



Public Safety Action Plan

Milwaukee Common Council



Milwaukee, WI • August, 2016

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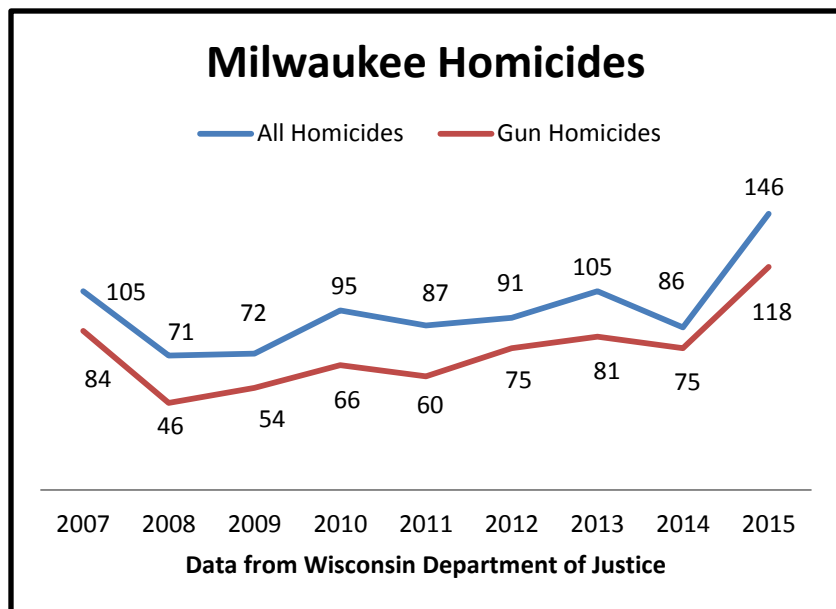
Introduction

Milwaukee has become a tale of two cities. On the one hand, Milwaukee sits on the banks of Lake Michigan, one of the greatest natural resources in our nation, has a booming downtown, wonderful ethnic and music festivals, great universities, a world-class symphony, is home to professional baseball and basketball teams and enjoys on-going commercial investment and development. On the other hand, however, Milwaukee faces serious problems that are many and profound. They include a stubbornly high crime rate, multigenerational poverty, joblessness, breakdown of the family, widespread drug abuse, a challenged education system and the lingering effects of the housing foreclosure crisis.

None of these problems can be solved overnight, and none of them can be solved by one person or group. Therefore, it is imperative that the community adopts and strives to implement a plan to address each of these issues collaboratively. To that end, the following recommendations have been arrived at by engaging with civic leaders in the criminal justice system, including the Milwaukee Police Department, the Milwaukee County District Attorney's Office, the Milwaukee County Circuit Court, the Milwaukee County Sheriff's Office, the Milwaukee County Department of Health and Human Services, the Milwaukee County Delinquency and Court Services Division and the State of Wisconsin Department of Justice. These stakeholders gave testimony at a series of public hearings about the steps their agencies are taking to improve public safety in Milwaukee, and about what City government can do to help them be more effective.

City of Milwaukee elected officials also heard communication files from City departments about public safety, interviewed current and former members of law enforcement, some of whom were at command staff rank, and participated in community meetings. Most importantly, Milwaukee's elected officials sat down with and listened to their constituents about their fears of crime and lawlessness, and heard about how crime had impacted their lives first hand.

The problem that must be addressed before any of the others is public safety or, more specifically, the lack of it. Crime is the overarching problem affecting the entire community and holding Milwaukee back from reaching its full potential. And while high crime is not uncommon in urban areas, Milwaukee is undisputedly in the midst of a public safety crisis. The crime rate is simply too high in too many neighborhoods, which has led to a culture of fear, hopelessness and disinvestment.

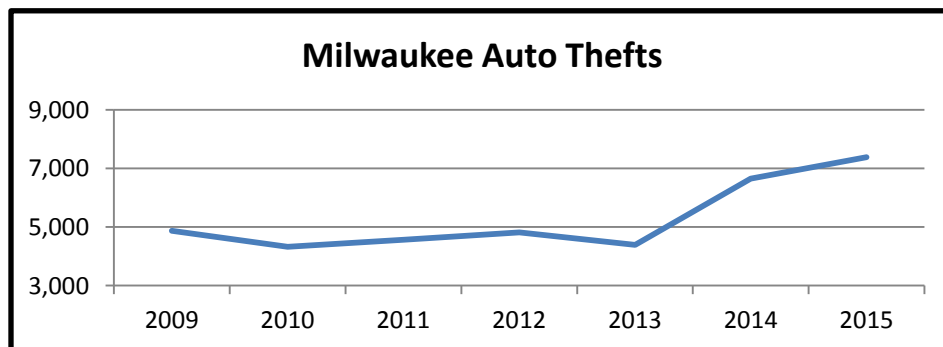
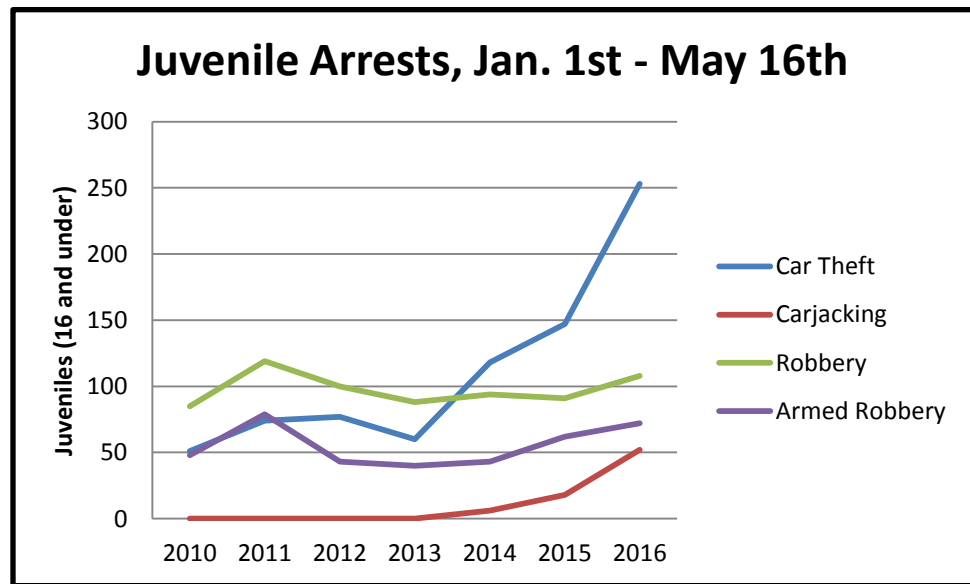


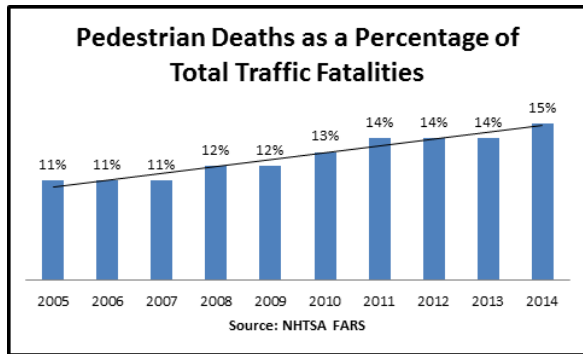
Violent crimes in Milwaukee exploded last year, with increases in the numbers of aggravated assaults, rapes and robberies. Homicides alone rose 70% over 2014, putting Milwaukee in headlines throughout the nation. While property crime rates have not been as badly affected, auto thefts have spiked, up 68% from 2013. This comes after years of declining crime rates, and is affecting all parts of the city

Particularly troubling is the explosion in crimes committed by juveniles. In the first five months of 2016, the number of carjackings in Milwaukee more than doubled compared to 2014, and there was a 767% increase in juvenile arrests for carjacking over the same period. Some of the juvenile crime

can be traced back to a breakdown in the juvenile justice system; many juveniles, even serious offenders, are released back into the community with little or no supervision, and are free to commit more crimes without fear of consequences.

