever.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Facility: The state certified Milwaukee Police Training Academy which includes the necessary personnel, facilities and equipment to accomplish stated goals.

Cost: Reimbursement at established rates, per local officer trained.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City of Milwaukee		\$154,000	*	*	*
TOTAL PART C		\$154,000			
TOTAL FEDERAL FUNDS		\$154,000			
PROGRAM TOTAL		\$154,000			

* Federal funds will terminate by 1976 and reimbursement will be through state funds.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

- Facility is certified by the state to conduct police recruit training.
- No special conditions.

PROGRAM 2

PROGRAM TITLE: POLICE IN-SERVICE TRAINING

1. NEEDS AND PROBLEMS

1.1 Problem Definition - There exists the need to provide a systematic recurring, annual program of in-service training for local law enforcement officers. One additional factor in the problem is that because the Law Enforcement Standard Board has been designated as the State agency to administer this program it is designed only to provide a stated monetary reimbursement for specific hours trained. This concept precludes providing assistance to certified training schools to upgrade their training capability. Therefore, although in-service training personnel will benefit, a new program approach is recommended under Specialized Training and attention is drawn to that need.

1.2 Problem Scope - The City of Milwaukee trained 2,027 sworn officers consistent with in-service training standards. It is anticipated that this number or greater will be trained in 1975.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - There continues to be a strong emphasis on the improvement of training for police. In-service training is a requirement recognized by all police administrators and by all studies performed dealing with the police function.

2.2 Ranking of the Problem - In-service training has consistently been identified as a high priority matter, locally and statewide, and by diverse authorities in the law enforcement field.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal is to provide a minimum of forty hours of instruction per year to all line police officers in subjects of contemporary importance and refresher courses in basic enforcement skills.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - One grant will be made to the Law Enforcement Standards Board who will administer the program on a statewide basis. Training will be conducted

by state certified training facilities. The Milwaukee Police Training Academy will conduct the program locally. Applications for reimbursement will be filed to the administering agency.

4.2 Justification for Approach - This approach incorporates administrative responsibility in one agency at the state level.

4.3 Cooperative Arrangements - Curriculum requirements established by the Law Enforcement Standards Board will be maintained. The Law Enforcement Standards Board will also certify facilities and instructors. Local agency will utilize outside personnel and material resources as deemed necessary.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Facility: The State certified Milwaukee Police Department Training Academy will be used which includes the necessary staff, facilities and equipment to accomplish stated goals.

Cost: Reimbursement at established rates, per local officer trained.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City of Milwaukee	\$40,540	\$40,540	\$63,000	\$63,000	\$63,000
TOTAL PART C	\$40,540	\$40,540	\$63,000	\$63,000	\$63,000
TOTAL FEDERAL FUNDS	\$40,540	\$40,540	\$63,000	\$63,000	\$63,000
PROGRAM TOTAL	\$40,540	\$40,540	\$63,000	\$63,000	\$63,000

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 3

PROGRAM TITLE: POLICE SPECIALIZED TRAINING

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - The application of law to our society is never constant. The multitude of procedures employed are constantly evolving through legislative change, judicial decisions and improvements in practical procedures. There exists a continuing need and responsibility to keep law enforcement personnel adequately informed and to provide the resources to assure that their exposure to current job knowledge is maintained at an acceptable level.
- 1.2 Problem Scope - Law enforcement must be provided with the resources that will permit the police officer to receive training in a wide variety of short term, high impact professionally orientated training experiences that are directly job related. Such training experiences can occur within state certified training schools and facilities within and outside the state. Such training needs to relate directly to high priority areas of police responsibility.

The Milwaukee Police Department Training Academy trains more police officers than any other such facility in the state. It also has some unique needs. It is not practical to send a high volume of officers to specialized schools conducted in or out-state. Such training needs can be met locally with the encouraged development of improved resources for this facility. Therefore, an additional program category needs to be established.

Program 3A. To provide assistance to agencies for special police training relating to areas of direct police responsibility consistent with past policies related to in and out-state training.

Program 3B. To provide funding to state certified training academies that will enable them to improve, upgrade, expand the quality of their curriculum. Such assistance is designed to permit the employment of new methodologies, provide new resources and generate the development and presentation of innovative training approaches to be conducted at the local level rather than outside sources. The ultimate goal would be to provide a unique opportunity and challenge for development of outstanding police curriculums that could make Wisconsin and its police agencies a model. Such a development is designed to enhance the unique curriculum

needs of state training facilities and not compete with or supplant the efforts of the University of Wisconsin Extension.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of Problem - The need is most urgent to continue to meet the goals as described in Program 3A. Program 3B is equally as urgent because even though we have state certified schools meeting minimum standards, we must have resources available that will challenge a commitment to development of excellence.

2.2 Ranking of Problem - This type of training has consistently received a high priority ranking.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal is to make available specific short term high intensity directly job related training to Wisconsin police officers. Program 3B will result in new curriculum developments, new approaches and improve the effectiveness of training and reduce the need for out-state training as well as respond to needs of law enforcement at the local level.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan -

Program 3A - Implementation would continue to be consistent with Council policy and procedure.

Program 3B - Implementation would be accomplished through the development of grant applications submitted for the approval of the Council.

4.2 Justification for Approach - Specialized training needs for law enforcement continue to exist and must be met to assure departments of the benefits of personnel trained in the latest procedures and acquainted with new concepts relative to solving and handling operational responsibilities. In addition, this development will assure better training, to more officers, at a reduced cost with the highest quality attainable.

4.3 Cooperative Arrangements - Individuals who attend outside training experiences generally share their knowledge with the department through job performance or through the in-service training program. New curriculum developments and procedures will benefit all police who are able to avail themselves of the recruit and specialized training conducted by a state certified school.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Program 3A - Selected department personnel would attend outside specialized training facilities.

Cost: Reimbursement would occur in the form of tuition, room, board and travel consistent with established policies.

Program 3B - The responsibility for the development of new curriculum approaches and required resources would rest with the department that maintains a state certified training facility. Locally, this would be the Milwaukee Police Department Training Academy.

Cost: This would take a variety of forms to permit development of curriculum, and acquisition of necessary resources.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Police Department		\$39,600	\$30,000	\$25,000	\$25,000
TOTAL PART C		\$39,600	\$30,000	\$25,000	\$25,000
TOTAL FEDERAL FUNDS		\$39,600	\$30,000	\$25,000	\$25,000
STATE/LOCAL SUPPORT		4,400	3,333	2,777	2,777
PROGRAM TOTAL		\$44,000	\$33,333	\$27,777	\$27,777

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

- Consistent with Council policy on outside training experiences.
- State certified training facilities to offer new and improved or expanded training elements.

PROGRAM 4

PROGRAM TITLE: IMPROVEMENT OF POLICE-COMMUNITY RELATIONS

PROGRAM 4A: Minority Recruitment

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Agencies that have the responsibility to recruit personnel for the law enforcement field need to ensure that there exists no artificial or arbitrary barriers--cultural or institutional--that discourage qualified individuals from seeking employment or from being employed as police officers. Positive efforts to employ minority group members should be undertaken. There exists the need to conduct research, develop and implement specialized minority recruitment methods. The effectiveness of specialized minority recruitment methods need to be evaluated so that successful methods may be emphasized. It is a well recognized need for every major urban city that the police department include qualified minority law enforcement officers.

1.2 Problem Scope - The Fire and Police Commission of the City of Milwaukee conducts a police officer recruitment campaign annually. Consistent with the problem, the Commission has emphasized recruitment of minorities in recent years. Although the results of such efforts have been disappointing, the commitment continues. The numerical trend of minority applicants is on the increase and this experience needs to be supported to assure continued efforts. The 1974 recruitment experience reveals that 105 minorities filed applications. This figure includes both male and female applicants of minority groups.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - The Advisory State-Local Task Force on Uniform Employee Selection Guidelines stated that . . . "state and local government cannot afford to ignore the employment aspirations of minorities and women. Political and ethical realities dictate that state and local officials deal seriously and conscientiously with such groups . . ." Further, the LEAA Center for Criminal Justice Minority Employment Opportunities has stated, "The ranks of the law enforcement profession must include . . . individuals who are themselves members of minorities". Thus the problem is an urgent one and must be dealt with in a most affirmative and direct manner.

2.2 Ranking of the Problem - The recruitment of qualified minorities for the law enforcement function maintains a high priority.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal is to increase the proportion of members of minority groups that become police officers.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - An affirmative recruitment campaign will be organized and directed to minorities utilizing the special expertise and recommendations of a special Police Recruitment Council. The recommendations and activities of the Council will be shared with the project supervisor.

The applicant's foremost interest lies in the personal contact of potential qualified candidates and taking steps that will secure their continuing interest not only to apply, but to retain their interest during the selection process. The applicant will engage the services of a program coordinator who will be responsible for all field work, agency coordination and personal contacts.

An extensive advertising campaign will be conducted. Bids will be invited; proposals should include the development of a theme, television commercials, radio spot announcements, newspaper ads, posters and handout material.

A test-skills program will be utilized. It is the intention of the applicant to invite the participation of recognized minority organizations to conduct this program on their premises which would be accessible to minority group members.

Applications will be made available for a period of three to four weeks and will be given as wide a distribution as possible. They will be available to citizens through the applicant's office, all police stations, mobile unit and selected community agencies.

4.2 Justification for Approach - The approach chosen reflects proven and recommended procedures and involves the direct participation of the minority community.