Consider that between January 1, 2015 and May 16, 2016, 130 juvenile offenders, aged 16 or younger, were arrested two or more times for operating automobiles without the owners' consent (essentially, car theft), and 27 were arrested four or more times. Equally troubling has been the proliferation of "rolling drug houses" in which drug activity is carried out from vehicles on Milwaukee streets.



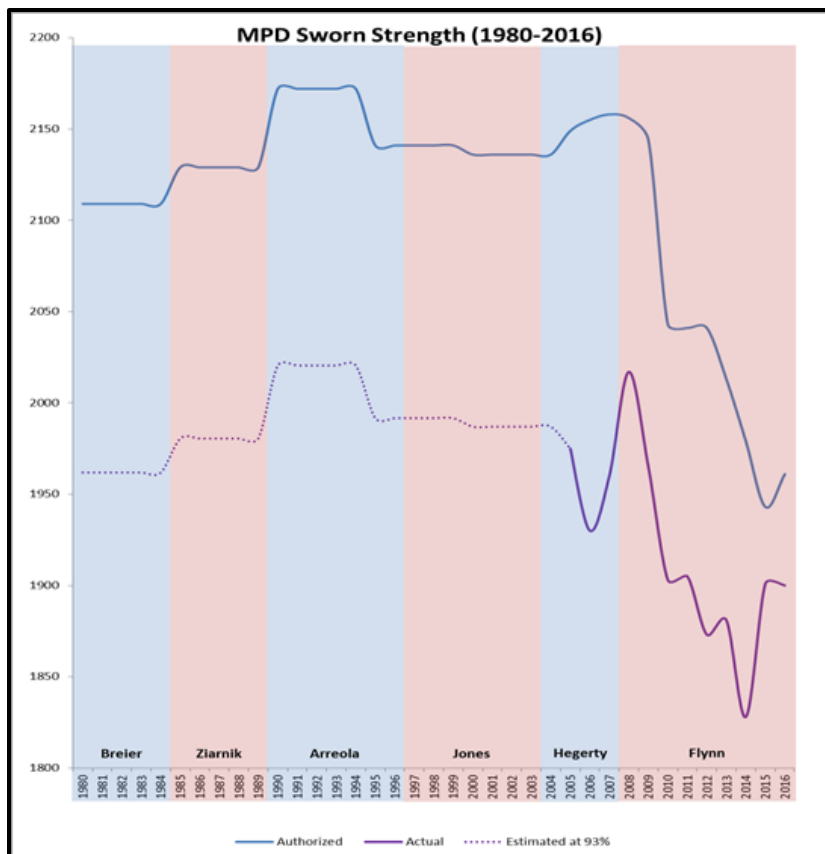


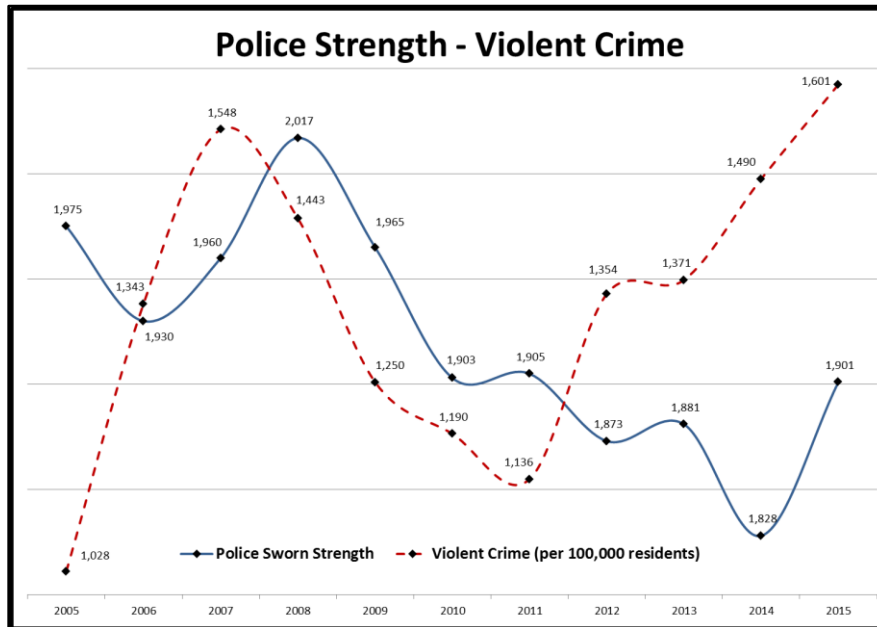
Traffic crimes have likewise increased, particularly reckless driving. Milwaukee motorists routinely drive inattentively while texting, pass on the right in parking and bicycle lanes, run red-lights, and treat red-lights as stop signs. These driving practices cause serious accidents, divert police resources, and drive up the costs of insurance for everyone. Reckless driving contributes to the overall sense of lawlessness that pervades certain neighborhoods, and makes enjoying our great city as pedestrians

and bicyclists an increasingly dangerous proposition.

More difficult to quantify has been the rise in prostitution and human trafficking in Milwaukee. According to a detective who has worked for the Milwaukee Police Department on human trafficking since 2007, Milwaukee is known nationwide for juveniles being trafficked in the commercial sex trade. Likewise, over the past four years, the FBI has consistently ranked Milwaukee among the top five cities in the nation for the recovery of adolescents from sex trafficking. In 2011, Milwaukee had the dubious distinction of being number one. Those who purchase sex in Milwaukee, whether from prostitutes or victims of sex trafficking — and it's often difficult to distinguish between the two — rarely face consequences in the criminal justice system.

New York City experienced similar problems with high crime rates in the 1990's, with 2,262 homicides in 1990 alone. In response, New York City added over 5,000 police officers and focused on enforcing low level social disorder and criminal "quality of life" laws. While the number of arrests for misdemeanors increased sharply, serious crime went down. This means that while more people were detained for brief periods, far fewer New York City residents were serving time in state prisons. Under this strategy, crime in New York City has been drastically reduced, with just 328 homicides in 2014, leading to an economic and tourism





renaissance. To put this in perspective, Milwaukee would have had just 21 homicides compared to the 146 actual homicides recorded in 2015. Once the surge in police presence stabilized New York City neighborhoods, retirements and personnel attrition gradually reduced the numbers of police officers to a sustainable level.

In contrast, the average number of sworn officers in the Milwaukee Police

Department has decreased by about 200 since 2008, even though the city's violent crime rate and population have grown in the same period. More troubling, an additional 80 positions are vacant. This means fewer boots on the street, and fewer detectives to undertake the often complex investigations needed to solve homicides and root out criminal enterprise.

In addition to current vacancies, the Police Department is facing a wave of retirements in the next two years, which, if not addressed, will further put Milwaukee residents in danger. The Police Department Telecommunications Center is also chronically understaffed, increasing 9-1-1 response times.

The Common Council has a moral duty to provide a safe public environment where Milwaukee residents can thrive without fear of crime and lawlessness. No less important, the Common Council has a responsibility to taxpayers to allocate City resources in the most effective and efficient way possible. To that end, City government continues to operate on a reduced footprint; 528 positions within the City of Milwaukee have been eliminated since 2008, saving the City \$45 million.

These reductions were made necessary because, through both Republican and Democrat administrations, the State of Wisconsin has consistently reduced the amount of shared revenue sent to Milwaukee. In 2003, Milwaukee received \$249 million in shared revenue and expenditure restraint aid, enough to pay the entire cost of Milwaukee's police and fire departments. Adjusted for inflation, that shared revenue payment of \$249 million in 2003 would be equal to a \$323 million payment today. In actuality, Milwaukee received only \$227 million in 2015. That's a 29% decrease in real dollars in state aid to Milwaukee. In the face of these challenges, the Common Council has renewed its efforts to be creative and think out of the box when it comes to eliminating municipal waste and duplication, freeing up money to pay for the services Milwaukee's residents so desperately need.

We are committed, as a Council, to implementing a multi-pronged approach to combatting the epidemic of violent crime and general disorder in Milwaukee: engaging civic leaders through special Public Safety Committee meetings intended to foster intergovernmental cooperation, engaging police officers by ensuring the Milwaukee Police Department is adequately staffed, and engaging community members with a series of anti-violence events and initiatives. While we agree that improving the City's economic vitality, job creation and engagement of the public are equally important and necessary, this Plan focuses on improvements to the criminal justice system as a first step in helping our city to reach its full potential.

What follows is a list of recommendations for actions Milwaukee can take to improve public safety; some can be carried out in the near future, and some will take long-range planning. Some of these items are within the City's power to implement. Others require collaboration from Milwaukee County or private partners. Still others will require state legislation to move forward. Recognizing that none of these recommendations can be carried out without adequate funding, suggestions for new sources of revenue and for streamlining City departments and operations to free up budget dollars are also provided.

While we believe policing and the criminal justice system can be improved upon through these recommendations, we would be remiss if we did not acknowledge the other issues facing Milwaukee residents – generational poverty, breakdown of the family structure, widespread drug addiction, mental illness and failing schools, to name a few. Milwaukee is not alone in facing these issues, nor are they unique to large cities.

There are no easy answers as to what is causing crime to spiral upward in Milwaukee. The societal underpinnings of crime and poverty are issues we need to discuss, debate and bring forward into our daily consciousness; this Plan is not that venue. However, the breakdown of family and society, along with the increasing absence of fathers in our children's lives cannot be ignored. Until we as a community and a society are willing to address the broader issues that lead to crime, better policing and a more effective criminal justice system will help improve public safety, but will fail to address the roots of the crime problem. Our goal is to present a more effective and cost-efficient model to address crime, fear and disorder in the City of Milwaukee.

Recommendations for the City of Milwaukee

1. Improve community-police relations.
2. Expand public/private partnerships to promote economic development and public safety in targeted districts.
3. Expand the Community Prosecution Unit program and place a dedicated Assistant District Attorney and police officers in all police districts.
4. Enhance resources for apprehending and prosecuting prolific gun offenders.
5. Revitalize the dormant Milwaukee Safety Commission.
6. Emphasize traffic enforcement to reduce reckless driving.
7. Increase deployment of police officer walking and bicycle beat patrols and recommit to proactive community policing.
8. Hire seasonal law enforcement officers and additional community service officers to address heightened summer criminal activity.
9. Re-evaluate and possibly revise Milwaukee Police Department's vehicle pursuit policy.
10. Strengthen 9-1-1 Dispatch center staffing, increase salaries and investigate consolidation.
11. Restore Milwaukee Police Department sworn officer strength to 2008 level.
12. Restore police detective ranks to accommodate demand for serious crime investigation and assign a greater number of officers to execute outstanding warrants.

Recommendations for Milwaukee County

13. Expand the detention facilities at the Juvenile Justice Center.
14. Reduce over-reliance on electronic monitoring of adults and youths.
15. Create a Milwaukee County judicial oversight program.
16. Establish a local boarding school with boot camp-style and "rite of passage" programs for at-risk youths.
17. Increase Milwaukee County Sheriff's Office deputy sheriff staffing.

Recommendations for the State of Wisconsin

18. Increase Milwaukee County Assistant District Attorney salaries to competitive levels.
19. Audit and evaluate all components of the juvenile justice system.
20. Construct a regional, secure detention alternative to Lincoln Hills and Copper Lake.
21. Undertake a third-party audit of all prison programs and alternatives to incarceration.
22. Review Fire and Police Commission structure and operations.
23. Allow creation of a Police Department Board of Estimate.

Recommendations for the City of Milwaukee

1. Improve community-police relations.

Deteriorating community-police relations are a topic of local and national concern. Without a doubt, many residents, particularly minority populations, take issue with policing policies and implementation. However, we agree with Dallas Police Chief Dave Brown that:

We're asking cops to do too much in this country...We are. Every societal failure, we put it off on the cops to solve. Not enough mental health funding, let the cops handle it...we got a loose dog problem; let's have the cops chase loose dogs. Schools fail, let's give it to the cops. That's too much to ask. Policing was never meant to solve all those problems.

We believe that a majority of our City's residents, including a majority of our City's minority residents, want an engaged, proactive police presence in their neighborhoods. In order to rebuild trust between the community and the police, each community needs to become familiar with its local police officers, and police officers should receive appropriate training in cultural competence and interacting with the mentally ill and other vulnerable populations. As mentioned previously, walking and bicycle beat patrols are a proven method of improving police-community relations. The police also need stronger working relationships with community organizations, faith-based organizations and agencies serving vulnerable populations. The Milwaukee Safe Zone Initiative is an excellent example of the police working with community members. The Safe Zones in Garden Homes and Franklin Heights have sustainably reduced crime, improved neighborhoods and increased community-police relationships. We strongly urge the restoration of the Police Athletic League, an expansion of the Cops With Kids program, and any other creative approach to connect youth with police officers in positive ways. Not only will this improve community-police relations but may offer another means of recruiting future public safety officers directly from the diverse communities served.

We also urge the Milwaukee Fire and Police Commission to conduct annual meetings with the community to get input from residents about public safety and police department concerns. Since the Fire and Police Commission is directly responsible for prescribing general policies and standards for the Police Department, this would give the public a direct route for their questions and concerns. Such meetings should be held in several locations across the City at least twice per year.

2. Expand public/private partnerships to promote economic development and public safety in targeted districts.

Major local employers and other organizations have banded together and formed partnerships with the City to revitalize and sustain targeted neighborhoods, including Promise Zone neighborhoods. This model has been implemented on Milwaukee's Near West Side and in the Menomonee Valley with great success to promote economic development, improved housing, unified neighborhood identity and branding, and greater safety for residents and businesses. Operation Impact, which uses donated private resources to provide a target area in the Near

South Side with foot and bicycle patrol officers and additional surveillance cameras, has been able to directly improve the safety and enhance the quality of life in that neighborhood. Existing public/private partnerships have provided funding for a local Community Prosecution Unit as a first step in addressing public safety and engaging area residents.