4.3 Cooperative Arrangements - The governmental agency responsible for recruitment works closely with established minority recruitment agencies in delivering a test-skills

program in a geographical location central to the minority communities. In addition, an ad hoc minority recruitment council would be established to aid in the development of the recruitment effort.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: A program coordinator for a limited period of time to perform all associated field work.
 Services: Contract services of a public relations or advertising agency to develop posters, hand-out material, printing, photography, develop a theme, radio, TV commercials and newspaper advertising.
 Travel: For program coordinator.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Fire & Police Commission	\$10,241	\$10,225*	\$10,000		
TOTAL PART C	\$10,241	\$10,225	\$10,000		
TOTAL FEDERAL FUNDS	\$10,241	\$10,225	\$10,000		
STATE/LOCAL SUPPORT	1,138	1,135	1,000		
PROGRAM TOTAL	\$11,379	\$11,361	\$11,000		

* This program is not designed to be subject to the reducing ratio funding policy. It is designed to be an annual short term program for a specific purpose rather than a service delivery program over a year's duration.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 5

PROGRAM TITLE: CRIME PREVENTION IMPROVEMENT-BUILDING
SECURITY CODE

1. NEEDS AND PROBLEMS

1.1 Problem Definition - This program needs to be viewed as offering a crime reduction potential for local government on a statewide basis. It is a program concept that may be controversial in several of its aspects and yet meritorious in others. It is a concept that can benefit from discussion and from such discussion may evolve a viable programming concept, albeit revised, that will meet the needs of various communities in attempting to cope with an increasing high rate of burglarly and serious violent crime in residences and business establishments. On pages 58 through 71 of this report is a concept paper dealing with the building security code as a crime prevention method. That section should be read in conjunction with this program.

1.2 Problem Scope - Part I serious crime has been increasing statewide over the past five years. For example, burglary has increased statewide a total of 57.5% while robbery has increased 89.3%. During this same period, in Milwaukee, burglary has increased 28.2% and robbery 68%. This increasing trend has not been reversed in recent years.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - As discussed in the concept paper, building security codes have been developed in a number of cities nationwide. A number of federal agencies are also looking into its applicability and developing standards. It appears that this is an appropriate time to initiate examination of the concept.

2.2 Ranking of the Problem - Because the program is presented as a concept for further discussion, there is no need to comment upon its ranking order, but rather its potential as a means toward crime reduction.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The only reasonable goal at this time would be to seek local government action that would conduct a feasibility study concerning implementation in its various aspects.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - None at this time.

4.2 Justification for Approach - Refer to discussion of concept on pages 58 through 71.

4.3 Cooperative Arrangements - None.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

None at this time.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

None

PROGRAM 6

PROGRAM TITLE: EQUIPMENT AND TECHNOLOGY

PROGRAM 6A: Automated Records Systems

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The police department must maintain adequate records of persons and events to be used for operational and administrative purposes. A good records management system will improve operations and in the long-run save dollars. Properly recorded and rapidly available information greatly increases the effectiveness of an organization. Therefore, a plan needs to be developed for an orderly transition of existing manual methods of records management to an effective and efficient automated process. To improve the physical handling of voluminous department files, there needs to occur a conversion of historical and current files to microform storage with immediate retrieval capability. The type of storage medium needs to be determined and the storage device must be capable of being randomly accessed for retrieval and production of hard copy.

1.2 Problem Scope - In general, the recorded information is presently prepared and filed manually within a variety of bureaus and divisions. It is not essential to list the total number of index or files that need to be automated, but suffice it to say that the files are voluminous. For example, in just one index, the Offender Report Index there are over 477,000 cards. The key point is that an automated record systems needs to be established. The microform system selected must be correct and must be user orientated to put information in the hands of users in the most rapid manner possible.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - The department has recognized for some time that the storage of data and its rapid retrieval needs to be addressed. The sheer volume of records, storage problems and retrieval needs are becoming a problem that has multiple effects. The police study performed by an outside consultant also recommended immediate action be initiated in the use of a microform format. New methodologies need to be introduced.

2.2 Ranking of the Problem - This is a new program effort for the police department. The Metropolitan Milwaukee Criminal Justice Council has not reviewed and commented upon the program. However, from a local perspective, the

need for this program is great and it is accorded a very high priority.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The goal of this program is to establish an automated records system for the police department that will be more cost effective than manual filing and will produce information retrieval in 1/4 the time.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAM

4.1 Implementation Plan - At this time it appears that one acceptable method of proceeding would be first to conduct a study to determine exactly what the automated record needs of the department are. This would also encompass an analysis of the most feasible method to be utilized. This would be followed by a determination of what microform equipment and retrieval equipment is required, a determination of the coding and indexing method to be used, and establishing proper microform flow and operations. The proper equipment would then need to be purchased, introduced and action initiated. Consistent with this development would be the need for staff training in the utilization of such files.

4.2 Justification for Approach - The microform approach can reduce space occupied by hard copy by some 96%. Microform will also upgrade security of files and makes compliance with laws, regulations and rules which determine which documents must be retained and the retention time more practical. Microform is also not subject to misfiling, loss or abuse and maintains the integrity of referenced material.

4.3 Cooperative Arrangements - None required or applicable. One brief comment, however. The Milwaukee Police Department is the center of information for assistance to other area law enforcement agencies. Exchange of information with other law enforcement agencies concerning law enforcement matters, i.e., investigations, occurs daily. Rapid information flow would have an effect on the operation of all agencies who contact the department on a regular basis.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: To be determined.

Facilities: Milwaukee Police Department
 Equipment: Microform system, including copy or film capability and retrieval system.

Other: System development.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Police Department	0	\$ 70,000	\$35,000	0	0
TOTAL PART C	0	\$ 70,000	\$35,000	0	0
TOTAL FEDERAL FUNDS	0	\$ 70,000	\$35,000	0	0
STATE/LOCAL SUPPORT	0	30,000	15,000	0	0
PROGRAM TOTAL	0	\$100,000	\$50,000	0	0

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 6

PROGRAM TITLE: EQUIPMENT AND TECHNOLOGY

PROGRAM 6B: Equipment

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Major law enforcement agencies have equipment needs that arise from new situations, a requirement to upgrade and modernize existing facilities or functions, the need to encourage new efforts involving innovative and unique types of technological application.

1.2 Problem Scope - Assistance is required to undertake new service delivery components or to improve existing methodologies. The Council policy of concentrating on larger applications which fit into major program efforts needs continued support.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of Problem - It has been a recognized necessity for police agencies to stay current in regards to equipment needs in the areas of investigation, administration and training. Such expenditures are well spent in terms of effectiveness and efficiency.

2.2 Ranking of the Problem - The continued requests both from a volume and funding standpoint demonstrates the priority which communities attach to this program.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - To permit the police agency to remain current with the state-of-the-art and assures that the delivery capability of police services improves in response to the community needs.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - The police agency will determine its needs for equipment and will state the specifications and qualifications for such items in an application.

4.2 Justification for Approach - The police department will carry out inquiry into assessing its needs in keeping with Wisconsin Council on Criminal Justice guidelines.

4.3 Cooperative Arrangements - This is dependent upon the outcome of a needs assessment and the type of equipment required and its use methodology.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Various items of equipment.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year	Multi-Year Period			
	1974	1975	1976	1977	1978
Police Department	\$19,362	\$27,000	\$45,000	\$45,000	\$45,000
TOTAL PART C	\$19,362	\$27,000	\$45,000	\$45,000	\$45,000
TOTAL FEDERAL FUNDS	\$19,362	\$27,000	\$45,000	\$45,000	\$45,000
STATE/LOCAL SUPPORT	6,454	11,580	19,286	19,286	19,286
PROGRAM TOTAL	\$25,816	\$38,600	\$64,286	\$64,286	\$64,286

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 7

PROGRAM TITLE: IMPROVEMENT OF POLICE MANAGEMENT

PROGRAM 7A: Police Study Implementation

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - Currently a Police Study Committee created by the Common Council of the City of Milwaukee is reviewing the outside consultant report dealing with the cost effectiveness of police services. The purpose of the committee is to review the study recommendations, make an independent judgement and forward any recommendations to the Common Council for further review and action. The work of the committee is not completed and its conclusions cannot be predicted at this time. Because the content of any findings are unknown, it is recommended that there be a separate police program providing for selective implementation.
- 1.2 Problem Scope - The consultant report deals with a full range of police department services. The Wisconsin Council on Criminal Justice has a copy of the study performed by Public Management Services, Inc.

2. GENERAL STATEMENT OF PRIORITIES

- 2.1 Urgency of the Problem - In prior year action plans, the SPA reported that funding assistance would be made available to implement certain, as yet undefined, aspects of the studies' recommendations.
- 2.2 Ranking of the Problem - Findings and conclusions relative to the study are not as yet complete. Several of the potential recommendations may fall within already existing program categories. However, fund availability to implement recommendations contained in studies funded out of crime control funds should be of primary concern to the Council.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

- 3.1 Multi-Year Goal - To assure that the delivery of police services is as cost effective as practical.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

- 4.1 Implementation Plan - The Police Study Committee will need to make well-considered recommendations to the Common Council. The Common Council will deliberate upon the report filed by the special committee. Certain recommendations may be forthcoming for consideration of

of implementation by the Chief of Police.

4.2 Justification for Approach - Approach will follow local government procedures and all applicable laws, rules and regulations.

4.3 Cooperative Arrangements - The Chief of Police is a direct participant in the discussions and deliberations of the special Police Study Committee.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

To be determined.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year	Multi-Year Period			
	1974	1975	1976	1977	1978
City of Milwaukee	0	\$54,000	\$ 96,000	\$ 70,000	
TOTAL PART C	0	\$54,000	\$ 96,000	\$ 70,000	
TOTAL FEDERAL FUNDS	0	\$54,000	\$ 96,000	\$ 70,000	
STATE/LOCAL SUPPORT	0	6,000	24,000	30,000	
PROGRAM TOTAL	0	\$60,000	\$120,000	\$100,000	

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 7

PROGRAM TITLE: IMPROVEMENT OF POLICE MANAGEMENT

PROGRAM 7B: Management Information Systems

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Electronic data processing for the police department is presently known as the Police Automated Communications System. This system as presently conceived is in a transitional phase. That is, the special Police Study Committee will review the question of computer services in light of recommendations made by the police study consultant. Also to be considered is the evaluation report on the system as prepared by Arthur Young and Company. Decisions on the future direction of this system will be undertaken by local government in the immediate future. While these issues are under discussion, there exists an immediate need to assure the continuity of services and programming needs provided by the switcher operation that links the department to internal and external police data needs.