The Building Neighborhood Capacity program has also brought together private agencies in the Amani, Metcalf and Historic Mitchell neighborhoods with federal funding. Under this program, local agencies use grant money to help neighborhoods develop a revitalization plan with results-focused strategies informed by data and local knowledge about how to realize participants' vision for the future. The creation of "Neighborhood Improvement Districts" could also be a viable strategy for improving public safety in challenged areas of the city. We recommend expanding these and similar programs to other at-risk neighborhoods and seeking additional local, state and federal grants to encourage economic growth and public safety.

3. Expand the Community Prosecution Unit program and place a dedicated Assistant District Attorney and police officers in all police districts.

The Community Prosecution Unit (CPU) program was initiated in 2000, and places assistant district attorneys in Milwaukee police district stations to work in coordination with police officers. Each CPU focuses on proactive, neighborhood-specific crime prevention and enforcement to increase the quality of life in Milwaukee. In areas where residents are reluctant to engage the police and may face retaliation for reporting criminal activities, the CPU identifies criminal activities and nuisances that have not yet been the focus of formal reports. In addition to prosecuting violent offenders, the CPU collaborates with the police and community to identify and target those people in a neighborhood who are a constant detriment to the neighborhood's quality of life.

Using the force of the District Attorney's Office, the CPU brings criminal charges against those who have been targeted, or find alternatives to criminal charges to appropriately limit an individual's negative impact on the community. The CPU also acts proactively to create crime prevention initiatives, engage community-based organizations and work with businesses, landlords and homeowners to abate neighborhood nuisance properties.

In most challenged areas, the majority of problems on a given block are created by just one or two problem properties. Abating these problems early can minimize any sense of disorder or perception of lawlessness in the neighborhood. We fear, however, that CPUs and the police have moved away from acting pre-emptively to address nuisance properties and instead are focusing only on those properties that violate chronic nuisance premises ordinances. This must stop and the CPUs must return to their original mission to engage neighborhoods and local property and business owners before nuisances become chronic.

Expanding and strengthening the Community Prosecution Unit program is a proactive step in addressing criminal activity and nuisance properties before they can gain a foothold in a neighborhood and contribute to its deterioration. Specifically, the Community Prosecution Unit program should be expanded to place an Assistant District Attorney and dedicated officers in

every police district station, so that area neighborhoods can benefit from the CPU's proactive approach.

4. Enhance resources for apprehending and prosecuting prolific gun offenders.

As in the past, the Common Council will continue to support such efforts as the firearm legislation included in the 2015-2016 Milwaukee Legislative Package. However, given the current political landscape and our need for a timely response, the Public Safety plan will not focus on firearm legislation. Nonetheless, we are interested in focusing on the small numbers of individuals we know are disproportionately responsible for a substantial amount of gun violence in our community.

To further enhance the apprehension and prosecution of prolific gun offenders, including that small number of individuals disproportionately responsible for the majority of gun crime, we can leverage and expand several efforts currently underway. The Project Safe Neighborhoods Initiative, a collaboration primarily of criminal justice partners, could be better resourced and staffed to ensure the rapid apprehension of individuals identified as frequent firearm offenders. More officers and detectives focused on these individuals would enhance apprehension efforts and prevent further gun violence. In addition, targeting these same individuals with the resources provided by the Attorney General, including the services of two Assistant Attorney Generals and overtime dollars for gun crime investigations, would expedite gun violence cases through the criminal justice system.

5. Revitalize the dormant Milwaukee Safety Commission.

The Milwaukee Safety Commission has been dormant since 2010 following several years of declining crime in Milwaukee. As public safety is once again at risk due to rising crime, it is time to fill vacant positions and revitalize the Milwaukee Safety Commission. Some steps have been taken in this direction, including providing funding for a Safety Supervisor. However, a further commitment to empowering the Milwaukee Safety Commission is needed. This body is charged with investigating, advising and reporting the best methods of providing for public safety and publicizing safety precautions, with an emphasis on traffic safety. The new Milwaukee Safety Commission should coordinate citywide cooperative public safety actions involving public and private agencies and organizations. Staff should also regularly report comparisons and analyses of citywide public safety trends over time to determine the extent of progress being made to reduce and eliminate threats to public safety.

6. Emphasize traffic enforcement to reduce reckless driving.

Reckless driving contributes to the overall sense of lawlessness that pervades certain neighborhoods, and makes enjoying our great city as pedestrians, bicyclists and motorists an increasingly dangerous proposition. A return to heightened traffic enforcement across the City would, over time, reduce reckless driving and make Milwaukee streets safer for everyone. Traffic enforcement is resource-intensive; however, with a return to the 2008 staffing level at the Milwaukee Police Department, as suggested in this Plan, there would be sufficient personnel to enforce traffic laws without hampering other aspects of law enforcement. An added benefit of

heightened traffic enforcement is more police units spending time on local streets, adding to the security and stability that a consistent, visible police presence brings to a neighborhood.

7. Increase deployment of police officer walking and bicycle beat patrols and recommit to proactive community policing.

As a building tagged with graffiti is quickly targeted for more graffiti, vandalism and trespassing, so too does a neighborhood beset by so-called minor, social disorder crimes soon fall victim to more serious crimes. Prostitution, public drinking, loitering, aggressive panhandling, drug dealing and nuisance properties, while considered minor offenses in comparison to violent crimes, contribute to a perception of neighborhood neglect and disorder, in the same way that graffiti causes a house to look neglected and ripe for exploitation. These social disorder crimes, if left unchecked, signal that a neighborhood is vulnerable, and lead to serious crime, violence and urban decay. These kinds of crimes tear at the very fabric of a neighborhood. Unlike crimes such as homicides and burglaries, however, social disorder crimes are not reported to the FBI, and are not easily quantifiable for comparison to other cities. When too much emphasis is placed on deploying resources “by the numbers,” law enforcement loses focus and fails to recognize the very real threat social disorder crimes pose to neighborhoods and public safety.

This plan calls for assigning a significant number of the newly-hired police officers to walking and bicycle neighborhood beat patrols. We recognize that Police Chief Flynn has been a leader in this strategy over the years. However, the shortage of uniformed officers has hampered his efforts. These officers would patrol the same streets and neighborhoods, day in and day out, getting to know residents and becoming a familiar presence. A consistent police presence through beat patrols connects the police with the public, improves community relations and is more effective at addressing social disorder crimes like prostitution, public drinking, loitering, aggressive panhandling, drug dealing and nuisance properties. Recommitting to proactive community policing, particularly with walking and bicycle beat patrols, will help stabilize neighborhoods and restore residents’ perceptions of order and safety. Walking and bicycle beat patrols are especially suited to the warmer months, when crime is generally heightened.

While there has been some concern about incarceration rates increasing when more aggressive policing is implemented, experience has shown that this is not the case. According to a 2013 New York Times article, “Prison Population Can Shrink When Police Crowd the Streets”, prison populations went down after New York City expanded its police force by a third:

Officers also aggressively enforced laws against guns, illegal drugs and petty crimes...arrests for misdemeanors increased sharply. Yet serious crime went down. So though more people were being locked up for brief periods...the local jail population was shrinking and **fewer city residents were serving time in state prisons**...Even as the city grew by nearly a million people in the last two decades, the number of New Yorkers behind bars fell by a third.

8. Hire seasonal law enforcement officers and additional community service officers to address heightened summer criminal activity.

It is well-established that Milwaukee crime and disorder are highest in the warmer weather, from May to October. This plan proposes hiring additional law enforcement officers seasonally to provide the workforce needed to meet intensive policing needs in the summer months. Existing officers could self-select for this option, or new officers could be hired seasonally, with the understanding that as permanent positions become available, they will be at a hiring advantage. Community service officers are new positions that support basic police operations by performing a variety of duties that do not require the attention of sworn personnel. The community service officers can respond to non-emergency, low-priority calls for service like theft, non-injury traffic accidents and vandalism, can take and file complaints from individuals, and can provide services at special events, including crowd control. The use of community service officers frees up sworn personnel, allowing the Police Department to respond to emergencies more quickly and in greater force.

9. Re-evaluate and possibly revise Milwaukee Police Department's vehicle pursuit policy.

Under the Milwaukee Police Department's current vehicle pursuit policy, a police officer must have probable cause that a violent felony has occurred before engaging in a vehicle pursuit of suspects. This pursuit policy was adopted six years ago with the best of intentions, and with community safety as the foremost priority. Police pursuits where an officer only has a suspicion of a serious offence, such as when an officer witnesses drug dealing from a vehicle, have been substantially curtailed.

However, over the years, the current vehicle pursuit policy has had unintended consequences. Certain evidence seems to indicate that this policy has fostered a lack of consequences and has allowed criminal activity on Milwaukee streets to proliferate, creating a less safe city overall. For example, enterprising criminals have created "rolling drug houses" with darkly tinted windows, where drug dealers know that if approached by a police officer, they are free to drive away without fear of pursuit. **According to one defendant who came to Milwaukee from Chicago to sell drugs, he knows that police will chase him for a short distance and then stop if he drives fast enough, so that "police pull behind them attempting to pull them over, and they speed off from the traffic stop."** (Diedrich, John. "Gangs Turn to Rolling Drug Houses, Exploiting Police Chase Policy." Milwaukee Journal-Sentinel, 18 July 2015).

If this is the case, it is our responsibility to re-evaluate and possibly amend the existing vehicle pursuit policy. The evidence seems clear that it is time to restore police officers' ability to pursue criminal activity carried out in vehicles whenever they have reasonable suspicion that serious offenses have occurred. Probable cause that any felony has occurred, not just a violent felony, should be sufficient justification to engage in a vehicle pursuit. This will, over time, increase the cost of doing business for criminal enterprises like drug dealing, reducing crimes committed from vehicles and increasing public safety overall. We ask Police Chief Flynn to re-evaluate and possibly amend the current vehicle pursuit policy.

10. Strengthen 9-1-1 Dispatch center staffing, increase salaries and investigate consolidation.

Lengthy response times and deployment mistakes have contributed to tragedies across our city. Residents call 9-1-1 as a last resort because they are in desperate need, but nothing says more strongly that “the city doesn’t care about you” than waiting half an hour or more for police response to calls about violence and criminal activities. The 9-1-1 dispatch center is the bridge between residents and police responders. Unfortunately, vacancies and employee turnover at Milwaukee’s 9-1-1 dispatch center are frustratingly but understandably high, considering that this is one of the most stressful occupations in the workforce. The surrounding suburban communities offer higher salaries, leading trained personnel to depart for lower stress, better-paying positions outside the City.

To address these issues, additional 9-1-1 emergency communications operators must be hired, so that the dispatch center is adequately staffed at all times. Salaries for 9-1-1 emergency communications operators must be increased to the competitive levels needed to attract and retain qualified applicants.

We also recommend consolidating Police Department and Fire Department 9-1-1 dispatch center staffing and technologies. Currently, 9-1-1 calls must be transferred between the Police Department and Fire Department through separate computerized dispatch systems depending on the type of emergency. These transfers often involve duplicating caller interviews, slowing response times. Consolidating 9-1-1 dispatch operations in Milwaukee will improve efficiency, reduce administrative and supervisory costs, improve response times and restore residents’ faith in law enforcement. Consolidating 9-1-1 dispatching is also an important first step towards upgrading 9-1-1 operations with next-generation technology, including smart phone app-based service requests, as well as regional consolidation. These recommendations build on steps that are currently underway to improve 9-1-1 dispatch center staffing.

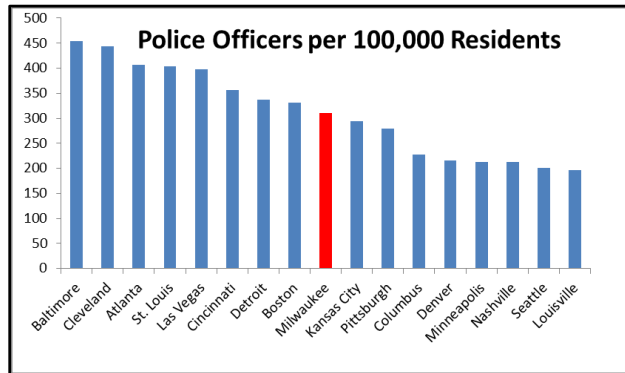
11. Restore Milwaukee Police Department sworn officer strength to 2008 level.

The City and the Milwaukee Police Department have a moral obligation to residents and visitors to provide a safe public environment, and according to Milwaukee Police Chief Edward A. Flynn, to “reduce the levels of fear, crime and disorder in the City of Milwaukee.” Without a doubt, one of the most effective means of improving public safety is to put more police officers on the streets. Properly deployed, more police officers can make a substantial difference in public safety. This need is going unmet in Milwaukee, to the detriment of residents throughout the city.

By the end of 2008, 8,717 violent crimes had been reported in Milwaukee, at a time when there were 2,156 authorized police officer positions. After a few years of reductions, violent crime in Milwaukee began trending upward in 2012 and has increased steadily since then, with 9,591 violent crimes committed in 2015. Right now, the Milwaukee Police Department has 80 vacant sworn officer positions, on top of 200 positions that have been eliminated since 2008. **This means that while violent crime has increased by 10% in the last 8 years, police officer strength has decreased by 280 officers.** An additional wave of 339 current police officers will

become eligible for retirement in the next 18 months, and a large percentage of those officers have expressed a desire to retire due to ongoing morale issues.

Also consider that Milwaukee has an average number of police officers per capita in comparison to other cities of similar size. Expanding the police department as suggested would not put Milwaukee outside our peer-city norm.



This is why it is imperative to add 280 police officers in the next two years, restoring sworn officer strength to the 2008 level. These 280 new police officers must be over and above the ongoing recruitment needed to manage the exceptionally large numbers of retirements and attrition. This is a historically appropriate sworn officer strength necessary to manage and reduce violent crime in Milwaukee. **With the added strength of 280 new police officers, the Milwaukee Police Department will have the resources to be proactive, stabilize neighborhoods in crisis and push back against the crime and disorder plaguing Milwaukee.** Restored staffing levels will also provide the workforce necessary to implement the other recommendations presented in this Plan, including increasing walking and bicycle beat patrols and restoring detective ranks to better investigate serious crimes.

12. Restore police detective ranks to accommodate demand for serious crime investigation and assign a greater number of officers to execute outstanding warrants.

As the Police Department's sworn officer strength has been cut back since 2008, the detective ranks have been thinned as well. Even as homicides and other violent crimes have risen in the last eight years, 66 detective positions have been eliminated. Lacking detective capacity, criminal investigations are increasingly being handled by uniformed police officers without the training and experience necessary to close cases. Consider that in 2008, the Police Department had a 93% homicide clearance rate, among the highest in the nation for large cities. While still keeping pace with national averages, the homicide clearance rate has plummeted to 60%. **This means that one in three homicides goes unsolved.** Likewise, there are a large number of warrants for violent crimes, in particular domestic violence, that are outstanding. This leaves people accused of committing violent acts on the streets, endangering their victims and our neighborhoods.