1.2 Problem Scope - This aspect of police department operations is vital from a needed information perspective. The issues involved in this program are sensitive and complex. It functions as the link to NCIC and State CIB and computerized local data. Future decisions must address the security of information issue raised as well as an issue of dedicated system versus shared and the planned development recommended by the outside police consultant. There exists the option of proceeding in a manner outlined by the outside consultant. If this option were exercised there would need to occur both a planning and implementation phase. In review of these questions, the special police study committee passed the following motion. "The Special Police Study Committee recommends that the Common Council go on record as requesting that the State of Wisconsin fund a study to determine the needs for an integrated data processing system to serve the criminal justice activity of the regional area including the Courts, the Sheriff, all area police departments and related activity." At this time the Common Council has not acted upon this recommendation, however it indicates recommended action and direction. Further discussion of this issue will be found on page 74.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - The problem is most urgent when viewed from the perspective of operational data needs that are required on a day-to-day basis and its impact upon this region.

2.2 Ranking of the Problem - Based upon the various consultant reports, the position of the SPA and local government review processes that are ongoing, this program is of high priority.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - These will be determined through the local government review process which will take into consideration all relative studies and positions that impinge upon the issue. The immediate goal is to provide continued operation and support for the switcher operation while the decision-making process on future direction occurs.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - Maintain current switcher function while concurrent examination is made on future development of the system. Problem definition and scope also address this issue.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

The current requirement is for fixed contract services costs and operational needs directly related to the computer operation. Additional and future cost projections are dependent upon the decision-making process.

5.2 Multi-Year Budget Allocation

(see next page)

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Police Department		\$225,000		2	
TOTAL PART C		\$225,000			
TOTAL FEDERAL FUNDS		\$225,000			
STATE/LOCAL SUPPORT		96,429			
PROGRAM TOTAL		\$321,429 ¹			

1 This figure includes \$110,000 of federal funds for support of contract services for switcher operation. The balance of funds are designated for systems study and development work, the direction of which will be determined in the immediate future.

2 Multi-year projections are not indicated based upon the reviews which are necessary and will occur.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 7

PROGRAM TITLE: IMPROVEMENT OF POLICE MANAGEMENT

PROGRAM 7C: Police Test Validation

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The standards governing appointments to the police force directly relate to the effectiveness of police departments. It is imperative that these standards be job related and erect no artificial or arbitrary barrier to appointment to the post of police officer.

1.2 Problem Scope - There is a need for research into the manner in which candidates for the position of police officer are selected. The absence of scientifically acceptable studies (studies in which test batteries have been validated for the population on which they will be used) has not, however, deterred police selection organizations from using those unvalidated tests. The need for evaluation and validation of testing instruments dictates that a program be developed and included in the 1975 State Plan. Such a program should permit police personnel selection agencies to engage an outside consultant who can do a predictive evaluation of necessary tests to, in fact, "validate" them.

The need for this program goes even further. Besides evaluating the testing procedures for effectiveness in hiring qualified personnel who perform well on the job, the consultant should also be prepared to evaluate the test to determine whether or not it is culturally biased. Recent court cases involving minority applicants for police positions and urban police departments have resulted in rulings which maintain that tests for police employment may in no way discriminate against any applicant based on race, color, creed, sex or national origin. The laws on which these cases are based include: Title VI and Title VII of the Civil Rights Act of 1964, and Title 29, Chapter XIV, Sec. 1607, and Title 28, Chapter I, Sec. 42e, of the Code of Federal Regulations. All of these laws generally provide that discriminatory practices will not be allowed in any employment situation. Specifically, as stated in ACT-1, 5) C., of the Wisconsin Council on Criminal Justice project application form, Title VI of the Civil Rights Act of 1964 and Title 28 of the Code of Federal Regulations dictate that no federally assisted program or organization will be allowed to discriminate against any person on the ground of race, color, creed, sex or national origin; employment discrim-

ination is specifically mentioned as not be tolerated.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - Therefore, it is imperative that a program designed to allow for evaluation and validation of testing procedures be implemented in the 1975 State Plan.

2.2 Ranking of the Problem - The need to comply with both federal civil rights legislation and Wisconsin Council on Criminal Justice guidelines, dictates both the need and urgency for a program of this nature.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is to improve the effectiveness of the selection procedures with regard to the standards governing appointments to the department. A further goal is the compliance with federal civil rights legislation.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This program will be implemented by the Milwaukee Fire and Police Commission determining which of the police employee selection procedures are to be validated. A potential methodology would be to employ an outside consultant to perform the validation study.

4.2 Justification for Approach - There are several significant court decisions on the federal level that call for test validation as well as other applicable federal laws and rules previously cited.

4.3 Cooperative Arrangements - None, however any conclusions or published findings would be available for distribution to interested police personnel selection agencies.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Services: Contract services.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Fire & Police Commission		\$20,000	0		
TOTAL PART C		\$20,000	0		
TOTAL FEDERAL FUNDS		\$20,000	0		
STATE/LOCAL SUPPORT		2,222	0		
PROGRAM TOTAL		\$22,222	0		

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 7

PROGRAM TITLE: IMPROVEMENT OF POLICE MANAGEMENT

PROGRAM 7D: Police Civilian Employees

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The concept of utilizing civilian employees to perform duties and tasks not requiring highly trained officers has been expounded as one method to free additional police officers for other assignments or to achieve cost effectiveness in the utilization of personnel.

1.2 Problem Scope - The police study performed by an outside consultant has made certain recommendations in regards to the utilization of civilian employees. The question of the use of civilians for certain tasks is the first issue being undertaken for consideration by the special Police Study Committee. Their work on this question is not yet completed. The recommendations developed by committee will follow the procedure previously described. If a decision is ultimately made to utilize civilians in some manner this program would assist such a development.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - This program concept is presently undergoing in-depth review at the local level. The fact that it is the first issue examined by the Police Study Committee is perhaps significant.

2.2 Ranking of the Problem - Committee and future deliberations concerning this issue have not been completed.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The ultimate decision on the expanded utilization of civilian personnel is yet to be determined. The local review and decision making process must be completed before any projections can be framed.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - The Police Study Committee will make a recommendation to the Common Council concerning this matter. The Common Council will further review the issue and deliberate upon their findings. The concept may receive further comment at budget review time. Recommendations in this area will be submitted to the

Chief of Police for review, comment and consideration on future action.

4.2 Justification for Approach - Civilianization of certain sworn police positions has been utilized at an apparent increasing rate nationwide. The concepts stated in the problem definition are generally cited as reasons to consider this approach.

4.3 Cooperative Arrangements - None.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: 5 civilian positions

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City of Milwaukee	0	\$65,340	1		
TOTAL PART C	0	\$65,340			
TOTAL FEDERAL FUNDS	0	\$65,340			
STATE/LOCAL SUPPORT	0	7,260			
PROGRAM TOTAL	0	\$72,600			

1 Multi-year projections are dependent upon the local decision-making process now underway.

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 8

PROGRAM TITLE: POLICE COMMUNICATIONS IMPROVEMENT

1. NEEDS AND PROBLEMS

1.1 Problem Definition - System renovation efforts consistent with Communications Task Force recommendations have not as yet been completed and require continued, significant support. Communications is a primary need of law enforcement that is directly related to the effectiveness and efficiency of police performance. Consequently communications upgrading and system development are essential.

1.2 Problem Scope - Communications is central to the performance of the police task. The problems that need to be addressed include:

Program 8A: UHF Radio Conversion - A systemwide renovation project that will convert mobile field communications from VHF frequency to UHF. This would place department communications in a comparable status with other county-wide police agencies and upgrade communications to be consistent with Council policy of providing a single county-wide coordinating frequency.

Program 8B: Microwave Communications System - This system will serve as a primary link between the Police Administration Building and the police communications center. This system will replace an outmoded existing land-line system.

Program 8C: Mobile Digital Computer Terminal System - This system will provide field officers with direct computer access to computerized law enforcement records from a terminal device in the vehicle.

Program 8D: Automatic Car Locator System - This system will fix the location and movements of police vehicles.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of Problem -

Program 8A - It is most urgent that UHF system renovation be carried through to completion. Because of the magnitude of this project it has been divided into a three-phase program. Phase I has been submitted for approval and has the approval of the Metropolitan Milwaukee Criminal Justice Council.

Program 8B - This program is most urgent because it deals with administrative and command and control matters. It is a development that has appeared in prior local plans and its implementation cannot be delayed any further.

Program 8C - This program is of primary importance because of its direct impact upon police field forces and their capability of receiving expanded data output at increased speed.

Program 8D - This is a command and control element of significant potential that needs to closely be examined as to its feasibility.

2.2 Ranking of the Problem - Program 8A and 8B are of highest priority and their implementation must be assured. Program 8C is a vital new development that needs to be tested and program 8D requires further study.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - Program 8A will replace all existing police mobile radio communications to the UHF spectrum. Program 8B will result in a high speed system and will provide increased reliability and improved circuits. Program 8C would provide for the evaluation to determine the feasibility of future installation into two hundred police vehicles. Program 8D requires further study as to its feasibility.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - It is anticipated that Programs 8A and 8B will be implemented in 1975. Program 8A has been divided into a three-phase project due to its funding impact. The first phase of this program has been provided for in the 1974 plan. It should be completed in 1976. Program 8C is designed to provide thirty mobile computer terminals to be installed in 30 squad vehicles for the purpose of study and evaluation to determine feasibility for future installation into 200 police vehicles. Program 8D will continue to be under study as a future development.

4.2 Justification for Approach - Program 8A will implement recommendations of the Communications Task Force and will provide for city inclusion in a county-wide coordinating emergency channel; it will release a number of VHF frequencies and make them available to other police agencies as well as correct severe interference problems. Program 8B will offer a system of high reliability, improved security, increased transmission load and be cap-

able of transmitting computerized data. Program 8C will provide a technical improvement that is presently used by numerous other departments.