The Police Department must increase the ranks of detectives in proportion to overall sworn officer strength. Experienced, trained detectives can once again investigate drugs, gangs, prostitution and human trafficking and improve homicide clearance rates. Doing so will also free up uniformed officers to patrol our streets and neighborhoods. The Police Department must also assign a greater number of officers dedicated to executing outstanding warrants, particularly for people accused of committing violent crimes and domestic violence.

Recommendations for Milwaukee County

13. Expand the detention facilities at the Juvenile Justice Center.

The Vel R. Phillips Juvenile Justice Center in Wauwatosa is the only local, secure detention facility for Milwaukee youths. There are 96 beds for temporary confinement; frequently, all 96 beds are in use, with overflow youths sleeping on floors. This lack of space results in juveniles accused of serious crimes being released to the community to await disposition with no meaningful restrictions on their movement to protect themselves and the public. If the Juvenile Justice Center were expanded to accommodate more beds and programming, more youths could be securely housed locally while awaiting disposition, rather than being placed on supervision. This would prevent dangerous and embarrassing incidents like the recent Washington County chase involving five youths on “county supervision” in a stolen vehicle. This would also permit expansion of the Milwaukee County Accountability Program, a long-term, 24-bed program at the Juvenile Justice Center for youths at risk of placement with the Department of Corrections in Lincoln Hills.

14. Reduce over-reliance on electronic monitoring of adults and youths.

The House of Correction has a prisoner bed capacity of 1,958, but in 2016 served an average of only 1,325 inmates per day. At the Milwaukee County House of Correction alone, 129 adults are currently “home detainees” on electronic monitoring. Officials at the Milwaukee County Juvenile Correction Center estimate that over a thousand young people are currently under electronic monitoring. The House of Correction has the capacity to take on additional inmates following reductions in electronic monitoring and home detention as recommended elsewhere in this Plan. This would also provide capacity for a surge in short-time prisoners as heightened enforcement of “quality of life” crimes stabilizes neighborhoods. While there is an increased cost in housing inmates versus administering electronic supervision, under this recommendation more offenders would face the consequences of their crimes, and would be prevented from committing additional crimes while in detention.

Electronic monitoring is an attractive alternative to detention because it is less expensive, and, presumably, allows offenders to continue their education and work, and support their families. But this ignores the reality that electronic monitoring places no meaningful restrictions on a person who wants to commit crimes. To keep the public safe, Milwaukee County should drastically reduce the use of electronic monitoring for both juveniles and adults. Juveniles who have been arrested for less serious offenses should be placed in structured environments, such as boarding schools, group homes or other unlocked but “staff-secure” facilities. There, they can receive education, therapy and other social services rather than merely being fitted with an ankle bracelet and returned home. Conversely, those who have been arrested for serious crimes, including juveniles, should remain in detention until they are adjudicated, and those who have been convicted of crimes should remain incarcerated until their sentences have been served. This will protect the public and reinforce immediate, serious consequences for criminal activities, particularly for juveniles. Where electronic monitoring is deemed appropriate, the Milwaukee Police Department must have constant, real-time access to GPS status, supervision

violations and disposition reports. This will allow the Police Department to be a strong partner, especially in monitoring and supervising at-risk youths.

15. Create a Milwaukee County judicial oversight program.

We recognize what a challenging and difficult job judges, court commissioners and other court personnel have in administering the judicial system in Milwaukee County. We applaud their tireless efforts. However, it is not uncommon to hear stories of individuals released from custody, sometimes without even a financial bond arrangement, oftentimes putting public safety in jeopardy. Milwaukee County judges are elected positions and represent the people's interests, and individual judges may lie on different ends of the spectrum in how they view crime and punishment. Oftentimes, however, after an initial election, judges face little or no competition, and run for re-election uncontested. This lack of scrutiny does no favors for the justice system in Milwaukee, and can de-emphasize the judiciary's duty to represent the public's interest in safety and crime deterrence. Public safety in Milwaukee can best be served by a fair, impartial and equality-driven judicial oversight program to monitor the activities of judges, courts and court commissioners. Such a program would report to the community on an annual basis so that the public would have a fair and transparent mechanism for evaluating judicial activities.

16. Establish a local boarding school with boot camp-style and rite of passage programs for at-risk youths.

Not every youth who commits a crime benefits from being sent to secure, prison-like detention facilities in the company of violent offenders. Nor does every youth benefit from being returned home, or being placed in a group home, without facing any significant consequence for his or her criminal actions. A local boarding school would provide an intermediate level of "staff-secure" detention between facilities like the unlocked St. Charles shelter and locked detention at Lincoln Hills. Integrated boot camp-style programs could be incorporated to help youths learn discipline. Likewise, "rites of passage" programs, such as those provided through Milwaukee's Be The Change initiative, would help youths transition to adulthood and attain the self-knowledge needed to achieve cultural, social and academic success.

A public boarding school would also serve, when appropriate, to remove youths from chaotic homes and negative social influences to a secure, stable environment where they could catch up on their education. According to former Secretary of Education Arne Duncan, public boarding schools may be of benefit when "we have some children where there's not a mom, there's not a dad, there's not a grandma, there's just nobody at home. There's just certain kids we should have 24/7 to really create a safe environment and give them a chance to be successful." Urban public boarding schools have demonstrated success, according to a 2012 study by a Harvard economist – children admitted to a public boarding school in Washington had significantly higher math and reading scores, and enrollment in the school was effective at increasing achievement among poor minority students, to the extent that attendance at the boarding school had the power to eliminate the local racial achievement gap in four years.

17. Increase Milwaukee County Sheriff's Office deputy sheriff staffing.

According to the City Attorney, the City bears primary responsibility for law enforcement in County parks located within the City. However, Milwaukee Police Department standard operating procedure grants the Milwaukee County Sheriff's Office primary jurisdiction to investigate incidents in Milwaukee County parks located within City limits. Currently, the Sheriff's Office parks patrol has just 15 deputy sheriffs to patrol 156 parks covering over 15,000 acres spread out across Milwaukee County. Adding approximately 150 deputy sheriffs to the Sheriff's Office would mean a more thorough and consistent law enforcement presence in County parks. This would also allow the Sheriff's Office to be a force multiplier as needed by other local law enforcement agencies and take a larger collaborative role in addressing other local problems, including prostitution, auto thefts, drugs and gang activity.

Recommendations for the State of Wisconsin**18. Raise Milwaukee County Assistant District Attorney salaries.**

The Milwaukee County District Attorney's Office has received national recognition for its Community Prosecution Program, as well as efforts by District Attorney John Chisholm to move toward an evidence-driven public-health model to reduce racial disparity in charging decisions. The District Attorney's Office has also received national attention for overhauling how defendants are assessed pre-arraignment through an "early intervention" program that can lead to diversion rather than a criminal record. Despite these accolades, however, the starting salary for a Milwaukee County Assistant District Attorney is 15% lower than a Milwaukee assistant city attorney, 20% lower than a Milwaukee assistant U.S. attorney, 20% lower than a Chicago assistant district attorney and 38% lower than a Minneapolis assistant district attorney. According to the Milwaukee County District Attorney, assistant district attorneys depart for higher-paying positions with the City of Milwaukee, the Wisconsin Department of Justice, the U.S. Attorney's Office, other municipalities or the private sector after relatively short periods of employment with the County. High turnover means that complex cases are being assigned to less experienced attorneys, often with less-than-favorable results. Higher salaries would increase retention and morale, improving case prosecution quality. This is particularly desirable given the ongoing involvement of the District Attorney's Office with police district Community Prosecution Units, where it is important to maintain relationships with police, residents and community organizations.

Implementing this recommendation would require cooperation from the State of Wisconsin, as Assistant District Attorneys are State employees.

19. Audit and evaluate all components of the juvenile justice system.

There can be no argument that the juvenile justice system is failing Milwaukee's children and the community as a whole. Every week, stories about juveniles being arrested for the third, fourth and fifth times for serious offenses are broadcast in the media. Often times, these youths are arrested while they are under so-called "county supervision". In her remarks to the City of Milwaukee Public Safety Committee, Milwaukee County Circuit Court Chief Judge Maxine White acknowledged that, "juvenile justice in America is in trouble. Everybody is wrestling with

how to deal with a small number of very aggressive children that have not gotten the message right.”

We understand that budget constraints may be a motivation in reducing inmate populations. According to Hector Colon, the Director of Health and Human Services for Milwaukee County, diversion and alternative programs are not employed as cost-savings measures over incarceration, but rather, in the belief that such programs reduce crime and recidivism. If juveniles are not being released back to the streets to save money, this is all the more reason to ensure that such programs actually deter future crime. However, Director Colon has testified that there has been virtually no evaluation of youth recidivism rates following participation in the various diversion and alternative programs offered by Milwaukee County. Thus, juveniles who have committed crimes are being released back to the community without any evidence that doing so reduces crime and disorder and improves public safety in comparison to detention and incarceration.

We call on the State of Wisconsin to conduct an audit to evaluate how each branch of the juvenile justice system interacts with the others at each stage in the adjudication process. This audit would evaluate the arresting-decision process, intake and risk assessment at the Juvenile Justice Center, case referral decisions, supervision by County human services workers, charging decisions by the District Attorney’s office, disposition orders by the courts, monitoring and programming for delinquent juveniles, and aftercare by the County and Department of Corrections detention operations. This evaluation will identify those branches and operations that are ineffective and contribute to the juvenile delinquency problem in Milwaukee, so that changes can be made. An audit will also reveal choke points that delay adjudication and information gaps that must be bridged, such as providing the police with real-time GPS status to improve youth supervision.

20. Construct a regional, secure detention alternative to Lincoln Hills/Copper Lake.

Currently, delinquent youths who have committed serious crimes are sent to the Lincoln Hills/Copper Lake facilities in Irma, WI, a 4-hour drive from Milwaukee. This distance makes it very difficult for Milwaukee families to visit their children on a regular basis, if at all. Family and community ties are broken, which only encourages youths to re-offend once released to a family and community that have moved on without them. According to the Division of Juvenile Corrections, of the 177 youths currently detained at Lincoln Hills/Copper Lake, 119 of them are from Milwaukee County. At a regional facility, those juveniles could be housed in secure conditions to protect themselves and the public, while maintaining connections with their families and the community. This would also allow families and Milwaukee County to exert more oversight on juvenile conditions, education and programs, preventing abusive conditions from going unchecked.

Implementing this recommendation would require cooperation and investment from the Wisconsin Department of Corrections.

21. Undertake a third-party audit of all prison programs and alternatives to incarceration.

It is hard to argue against that when an individual is incarcerated, there is no opportunity for them to commit further crimes and endanger the public. As elected officials, time and again we have heard our constituents express their fears and concerns about repeat offenders with violent histories being released back onto our streets. Significant funding and resources are devoted to diversion, alternative rehabilitation and community placement programs for offenders, particularly juveniles. Most of these programs are carried out by private entities under contract with Milwaukee County. Significant funding is also provided for expensive in-prison programs to rehabilitate criminals and delinquents while incarcerated, as well as programs to remove individuals from incarceration, like work release and home detention. We are not interested in whether these programs are “soft on crime” or “hard on crime”; rather, we are interested in whether these programs are effective at reducing crime and recidivism. We cannot afford to risk the public’s safety by diverting or releasing delinquents and criminals from incarceration without clear evidence that doing so reduces crime and disorder.

This recommendation is for a thorough and transparent investigation and evaluation of whether diversion and alternative rehabilitation programs and prison programs for the incarcerated add to, or detract from, public safety in Milwaukee. With regard to programs administered by the Department of Corrections, we call on the State to order such an evaluation. An independent, third-party operational audit will find out whether fewer crimes are committed and the public is safer when offenders remain in the community versus when they remain incarcerated. This audit should address the entire prison and juvenile justice system, as well as recidivism rates, to determine whether programs are effective. Those programs that do not contribute to public safety should be defunded, or at least revised, to create better outcomes. Those programs that are effective can be expanded or duplicated as needed. Until such an audit is conducted and we have a better understanding of the effectiveness, or ineffectiveness, of prison programs and diversion/alternative rehabilitation programs, **we have no choice but to recommend that offenders must remain incarcerated in order to protect the public’s safety.**

22. Review Fire and Police Commission structure and operations.

The Milwaukee Fire and Police Commission is one of the oldest in the nation, and oversees all aspects of Fire Department and Police Department operations. The Commission sets overall policy, establishes recruitment and testing standards for positions in the Fire and Police Departments, hears appeals by members of either department who have been disciplined by their Chief, independently investigates and monitors citizen complaints, and disciplines employees for misconduct. However, the Fire and Police Commission was established by state statute in 1885, and may no longer be the best arrangement for overseeing a police department in a city of the size and complexity as Milwaukee.

We believe that it is time to conduct a review of the Commission’s duties in relation to best practices across the country for similar bodies to determine whether this is still the best model for overseeing police department operations in Milwaukee. We also recommend state legislation to permit mayoral appointment of the Fire and Police chiefs, with Common Council confirmation, as occurs for other City department heads. We believe this would lead to a greater degree of

transparency and accountability. We further recognize that this recommendation has been included in our state legislative package for a number of years.

23. Allow creation of a Milwaukee Police Department Board of Estimate.

The Police Department budget has ballooned by more than \$60 million since 2008, to over \$277 million, and is the City's single largest departmental budget, comprising 45% of the City's total general purposes budget. To put this in perspective, the Police Department budget is greater than the combined departmental budgets for the rest of the City, excluding the Fire Department. Compare this to 2008, when the Police Department budget was just \$215 million and took up only 37% of the City's budget. Not only is the Police Department budget the City's largest, but under State law, the Chief of Police has the sole discretion to allocate all funds in the Police Department budget. As an example, the Chief of Police may divert funds granted by the Mayor and Common Council through the City's budget process for hiring police officers, and instead use those funds to purchase computer equipment. Given the outsize proportion of the City's resources devoted to the Police Department, we believe the elected officials of the City of Milwaukee should have greater oversight into how the Police Department creates and manages its budget, as they do for other City departments.

Until 1978, a City "Board of Estimate" analyzed departmental budget requests and created a proposed budget setting forth in detail the amounts proposed to be spent by each department and the purpose of each amount. While this model is no longer in use, a modified Board of Estimate should be reinstated to ensure that Police Department budgets are allocated as intended by the City. We urge the State to pass legislation to allow for the creation of a City of Milwaukee Police Department Board of Estimate, whose role would be to fashion, implement and scrutinize the Police Department budget. The proposed Board of Estimate would include the Mayor, the Chief of Police, the City Budget and Management Director, the City Comptroller, the Common Council President, the Chair and Vice Chair of the Finance and Personnel Committee and the Chair and Vice Chair of the Public Safety Committee. Such an arrangement would provide more efficient and transparent oversight of Police Department budget and expenditures.