4.3 Cooperative Arrangements - Not applicable.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Equipment: Per specifications developed consistent with department need, City of Milwaukee procedures and funding agency guidelines.

5.2 Multi-Year Budget Allocation

Program 8A: REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Police Department		\$160,818	\$161,000	0	0
TOTAL PART C		\$160,818	\$161,000	0	0
TOTAL FEDERAL FUNDS		\$160,818	\$161,000	0	0
STATE/LOCAL SUPPORT		68,922	69,000	0	0
PROGRAM TOTAL		\$229,740	\$230,000	0	0

Program 8B: REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year	Multi-Year Period			
	1974	1975	1976	1977	1978
Police Department	\$104,825	0	0	0	0
TOTAL PART C	\$104,825	0	0	0	0
TOTAL FEDERAL FUNDS	\$104,825	0	0	0	0
STATE/LOCAL SUPPORT	44,925	0	0	0	0
PROGRAM TOTAL	\$149,750	0	0	0	0

Program 8C: REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year	Multi-Year Period			
	1974	1975	1976	1977	1978
Police Department					
TOTAL PART C					
TOTAL FEDERAL FUNDS			\$ 90,300		
STATE/LOCAL SUPPORT			38,700		
PROGRAM TOTAL			\$129,000		

5.2 Multi-Year Budget Allocation

Program 8D - No projection.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

CONTINUED

3 OF 4

PROGRAM 9

PROGRAM TITLE: IMPROVEMENT AND EXTENSION OF CRIME
LAB SERVICES

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - Forensic laboratory services for police is a recognized essential element directly related to the police investigative function that must be readily available to render quality service.
- 1.2 Problem Scope - The State Crime Laboratory is presently developing a regional crime lab in Southeast Wisconsin. The Milwaukee Health Department is currently providing forensic services to metro area law enforcement. Support for this service will need to continue until such time as the regional state laboratory is functionally capable of performing equal services.

2. GENERAL STATEMENT OF PRIORITIES

- 2.1 Urgency of the Problem - This on-going support for law enforcement is an essential service that provides expert analysis and testimony.
- 2.2 Ranking of the Problem - Regional crime lab development is a state project of high priority which received initial funding in 1974.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

- 3.1 Multi-Year Goal - The goal related to this program is to provide for implementation consistent with the plan developed by the State Justice Department. This developmental effort calls for the State to operate a Southeast regional crime lab and the eventual assumption of forensic services for law enforcement. Until this capability is developed, the local services will be maintained at its present level.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

- 4.1 Implementation Plan - Regional crime laboratory development will follow the plan developed by the State. Support for this effort would be the same as presently exists between the State Crime Laboratory and the local facility. At the time the regional laboratory is capable of providing service, the local effort will be phased out.
- 4.2 Justification for Approach - Consistent with state and local negotiations and approved state plans.

4.3 Cooperative Arrangements - Funds designated for the local operated forensic service are made available through a grant awarded by the Wisconsin Council on Criminal Justice to the State Crime Lab.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Maintenance of present effort required in the form of personnel services.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Health Department	\$54,680	\$54,680	0*		
TOTAL PART C	\$54,680	\$54,680	0		
TOTAL FEDERAL FUNDS	\$54,680	\$54,680	0		
STATE/LOCAL SUPPORT	18,226	18,226	0		
PROGRAM TOTAL	\$72,906	\$72,906	0		

* Contingent upon regional capability sufficient to supplant local efforts.

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 10

PROGRAM TITLE: SECURITY OF PUBLIC PLACES

PROGRAM 10A: Security of Public Housing

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - Crime rates in the area of low income and elderly high-rise public housing units in the City of Milwaukee are significant. The impact of crime can be reduced by diminishing the opportunity to commit crime through support for private patrol efforts and hardening crime targets.
- 1.2 Problem Scope - The public housing program in the City of Milwaukee operates twenty-one different projects having a total of 5,167 total living units. Low income occupancy units number 2,297 with elderly occupancy units numbering 2,073. The problems affecting public housing security are broader than simply listing known offenses. The location of housing units are within some of the highest census tract crime rate areas. It appears that public housing residents are subjected to a disproportionate number of offenses occurring against them and their property and it affects them directly within the setting in which they live.

(See following page, STATISTICS OF INCIDENTS REQUIRING POLICE OR WATCHMEN ASSISTANCE IN PUBLIC HOUSING AREAS, INCLUSIVE DATES (May 21, 1972 - February 15, 1973) for more information regarding the problem scope.)

STATISTICS OF INCIDENTS

REQUIRING POLICE OR WATCHMEN ASSISTANCE IN PUBLIC HOUSING AREAS, INCLUSIVE DATES

(MAY 21, 1972 - FEBRUARY 15, 1973)

		PROJECTS FOR THE ELDERLY										PROJECTS FOR LOW INCOME FAMILIES					
		ARLINGTON	BEECHER	CHERRY	COLLEGE	CONVENT	HOLTON	LINCOLN	LOCUST	MERRILL	MITCHELL	RIVER VIEW	HIGHLAND	LAPHAM	HILLSIDE	PARKLAWN	WESTLAWN
POLICE CALLS	AID OR TRANSPORT TENANT	13	0	1	16	5	4	4	3	8	2	5	1	23	38	73	18
	BREAK-INS, THEFT OR BURGLARY	11	1	0	2	5	1	0	1	0	0	3	6	11	69	39	20
	HOLD-UPS OR ASSAULT	1	0	0	0	0	0	0	0	0	0	0	1	7	29	12	18
	GAMBLING	0	0	0	0	0	0	0	0	0	0	0	3	81	445	39	1
	TRESPASSING OR VANDALISM	6	4	1	1	16	19	2	0	19	1	0	11	67	191	109	9
	LOUD PARTIES, ETC.	6	2	1	2	8	6	0	0	2	8	0	44	445	559	219	39
WATCHMEN ASSISTANCE	ILLEGAL PARKING OR ENTRY	54	11	6	24	15	7	56	4	30	2	76	29	29	522	662	200
	CHILDREN IN UNAUTHORIZED AREAS	143	57	164	15	19	133	906	32	75	55	230	105	256	1153	661	5646
	VIOLATIONS OF PROJECT REGULATIONS	37	10	89	3	11	9	11	9	74	3	13	75	147	1126	339	524
	FIRST AID OR OTHER AID	87	14	121	63	21	51	301	69	20	47	44	49	41	68	167	5273
	NOISY INDIVIDUALS OR PARTY	15	0	0	0	14	1	6	0	19	3	3	13	59	180	408	369

* Includes housing for both the elderly and low income families

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - Selective implementation of certain crime reducing measures and improvement of residents sense of security is essential.

2.2 Ranking of the Problem - The matter of improved security for public housing units has been an issue that has consistently been viewed with a keen interest locally. It is believed to be imperative that some direct action occur.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - That there occur a reduction of crimes against person and property. Such reduction of crime will be the result of support for private patrol (not personnel) and through the hardening of crime targets. These efforts should lead to an increased sense of security for residents.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAM

4.1 Implementation Plan - Private patrol efforts are supported by other federal funds. However, the personnel employed could perform at a higher level of efficiency provided they had additional resources available to them. Such patrols perform security related activities which complement the law enforcement effort in the area.

Target hardening as an approach calls for the systematic installation of materials and devices designed to secure buildings in order to protect property and persons against burglary and stranger-to-stranger crimes. Initially, property occupants must take steps to prevent crimes or becoming a crime victim. However, points of illegal entry are generally doors and first floor windows. "Hardening" these points of entry should provide some degree of deterrence. Poorly lit pedestrian ways and doorways are known to attract potential offenders. High risk buildings can be identified and protected against forcible entry.

4.2 Justification for Approach - This method provides the means necessary to improve the physical security of buildings in selected areas. It will also increase the sense of security and reduce the fear of crime experienced by residents. This approach can be taken on selected multi-family dwellings that based upon experience and records demonstrate a high need.

4.3 Cooperative Arrangements - None.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: None
Equipment: Site hardening devices.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974-	1975	1976	1977	1978
Public Housing Authority		\$36,000			
TOTAL PART C		\$36,000			
TOTAL FEDERAL FUNDS		\$36,000	\$32,000		
STATE/LOCAL SUPPORT		4,000	8,000		
PROGRAM TOTAL		\$40,000	\$40,000		

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 10

PROGRAM TITLE: SECURITY OF PUBLIC PLACES

PROGRAM 10B: Port Security

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The City of Milwaukee has presently on file with Region approval, a grant application to upgrade security at the Port of Milwaukee. The 1974 State Plan contains Program 17 calling for a study of cargo security needs and the results of such a study to be the basis for future programs. Because this study has not been performed, it is not possible to review the in-house application in the light of any new information and it therefore remains for implementation.

1.2 Problem Scope - The purpose of this program is to improve security at the international Port of Milwaukee. The City of Milwaukee has over \$23 million invested in harbor facilities. In addition, private industry has invested a considerable amount of money to locate warehouse and related port operations in this area. This combination of public and private investment necessitates the appraisal of the adequacy of a security program. The above, in concert with the fact that the Milwaukee Port handles overseas commerce which exceeds 1 million tons makes it a uniquely high value and attractive facility.

The thrust of this program is prevention. Prevention is a major component of any crime control program. Facility security is a public concern expressed by the Harbor Commission and the Common Council of the City of Milwaukee.

This program is designed to be crime specific in its approach. That is, it improves control by reducing the opportunity to commit crime, it "hardens" the target area making it less susceptible to attack and increases the risk of detection and apprehension.

At the present time there is basically nothing to prevent indiscriminate roaming of the area by any and all persons. This accessibility must be weighed in light of the density of potential targets, the dollar value of facilities and recent trends of increased crime in ports of this nation. Persons with criminal intent must be discouraged from roaming at will throughout the complex.

From a national perspective, Port Security, Cargo Security has LEAA support.

2. GENERAL STATEMENT OF PRIORITIES

- 2.1 Urgency of the Problem - Development of this program is most essential. The interest of the Board of Harbor Commissioners is a continuing one and the applicant is most anxious to implement this program.
- 2.2 Ranking of the Problem - Local government considers this program to be of high priority.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

- 3.1 Multi-Year Goal - This program seeks to maintain control of access to the entire harbor complex so that entry may be restricted to those having legitimate business and provide a system of interior surveillance and patrol with emphasis on instituting a system to provide accurate documentation of all cargo entering and leaving the port.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

- 4.1 Implementation Plan - This program would be operated by the Board of Harbor Commissioners for the City of Milwaukee.
- 4.2 Justification for Approach - The concept of port security is not one to be lightly dismissed. Congressional hearings have established that merchandise passing through our nation's ports of entry is the object of widespread theft and pilferage. Losses resulting from cargo theft and pilferage in the transportation industry climb into billion dollar figures annually. These losses constitute a major drain on the commerce of the United States.

Direct financial loss is attributable to the theft of cargo. Yet, the direct financial losses are only the most obvious consequence. The actual dollar value of lost cargo, though large, is of least importance. There are other submerged, consequences of the initial, direct financial loss represented by the value of the stolen goods.

The national experience has been that insurance payments and premiums soar. Firms are burdened with the additional cost of administration of cargo theft claims. Some sales are delayed while others are lost. Carriers lose business. Some carriers will refuse to haul theft-prone items. This boils down to private embargoes and interference with the flow of commerce. There are often threats of violence, injury, and damage. Cargoes may be diverted from one port; businesses might relocate, and the entire transportation industry suffers from image problems. Prices and freight rates increase. Tax collection is impaired, thus a loss of government revenue. Stolen cargo reenters commercial

channels. This constitutes a highly unfair and illegal competitive weapon. The competitive process is eroded.

The foregoing litany of losses inflicted after, and as a consequence of the actual theft of cargo could be considerably expanded and embellished. The growing indication clearly establishes that these follow-on impacts constitute the most significant loss category. These resulting costs considerably outweigh the financial distress represented by the dollar value of stolen cargo. In the field of economics this is known as a multiplier effect. Every one dollar of direct loss generates "x" number of dollars of consequential loss. Thus, where several billions of dollars of cargo "disappear" annually, the actual cost could well be several times that figure via the multiplier.

To prevent a cargo theft is usually far easier and cheaper than to catch the thief. Society as a whole benefits from a crime being prevented rather than committed. The foregoing illustrates the need for remedial measures. The problem will not disappear of its own volition. Left untouched, it will only become more aggravated and serious.

4.3 Cooperative Arrangements - None necessary.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Contract services, equipment and supply costs.

5.2 Multi-Year Budget Allocation

(See next page.)

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Board of Harbor Commissioners		\$136,269			
TOTAL PART C		\$136,269			
TOTAL FEDERAL FUNDS		\$136,269			
STATE/LOCAL SUPPORT		15,141			
PROGRAM TOTAL		\$151,410			

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 11

PROGRAM TITLE: POLICE RESEARCH AND DEVELOPMENT

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - Historically there has been little activity in the area of research into pertinent criminal justice system areas. In particular there has been little in the way of scholarly work done in the area of vandalism. The lack of such information has hindered agency action when remedial efforts are attempted.
- 1.2 Problem Scope - The lack of comprehensive studies into the various aspects of the vandalism problem hampers efforts to control or eliminate the problem. Insufficient financial resources have prevented most public agencies in the state from undertaking comprehensive research projects. In some instances, a lack of research expertise has also contributed to the problem.

There are two ways to approach solving the problem. One is to treat vandalism as a symptom and go from there. The other is to treat it as a crime which may be prevented.

There has been an alarming and dramatic increase in vandalism over the past five years. Current measures of controlling and dealing with the problem are proving to be increasingly ineffective. Vandalism should be recognized as a complex problem. So little is known about it that considerable additional research is needed.

It can be said that there is a dichotomy to vandalism. It is split into two factors: internal and external. The internal factor deals with psychology of vandalism. This factor examines the motivation to commit a destructive act. Why will one person be a vandal and another not? There is a need to know the threshold of vandalistic acts.

The external factors are those things done to remedy or prevent such acts. These might be termed remedial measures or target hardening. Preventive maintenance is extremely important. The cost of this crime to society makes it important to affect both the internal and external factors.

This program would study the above two factors. The study would examine cause and effect, and feedback. It would lead to a program of recommended behavior modification. The study would also gather data on cost and methodology implementation.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - There is a need to make available funds to conduct in-depth research into law enforcement problems. The crime of vandalism lends itself to such research. Vandalism is an act that affects all communities on a statewide basis.

2.2 Ranking of the Problem - This program should be considered important to implement because its end product will be a published report that will include specific findings and recommendations presenting guidelines for preventing vandalism. It is expected that it will prove to be a significant source guide for all individuals who must deal with the problem of vandalism.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - It is anticipated that this program would be completed in one funding year. The product of the study would be a published report of findings and recommendations that would serve as a guide for actions to reduce the incidences of this offense.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAM

4.1 Implementation Plan - The study would be conducted under the direction of Mr. George T. Wilson, Ph.D., Assistant Superintendent of Schools, Division of Municipal Recreation and Adult Education. Mr. Wilson and his staff have considerable expertise on this matter and they are prepared to examine the problem in depth.

4.2 Justification for Approach - Such a study would have direct application to the reduction of vandalism to school buildings and recreation of adult education facilities and properties in Milwaukee.

4.3 Cooperative Arrangements - A final report would be published which could be made available for wide distribution.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: Staff of the Division of Municipal Recreation and Adult Education of the Milwaukee Public Schools.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Milwaukee Public Schools		\$18,000			
TOTAL PART C		\$18,000			
TOTAL FEDERAL FUNDS		\$18,000			
STATE/LOCAL SUPPORT		2,000			
PROGRAM TOTAL		\$20,000			

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 12

PROGRAM TITLE: MAJOR CITIES DIRECT ACTION PROGRAM

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The Crime Control Act block grant approach represents a significant device for achieving greater cooperation and coordination of crime reduction efforts between the state and its cities. The state has the responsibility to distribute an adequate share of funding assistance to deal with law enforcement problems in areas of high crime incidence. In compliance with this requirement, the SPA has identified high crime areas with the state according to LEAA standards and then allocated, in a general fashion, the amount of funds from the six basic functional concerns in the plan that are eligible for award to such areas. This procedure meets minimum plan requirements, but there exists a gap in the state's performance.

The key element is that the state has not up to this time examined or recognized the major cities of the state as collective units of local government nor have they examined what portion of the state's crime experience is occurring within these cities and related fund distribution to such information. The state's major cities have been ignored as a class. The state's major cities have problems. They have not been adequately recognized or considered in the resource allocation decision-making process. When the large cities are viewed as a class their crime experience in relation to state's total crime leads to the conclusion that such entities require independent status and resource allocation to enable them to respond to crime related conditions occurring within their areas.

The flow of LEAA funds to help solve crime problems within the cities has been limited, uncertain and sporadic. Major cities within this state require a broader base to finance crime control efforts. There must be an assured distribution of funds to those areas where the problem is most clearly evident. However, it requires state actions and procedures to get these needed funds into the cities. There must be an increase in the number of dollars available to cities to fight urban problems if we indeed entertain the goal of making a significant impact on the reduction of crime. The state must be willing to meet the pressing needs of its urban cities. There needs to be a recognition of the state's major cities as a separate class with unique problems and needs that can be addressed only through the creation of

a new functional and program area within the state plan, identified as "Major Cities Direct Action Program" accompanied by an allocation of adequate funds.

1.2 Problem Scope - Major cities within this state must be provided with support to supplement their efforts to attack and reduce specific high incidence crimes. Such efforts will demonstrate that cities can respond in a significant manner to reduce crime. The problem of serious crime incidence in the state's twenty-one largest cities is dramatic. Consider that the cities over 30,000 in population comprise 41.8% of the state's total population but account for 70.6% of its murders, 65.2% of the rapes, 84.3% of the robberies, 49.8% of the burglaries, 57% of the thefts, 76.1% of the auto thefts and 55.2% of the aggravated assaults. The arrest statistics are consistent in that the cities as a class account for 55.3% of the total arrests in the state, 58.1% of all adult arrests and 51.9% of all juvenile arrests. In all, 57% of Wisconsin's part-one crime index offenses occurred in these cities. Comprehensive data documenting these figures are provided on pages to . To illustrate the obvious lack of relationship between where crimes and arrests are occurring and funding flow to the cities, we need only note the cities as local government entities received only a total of \$348,716 as a class of subgrantees in 1973. From the above, the problem is manifest. The state's largest cities suffer disproportionately from the effect of crime. The resources they commit to the dealing of crime, though sizeable, are inadequate. The resources of these cities are restricted by the number of tax dollars available.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - Inasmuch as Wisconsin's major cities have within their boundaries two-fifths of all residents of the state and crime occurs in a fashion disproportionate to population, the problem of curbing urban crime is most urgent.

2.2 Ranking of the Problem - The principal goal of the criminal justice program is to reduce crime. The Major Cities Direct Action Program seeks to accomplish this goal.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is to reduce the overall percentage of crime that the major cities experience in relation to the total of the state. An ancillary goal will be to provide the cities with resource potential that will encourage local

government initiative to participate and design efforts that result in direct action to reduce crime in the cities.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - The Wisconsin Council on Criminal Justice would create a new program or functional area entitled Major Cities Direct Action Program. The funds initially allocated to this program would not initially exceed 3% of the total crime control funds awarded to the state. The funds allocated to this program would be placed in the "other local" category which would permit competition between the state's major cities for funds available. The program description shall be written so as to provide as much flexibility as possible to potential applicants to meet what may be unique area needs. However, adequate specificity would be provided by requiring that program designs be crime specific on that they address issues contained in National Advisory Commissions report on Standards and Goals.

4.2 Justification for Approach - Crime related data has already been provided. An examination of fund flow to cities demonstrates that consistently throughout the state, the cities are not significant direct participants in programming efforts. Yet it is within the major cities where the majority of criminal events occur and if we are going to reduce crime, we are going to have to do it where it occurs.

There is a point of view that argues that the cities are responsible for only one criminal justice function and this narrow approach may not be consistent with region-wide system improvement concerns. Or, that the cities approach to problems has been inconsistent with regional approaches. This further points to the problem. If cities are not responding perhaps problems are being experienced with specific program constraints contained in current plans. This program would be a step toward correcting such deficiencies.

4.3 Cooperative Arrangements - None can be specified at this time. However, they will become identified in the development of actual grant applications which will receive independent review. Further, with the status of an actual program, regional planning agencies can encourage the participation of cities. Regional review agencies will also be able to express their concerns on programming efforts through their review and comment role and recommendations to the Wisconsin Council on Criminal Justice on program designs submitted.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

To be dependent upon program designs which would be either crime specific in their approach or consistent with Standards and Goals.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Various Units of Local Government		\$300,000	\$400,000		
TOTAL PART C		\$300,000	\$400,000		
TOTAL FEDERAL FUNDS		\$300,000	\$400,000		
STATE/LOCAL SUPPORT		33,333	44,444		
PROGRAM TOTAL		\$333,333	\$444,444		

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

Eligibility under this program shall be major cities within the state as defined by the Wisconsin Council on Criminal Justice as being cities in excess of 30,000 in population.

PROGRAM 13

PROGRAM TITLE: MUNICIPAL COURT OPTION

PROGRAM NOTE:

A committee of the Milwaukee Common Council has before it, for consideration, a Charter Ordinance which would create two municipal courts. As per Wisconsin statute and Supreme Court mandate, these would be courts of limited jurisdiction. The decision-making process of the City has yet to finalize policy on the matter. At the time of the drafting of this plan, the resolution is under study. A policy decision on the matter will not occur until after submission of the City of Milwaukee Criminal Justice Plan, FY 1975.

1. NEEDS AND PROBLEMS

1.1 Problem Definition - The problems of the judicial system continue to mount each year as the number of cases being processed increases. Improved case review rates and increases in the number of judges have not nearly kept pace with burgeoning caseloads. While the number of cases disposed of has increased, the backlog of cases awaiting disposition has also increased.

1.2 Problem Scope - The major national emphasis in judicial programming is on the administration of the judicial system. It is recognized nationally that the major problem facing our judicial system today is the delay in processing criminal cases.

The establishment of strong administrative leadership, which will help ease the flow of cases, must be matched by the establishment of new procedures for the processing of cases. Administrative and records management procedures must be examined and modified to meet the demands of contemporary problems. Many systems now in operation were designed and installed to meet the requirements of another era.

Much of the work of lower courts involves simple fact situations related to ordinance enforcement matters. Minor criminal and traffic offenses pose two problems for lower courts and their judges. First, the large number of these cases and the overwhelming part of the docket they consume, prevent courts from devoting sufficient time and energy to the balance of their criminal calendars. Second, these types of cases are simple in facts and law and soon become routine. Judges who hear routine presentations many times a day find it difficult to give cases or defendants individualized attention or

concern. The cases tie up court resources that could be used to process more serious cases.

To adequately handle the volume of cases projected, courts, and the proposed courts in particular, should have computer capability to perform indexing, docketing, and scheduling functions.

The practical advantages to the individual court of such a computerized system are many. First, all the information about a particular case is centrally located and need not be duplicated. Frequency of errors is reduced, as is the amount of clerical work necessary in the present system. Records are more accessible.

The computer would contain all information necessary to monitor individual cases through the system. Excessive delays and omissions would be noted automatically so that corrective action could be taken. The computer also could perform scheduling functions, which would minimize courtroom delays.

Milwaukee's County Courts are the busiest and most congested in the State. Out-state and reserve judges are assigned to alleviate this burden. This all costs money. Delays are frequent. From a participant's view, a high cost is extracted when justice is not meted out efficiently.

Each year the City Attorney's Office prosecutes an increasing number of ordinance violation cases. On a recent day, ordinance intake work was taking place in eight separate courts. This required eight attorneys to represent the interests of the prosecution. Even with this, delays are not uncommon. These largely forfeiture cases clog calendars and delay courts from considering other, more important matters.

New administrative procedures could be implemented. Scheduling and docketing could be improved and police overtime may be reduced. In 1973, some \$700,000 was expended for overtime for judicial proceedings. With two such courts as proposed, the number of attorneys needed for court work could be adjusted. Manpower could be allocated to other problem areas. Interns could be utilized for further savings.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - Courts occupy a middle position in the criminal justice process, between the corrections system and the police. Because the courts are the decision-maker in the process, it is imperative that the decision-making apparatus function smoothly.

2.2 Ranking of the Problem - In the past year urban regions, such as the South Central and the Southeast, ranked this program first. This reflects the court congestion prevalent in urban areas.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is threefold. The first part of the goal is to reduce the caseloads in various branches of the County Court. Secondly, it is hoped that the implementation of this program will lead to a more efficient processing of cases, reduction of some police overtime and a reduction of judicial proceedings. Thirdly, the goal, ultimately, is to improve citizen involvement in the criminal justice system.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - As was mentioned previously, a resolution has been prepared. This ordinance has been referred to the Common Council's Legislative and Judicial Committee for consideration. No decision has been made, nor will there be a firm decision made until there has been further local government review. Thus, plans for implementation of computerized court docketing and scheduling, information system, and microform legal research capabilities must be held in abeyance until the the local government decision-making process has completed its work.

4.2 Justification for Approach - The intricacies of this program are designed to decrease the problems of the judicial system. The proposed municipal court system would improve judicial administration, case disposition, and the delivery of justice.

4.3 Cooperative Arrangements - None identified.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

5.2 Multi-Year Budget Allocation

(See next page.)

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City of Milwaukee		\$27,000			
TOTAL PART C		\$27,000			
TOTAL FEDERAL FUNDS		\$27,000			
STATE/LOCAL SUPPORT		3,000			
PROGRAM TOTAL		\$30,000			

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 14

PROGRAM TITLE: CRIMINAL JUSTICE INTERNSHIP

PROGRAM 14A: City Attorney Intern Program

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - The City Attorney is charged with enforcing Milwaukee's ordinances. This complex and often controversial task is complicated by the fact that Milwaukee is the state's largest community. To maintain an efficient administration of justice, this applicant seeks legal assistance in the form of four (4) law student interns. Under the limited practice rule adopted by the Wisconsin Supreme Court, such interns could augment the staff of the City Attorney and increase, at a minimum cost, the legal services available through that office to the community.
- 1.2 Problem Scope - The problem is threefold. Of paramount concern to the City Attorney is the striving for a more efficient administration of justice. As the following data illustrates, the work of the office is expanding both in number and role. The workload increases by great numbers and percentages annually. Further, the contemporary office of City Attorney has expanded into the fields of juvenile delinquency, housing, consumer protection and situations threatening widespread public interest. The implementation of law student interns would give the city's counsel an effective tool in this increasingly complex and burdensome role.

Secondly, this program affords an opportunity to expose law students to the criminal justice and municipal areas of the law. These selected interns would be able to improve and broaden their legal education by actual practice in the real world. This can only serve to improve the municipal criminal justice system.

Thirdly, such a program would be a valuable aid to the agency, the City Attorney. The workload of staff attorneys would be reduced. Also the combination of experienced personnel and the law student would produce a work product of the highest caliber. The improved efficiency and quality of the agency would enhance it, the student and the program. The result is improved effectiveness in this aspect of the criminal justice system.

2. GENERAL STATEMENT OF PRIORITIES

- 2.1 Urgency of Problem - The law student intern program

is most urgent. The problem of enforcing Milwaukee's municipal ordinances is mushrooming. Training lawyers is ordinarily an expensive commodity. The unavailability of current local tax dollars is well known. Interns provide an inexpensive mode of dealing with the problem before it does in fact get out of hand. While the need for practical training in the criminal justice system continues to grow, criminal justice agencies such as the City Attorney continue to experience shortages in personnel.

2.2 Ranking of the Problem - Locally this program is judged to be of high priority. Internship programs were ranked among the top five court priorities in three regions last year.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The goal of the City Attorney law student internship program is to provide experience and training to law students in the criminal justice system. It will also provide assistance to the City Attorney in that office's role as prosecutor in enforcing municipal ordinances.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This program would provide for placement of four (4) law students in a prosecutor's office. The program will include direct supervision of students by the law schools and related classroom instruction.

The program will provide a valid and valuable educational experience while helping to meet the manpower needs of the City Attorney's Office.

Steps: 1. Establish criteria for placement of students.
2. Establish criteria for student participation.
3. Develop curriculum and supervisory program.
4. Place students, after pre-service training.
5. Supervise student progress.

4.2 Justification for Approach - An internship program of the type proposed provides a valid and valuable educational experience while helping to meet the City Attorney's manpower needs.

(Note: Also Justification for Approach table, next page.)

Justification for Approach

A. City Ordinance Violation Cases Processed

1972	37,339		
1973	40,841	+ 3,502	(+9.3%)

B. Appeals

Filed:	1972	30	
	1973	36	+ 20%

Disposed			
of:	1972	22	
	1973	30	+ 36%

C. Review of In-Office Complaints

1972	4,801		
1973	7,358	+ 53%	
	(3,966 were approved for court)		

D. Pedestrian Case Review

1972	4,179		
1973	6,573	+ 57%	

Suitable for Prosecution

1972	3,374		
1973	5,552	+ 65%	

E. Housing Code Violations

1972	2,173		
1973	1,262		

F. Shoplifting Prosecutions

1973	906		
------	-----	--	--

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Law schools will be reimbursed for salaries paid to students.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City Attorney		\$5,760	\$5,760	\$5,760	
TOTAL PART C		\$5,760	\$5,760	\$5,760	
TOTAL FEDERAL FUNDS		\$5,760	\$5,760	\$5,760	
STATE/LOCAL SUPPORT		640	640	640	
PROGRAM TOTAL		\$6,400	\$6,400	\$6,400	

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 15

PROGRAM TITLE: THE SCHOOL'S ROLE IN DELINQUENCY PREVENTION

PROGRAM 15A: Street Worker Program

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Schools can function to prevent crime and juvenile delinquency. Truancy rates and the incidence of student-related disorders in the vicinity of schools is steadily increasing. There exists a need for the development of positive programs to deal with these behavioral manifestations which are related to the general frustrations students feel towards school.

1.2 Problem Scope - Individual pre-adolescent students experience complicated problems which need solving, one of which is truancy. If truancy is reduced, some of the problems that merchants and neighbors have had related to vandalism, loitering, and other non-desirable acts committed by youths, will also be reduced.

The problem of truancy is a major disruptive influence to the educational learning process. This problem has been recognized by the Milwaukee Public Schools under the legal responsibility of the State Compulsory School Attendance Law. Over two thousand (2,033) students became involved in the truancy process in 1972-73, 424 of which were referred to the District Attorney's Office. The problem, therefore is consecutively and concurrently dual, dealing with the relationship between truancy and delinquency.

Schools should be a place where students want to go, not where students have to go. Ideally, school should be a place where a student goes to learn, socialize, compete, play, mature and grow. Education in the true sense means far more than rote memorization of ABC's or the three R's. It is clear then that schools affect an individual's motivation to learn and adopt to social processes. In the same fashion schools can motivate either law-abiding or delinquent behavior.

When a child truants himself from school, the educational learning process suffers from a disruptive influence. Other children are dependent upon that missing child for input into their lives which will help mold their future. This absenteeism is also a catalyst in leading children into delinquency. While no concrete data is available, police are aware that some youngsters do commit crimes during that period of the day when they should be in school.

Special services are provided to staff and students as sources of positive motivating forces which can encourage students toward regular school attendance. This lessens the probability of students becoming involved in delinquent acts during the school day. However, many school social workers have a particularly burdensome caseload. This limits the amount of time they could devote to the individual truant child.

The problem is further aggravated by the inadequacy of local resources. In Milwaukee, as in most urban areas, segments of the community initiate requests for additional educational and supportive services. These requests sometimes exceed the fiscal capacity of any contingency funds.

There is a need to bring the resources of the school and community together to attack the problems which underlie the chronic symptom of high absenteeism. All the needs of a child--educational, emotional, and social--must be met to enable him to be successful in his educational process and to enable him to grow up without the intervention of the juvenile justice system in his educational process.

What is needed is for someone to reach out for a child before he breaks completely from the school. People are the most valuable resource available to society. Youth is the hope for the future. Nothing could be more tragic than society's deprivation of this priceless resource without someone's even reaching out to prevent the loss. The thrust of this program is to provide this reach-out service. The Street Worker Program will attempt to provide a child with a model relationship, motivation to return to and stay in school, and attempt to channel slightly wayward kids into wholesome recreational activities.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - The urgency of school involvement in delinquency prevention is well documented. The reduction of truancy rates is a most urgent problem. Delinquency research indicates that truancy is one of the most effective predictors of potential delinquent behavior. As such, every effort must be directed towards the reduction of truancy as an initial step in delinquency prevention.

2.2 Ranking of the Problem - An illustration of the importance of this program is past regional rankings of the problem and the significant funding levels requested for its solution.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is the reduction of truancy and improved educational performance and the reduction of community tensions.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This plan would be implemented by the continuation of the Street Worker Program conducted by the Milwaukee Board of School Directors.

4.2 Justification for Approach - This approach allows public schools to attempt to alleviate immediate truancy problems. It is also consistent with Wisconsin Council on Criminal Justice guidelines.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

This program envisions the continuation of the current Street Worker Program now being funded under the 1974 Criminal Justice Improvement Plan. No staffing changes are anticipated for the forthcoming fiscal year.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C					
Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Milwaukee Public Schools	\$43,220	\$38,418	0	0	0
TOTAL PART C	\$43,220	\$38,418	0	0	0
TOTAL FEDERAL FUNDS	\$43,220	\$38,418	0	0	0
STATE/LOCAL SUPPORT	4,802	9,604	0	0	0
PROGRAM TOTAL	\$48,022	\$48,022			

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

No special conditions.

PROGRAM 15

PROGRAM TITLE: THE SCHOOL'S ROLE IN DELINQUENCY PREVENTION

PROGRAM 15B: Law Curriculum Development

1. NEEDS AND PROBLEM

- 1.1 Problem Definition - Schools play a major role in the shaping of the values and attitudes of our youth, as the school is often the first major socio-institutional educational experience the child encounters. The development of a criminal justice curriculum by schools would serve not only to heighten the school's sensitivity to the needs of youth, but would acquaint youth with many aspects of the law in an effort to reduce both truancy rates and juvenile arrest rates and improve the understanding of youth of our system of laws and the role of law in our society.
- 1.2 Problem Scope - Since deviant behavior is the result, in part, of learned socialization processes, the social environment, including the schools can help to motivate either law-abiding or delinquent behavior.

In attempting to direct individuals to socially acceptable and productive roles, changes in the school system must continually be implemented. A great deal is known about crime, what precipitates it, and what a large part learning and conditioning play in an individual's social behavior. Schools can exert a strong crime prevention influence on their students through improvements in the learning environment. The educational system must see itself as part of a process providing differential experiences for people maturing into adults.

The greatest potential for influencing attitudes and ideals occurs when human characteristics are most responsive between infancy and young adulthood. The greatest immediate benefits could accrue from preschool to junior high school. This program deals with the junior high school level.

A willingness to explain a rule and demonstrate its necessity and fairness will normally produce compliance. Children wish to know why something is done, and are very perceptive about genuine and improper justifications for it. Children develop concepts of justice, law, and good citizenship primarily from continual first-hand experience with the realities those concepts embrace. School children should understand the reasons for law and order in their surroundings.

Students can learn respect for the law and constitutional authority. They can do this if educators, perhaps in cooperation with the law enforcement community, develop curricula in legal and political education. Such courses would be specially designed and prescribed for seventh grade. The subject matter of this course would emphasize student rights and responsibilities in community crime prevention.

This program would involve two phases, faculty training and pupil instruction. Only the first phase will require funding assistance. In the first phase, faculty training, a summer law training workshop would be conducted for the teachers involved. This seminar would have both lecture and small group discussion sections. Videotape and other learning aids would be utilized.

The second phase would be that of the actual pupil instruction. The classes would discuss government, taxation, and legislation of four different levels: city, county, state, and federal. It would teach the legal process and the applicability of laws. It would seek to convey to the students why our society needs to have laws to function. A follow-up survey would be conducted to evaluate the impact of this curriculum addition.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - The urgency of school involvement in delinquency prevention has been well documented. The development of a criminal justice curriculum, as herein described, would acquaint youth with many aspects of the law in an effort to reduce both truancy rates and juvenile arrest rates.

2.2 Ranking of the Problem - This region has consistently indicated the need to support the school in delinquency prevention efforts.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is to develop a curriculum that acquaints youth with the role of law and its function in society.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This program will be implemented in two phases. The first phase will involve training faculty to instruct pupils in the law curriculum. The second phase would be the actual pupil instruction. Funding assistance is sought only for the first phase.

4.2 Justification for Approach - This program allows for the presentation of material not currently available in the curriculum. Further, greater numbers of students can be reached through implementation of this approach. Also, the seventh grade is the appropriate grade to introduce this material because it is the last grade in which social studies is a required course for all students. Over 10,000 school children can be reached with this program.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

This program will require the in-service training of all faculty who will instruct pupils in seventh grade social studies. To so train, it will be necessary to select certain individuals to present the material. These seminar instructors will undergo an intensive two or three weeks of preparation for the in-service session. This program will be operated on a one-time funding basis.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Milwaukee Public Schools		\$22,500			
TOTAL PART C		\$22,500			
TOTAL FEDERAL FUNDS		\$22,500			
STATE/LOCAL SUPPORT		2,500			
PROGRAM TOTAL		\$25,000			

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 15

PROGRAM TITLE: THE SCHOOL'S ROLE IN DELINQUENCY PREVENTION

PROGRAM 15C: Reintegration of Youth From Correctional
Institutions to the School Setting

1. NEEDS AND PROBLEMS

1.1 Problem Definition - Throughout a school year the Milwaukee Public School receives returnees from state correctional centers. Upon their return to the community their successful adjustment back into the school setting is vital to their ultimate success on parole. This program is designed to meet the needs of the correctional returnee and to ensure his chance for a successful adjustment.

Schools play a major role in the shaping of the values and attitudes of our youth. The school is the major socio-institutional experience for the child. Secondary education, in particular, may have an important influence on the behavior of youth. Positive programs must be developed to deal with behavioral manifestations which are related to general frustrations students feel towards school. Such programs would: (1) counsel the returning delinquent to ease his (or her) societal re-integration and (2) provide relevant occupational training, counseling and job placement.

1.2 Problem Scope - Since deviant behavior is the result, in part of learned socialization processes, the social environment, including the schools, can help to motivate either law-abiding or delinquent behavior. A great deal is known about crime, what precipitates it, and what a large part learning and conditioning play in an individual's social behavior. Schools can exert a strong crime-prevention influence on their students through improvements in the learning environment.

The 1967 President's Crime Commission Task Force Report on Juvenile Delinquency and Truth Crime states: "It has become increasingly obvious to many youth that much of what is taught in the school bears little relevance to life outside the school building, that it does not prepare them to hold jobs or to continue with education beyond high school. It is manifestly clear that what is needed is not just a major revision in curricular offerings but a massive effort to provide a new and different kind of educational experience for youth."

In a sense, all education is career-oriented. Though no one denies that learning is a value in itself, the pri-

mary goal of American education historically has been to prepare people for useful careers. Some 20% of those who now enter grade five leave before high school graduation, and another 60% do not take any post-high school training. Yet 80% of our efforts in schools is structured to meet college entry requirements.

Career education involves, first, the provision of instructional environments and learning goals that relate education to the world of work--its scope, opportunities, and significance--through high school. Secondly, it involves the provision of opportunities to explore and be trained in special subjects leading toward a particular career or career pattern. Career education also involves the provision of opportunity for students to leave and reenter the educational system or the labor force or to obtain instruction in both in order to advance toward specific career objectives. The problem is especially acute in areas where youth are educationally, culturally, or otherwise disadvantaged.

This phase of the school's role in delinquency prevention involves vocational counseling and vocational training for students. The vocational training would consist of half a day at school and half a day at a community based training center. Employment would be guaranteed at the completion of the course. Credit would be earned for the occupational training.

The duties of the vocational counselor would be many and varied. This person would work year-around. Job sites would be visited. He would supervise, coordinate, and maintain liaison with outside vocational training. This vocational counselor would also be responsible for finding jobs for his workload of fifty to sixty students.

A separate element of this program seeks to place a returnee counselor on the staff of Milwaukee's Rufus King High School. This individual would work at perform correctional institution liaison and school service. This would also be a full-time position. With this approach, the returning young offender will have a counselor available who will be responsive to his needs. The counselor will follow the returnee's progress in terms of discipline, attendance, employment, and scholastic achievement. The position of returnee counselor would be filled with someone meeting stringent requirements. The individual would have to be certified by the Wisconsin Department of Public Instruction. A master's degree is required. Further requirements for certification are two years of teaching experience and two years

of full-time counseling. Further, the individual selected would be expected to maintain a liaison with the correctional institution. Contact is maintained, with the youth and with the youth's family.

A fundamental objective of this program must be to secure for the youthful offender, contacts, experiences, and opportunities that provide a means and a stimulus for pursuing a lawful style of living in the community. With this thrust, reintegration of the offender into the community comes forth as the major purpose of this program. Where such programs have been implemented locally, recidivism has dropped from 75% to as low as 22% in the return of students to state institutions.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - With recent dramatic increases of youth involvement in the criminal justice system, ever larger numbers of youth return to schools from corrective institutions throughout a school year. This points to an urgent need to reintegrate these offenders into society. It is important both to the youth and society that they be afforded the best opportunity possible for successful reintegration.

2.2 Ranking of the Problem - The need to support the school in delinquency prevention efforts has consistently been accorded a high priority status by the Metropolitan Milwaukee Criminal Justice Council.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The joint multi-year goal of this program is to successfully reintegrate the youthful offender into the school setting and reduce recidivism.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This plan will have a two-phased implementation. The first phase will be the role of the returnee counselor as detailed. The work of this individual will commence prior to release from the institution. The returnee counselor will help acclimate the youthful offender to the school setting. This will soften the impact and strain of the big change in environments.

The second phase of the program involves the vocational counselors. This person will coordinate the returnee's

scholastic and vocational education. By the provision of relevant education, the skills the returnee develops will make him a better citizen and help him contribute to society. The vocational counselor will also assure the returnee of a job upon successful course completion.

4.2 Justification for Approach - This approach allows the school to effectively reintroduce the youthful offender to the school setting and a work-oriented curriculum. It also serves to prevent potential delinquent behavior.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Personnel: Returnee Counselor, Vocational Counselor,

Services: Contract Services, In-Service Training

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
Milwaukee Public Schools		\$36,000	\$32,000	\$28,000	
TOTAL PART C		\$36,000	\$32,000	\$28,000	
TOTAL FEDERAL FUNDS		\$36,000	\$32,000	\$28,000	
STATE/LOCAL SUPPORT		4,000	8,000	12,000	
PROGRAM TOTAL		\$40,000	\$40,000	\$40,000	

6. SUBGRANT DATA FOR 1975

None.

PROGRAM 16

PROGRAM TITLE: COORDINATED CRIMINAL JUSTICE PLANNING

1. NEEDS AND PROBLEMS

- 1.1 Problem Definition - Coordinated criminal justice planning needs encouragement to assure its development. In order to improve the capacity to engage in criminal justice planning it is necessary to increase our knowledge about the criminal justice system and the planning process. Comprehensive criminal justice planning must proceed on the local level if coordinated criminal justice planning is to be achieved.
- 1.2 Problem Scope - Criminal justice planning suggests desirable futures, the priority of activities, the allocation of money, or the application of often scant resources to the needs of crime reduction and crime prevention. Planners represent the span of agencies and facilities concerned with criminal justice. All of the above may supply input to a planning group for decisions. Thus, the criminal justice planning effort has emerged as essential to the resource allocation process.

Planning is becoming more than a concern over processing efficiency. It must become impact oriented. Planning related research and information gathering has suffered. Support for action programming has superceded it and enjoyed a higher priority. However, support for the efforts of the City of Milwaukee Criminal Justice Program has been recognized and is expressed in Memorandum of Agreement #2.

The National Advisory Commission on Criminal Justice Standards and Goals thought so much of coordinated criminal justice planning that it devoted an entire chapter to it. In fact, in its "Criminal Justice System" book, this problem area was the first discussed.

2. GENERAL STATEMENT OF PRIORITIES

- 2.1 Urgency of the Problem - The urgency of the problem is centered in the need to continue coordinated and comprehensive criminal justice planning at the local level if we are to make continuing improvements in the criminal justice system. Further, Congress has expressed its desire to expand the scope and comprehensiveness of local criminal justice planning.
- 2.2 Ranking of the Problem - This problem area has been ranked as the number one priority in the functional

category criminal justice systemwide coordination.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is to support local criminal justice planning activities and aid in the comprehensive development of criminal justice planning at the local and state level.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - The City of Milwaukee will receive assistance to continue operation of its criminal justice planning effort in compliance with the terms of Memorandum of Agreement #2.

4.2 Justification for Approach - This approach allows a coordinated planning effort to take place with specific inputs from a local planning agency. It also allows for the implementation of Congressional intent and the Standards and Goals of the National Advisory Commission.

4.3 Cooperative Arrangements - The activity of this office will be closely coordinated with those of the Metropolitan Milwaukee Criminal Justice Council consistent with the terms and conditions attached to grant awards.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

The budget allows sufficient funding to maintain the present level of services and consists of one full-time planner, one part-time staff, one secretary and travel, equipment, supplies, and the provision of office space.

5.2 Multi-Year Budget Allocation

(See next page.)

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year	Multi-Year Period			
	1974	1975	1976	1977	1978
Fire and Police Commission	\$43,027	\$43,027	\$43,027	\$43,027	\$43,027
TOTAL PART C	\$43,027	\$43,027	\$43,027	\$43,027	\$43,027
TOTAL FEDERAL FUNDS	\$43,027	\$43,027	\$43,027	\$43,027	\$43,027
STATE/LOCAL SUPPORT	4,780	4,780	4,780	4,780	4,780
PROGRAM TOTAL	\$47,808	\$47,808*	\$47,808	\$47,808	\$47,808

* Grant awards are consistent with Memorandum of Agreement #2 and are not subject to reducing fund ratio policies or limited term funding.

6. SUBGRANT DATA FOR 1975

6.1 Subgrantee Eligibility and Special Conditions for 1975 -

None.

PROGRAM 17

PROGRAM TITLE: CRIMINAL JUSTICE RESEARCH

PROGRAM 17A: Study of the Root Causes of Crime

1. NEEDS AND PROBLEMS

1.1 Problem Definition - It is apparent that massive expenditures of public monies on broad criminal justice activities do not correct all of the conditions which foster crime. The factors most closely associated with the crime problem and the allocation of limited city resources that affect such factors need to be identified and examined.

1.2 Problem Scope - Large amounts of tax dollars are spent annually for police, courts, and corrections. Comparatively little is spent to determine why people become involved with the criminal justice system initially and how it can be prevented. If a study were undertaken, a determination may be made as to what the root cause of crime is in Milwaukee. At that point, measures could formulate and perhaps be implemented to assure that, if at all possible, such root causes are removed. The potential impact is significant.

2. GENERAL STATEMENT OF PRIORITIES

2.1 Urgency of the Problem - This problem was recognized by the Wisconsin Council on Criminal Justice which funded the Milwaukee Police Study. With crime rates soaring and no effective response forthcoming, a vital need pervades the whole area to investigate the root causes of crime. It is another one of those ideas whose time has come.

2.2 Ranking of the Problem - Certainly, if a program can stop crime before it starts, or prevent its occurrence altogether, it must certainly rank high on any list of priorities.

3. MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

3.1 Multi-Year Goal - The multi-year goal of this program is to effectuate a study which will, (1) determine what the local (Milwaukee) root causes of crime are, and (2) what can be done to alleviate them.

4. IMPLEMENTATION OF IMPROVEMENT PROGRAMS

4.1 Implementation Plan - This program would be implemented by retaining personal services to conduct a study and prepare a final report. Such research may be undertaken

either by a selected city agency or through the utilization of outside resources such as a university.

4.2 Justification for Approach - The City of Milwaukee, through its chief executive, Henry W. Maier, has determined that the only adequate method for proceeding on this problem is to implement such a study. In this manner, responsible agencies can address themselves to identifying the causes of crime and develop strategies. The data and research revealed by the study could go far in developing meaningful approaches to a severe social problem.

5. MULTI-YEAR BUDGET AND FINANCIAL PLAN

5.1 Required Personnel, Facilities, Equipment and Other Resources

Most probably, the administration of this program will require retention of consultation services.

5.2 Multi-Year Budget Allocation

REQUESTED FEDERAL FUNDS - PART C

Subgrantee	Current Year		Multi-Year Period		
	1974	1975	1976	1977	1978
City of Milwaukee		\$27,000			
TOTAL PART C		\$27,000			
TOTAL FEDERAL FUNDS		\$27,000			
STATE/LOCAL SUPPORT		3,000			
PROGRAM TOTAL		\$30,000			

6. SUBGRANT DATA FOR 1975

None.

END