Financing

City of Milwaukee

1. Part-time and/or seasonal police officers.
2. Outstanding Debt Work Group.
3. Coordinate Milwaukee police recruit training with MATC.
4. Merge Milwaukee Public Schools' security services with the Milwaukee Police Department.
5. Consolidate 9-1-1 emergency communications.
6. Restore property tax rate to 2015 level.
7. Savings from police officer turnover.
8. 9-1-1 citations for non-emergency/false reporting.
9. Reinstate furlough days

State of Wisconsin

10. Wisconsin COPS grant program
11. Federal COPS grant program changes
12. Fee increases.
13. Statewide sales tax.
14. TIF district funds.
15. 9-1-1 calls surcharge on phone bills.
16. Shared Revenue increase.

Suggested Operational Efficiencies and Possible Revenue Sources

Clearly, many of the proposed initiatives described in the Plan will require funding. To pay for them, additional revenue sources must be found. Savings from various operational efficiencies can also help fund components of the Plan. The thrust of the recommendations for new operational efficiencies found in the Plan focus on the realm of public safety. This report concedes that all City departments could have been included as they could all find ways to improve operationally and fiscally; however, because of the Plan's focus on increasing public safety, the financing suggestions are solely public safety-related.

Additionally, the City is constrained in the amount that it can budget and spend by the State Expenditure Restraint Program (ERP). This program rewards municipalities with additional funding if they limit spending increases. Milwaukee has been awarded ERP funding for many years. At the same time Milwaukee has earned ERP funding, a larger percentage of the City's budget has been devoted to public safety. Other departmental requests, like street repairs, public health initiatives, and tree-trimming programs are being crowded out due to the increased tightening of State Shared Revenue and the necessity of staying within the ERP limit. One solution to these fiscal limitations is a publicly-supported, citywide referendum to increase property taxes.

Both new revenue sources and operational efficiencies are described below.

Potential Funding Sources for the City of Milwaukee

1. Part-time and/or seasonal police officers.

From Dallas to Davenport and New Haven to New York, many other cities have implemented creative strategies to employ more police officers during the summer. While this would be a new practice for the City of Milwaukee, hiring part-time and seasonal police officers would constitute a "surge" to take on the increased level of criminal activity that historically occurs each year from May through October. The high volume of calls for service, enhanced police presence at parades, festivals, and sporting events, and an elevated number of criminal incidents during the summer result in longer response times. These part-time, seasonal officers could take up that additional workload and expedite response times. In addition, by having a significant number of reserve police officers available for emergencies throughout the year working at base-pay, this could reduce the number of overtime hours worked by current police officers. Further, this would reduce the necessity of the \$14 million of budgeted overtime for MPD and reduce the workload of an already overstretched staff. Excluding the expected overtime savings, the marginal cost is estimated at \$35,000 per seasonal officer, nearly half the cost of a full-time position.

The use of seasonal police officers to augment the force during times of higher need is not a new, untested idea. Many cities in the U.S. have added part-time officers including San Francisco, New York and Dallas. These cities found that not only do they receive a larger force during the

times of higher call volume; they found that many officers contemplating retirement transferred to a part-time position instead of a full retirement. It would also create a new pathway to full employment for citizens desiring to enter into the Police Department. These part-time positions would be eligible for City benefits, but at a lower rate due to their seasonal status.

→ **Potential Savings: \$825,000 per 25 officers**

2. Outstanding Debt Work Group.

In 2016, the Common Council approved the formation of an Outstanding Debt Work Group in an effort to bolster the City's ability to collect outstanding fines and fees owed to it. If the Work Group is able to find a more efficient and effective means of collecting on old debt, the City would be able to attain money that, for years, has simply been written off. With these additional funds, this Plan recommends earmarking this new revenue for public safety. One of the topics discussed in the Work Group is increasing reliance on the Tax Refund Intercept Program through the State, which allows a city to reduce a taxpayer's tax refund by the amount owed to the city. With 2015 outstanding debt levels at over **\$135,000,000**, an increased collection rate of a mere 7% would amass an additional \$9.5 million and go a long way toward strengthening public safety.

→ **Potential Additional Revenue: \$9.5 million**

3. Coordinate Milwaukee police recruit training with MATC.

Milwaukee city taxpayers are now paying for at least three police-related training academies: Milwaukee Area Technical College (MATC), City of Milwaukee Safety Academy, and the Milwaukee County Sheriff's Office Training Academy. It is recommended that the MATC Criminal Justice Associate's Degree/Police Training Academy program be used for classroom theory and training. The City would pay a candidate's tuition if he or she successfully completed MATC's course of instruction. Thereafter, the recruit would continue at the Milwaukee Safety Academy for MPD-specific training and scenario training. This will result in shorter time at Milwaukee Police Academy. A recruit would receive a City salary (and some benefits) only after he or she successfully completes the MATC course of instruction. This will mean a less expensive training regimen than the custom recruit training now conducted at the Milwaukee Safety Academy. Paying for the tuition of 50 new recruits for 16-weeks of MATC police training prior to becoming a Milwaukee police cadet as opposed to 16-weeks of salary at the MPD Safety Academy would save the City nearly \$900,000.

→ **Potential Savings: \$1,800,000 annually per 100 police officers**

4. Merge Milwaukee Public Schools' security services with the Milwaukee Police Department.

The Milwaukee Police Department and Milwaukee Public Schools are highly concerned with the safety of their staff and students and work closely on a daily basis. This cooperation could be

strengthened and provide for better training and lowers costs. Leadership, supervision, and administration could be combined, resulting in lower overall costs and more efficient and effective provision of school security services to MPS staff, students, and guests. Items eliminated would include:

- Supervisory and administrative positions – salary and fringe benefits
- Operating costs of administration

This would be a more efficient service-delivery model than the current two-agency approach. The MPD Chief would be responsible for proper deployment of sworn officers, non-sworn civilian community service officers, and others, including crossing guards, as needed to provide a safe environment for school staff and students. MPD already has the Office of Community Outreach & Education to make day-to-day operational deployment decisions and provide non-confrontational interaction with students, parents and teachers. Additionally, MPD provides School Resource Officers, who are assigned to a number of high, middle and elementary schools. With so many MPD officers inside schools during the school year already and a proposed consolidation of the School Safety office, MPS could afford, through its \$16 million annual safety budget, to help pay for the hiring of new police officers. Any new officers hired through the MPS budget would work at MPS during the school years, and assist the remainder of the City during the summer months, when school is out and crime is at its peak. Operating under one organizational umbrella instead of two distinct agencies, the City and MPS could not only save considerable money but, more importantly, improve the safety of our children.

→ **Potential Savings: \$240,000 annually**

5. Consolidate 9-1-1 emergency communications.

Combining Milwaukee Police Department and Milwaukee Fire Department telecommunicators and dispatchers has been discussed for many years. Combining the 9-1-1 operators from the fire and police departments from two separate groups into one unified center would allow the City to reduce the supervisory staff and provide a quicker response to 9-1-1 emergencies.

Additionally, this Plan encourages the ongoing discussions to consolidate more communities into a county or regional 9-1-1 system to enhance overall public safety.

→ **Potential Savings: \$305,000 over time through attrition**

6. Restore property tax rate to 2015 level.

To maintain safety in our neighborhoods, our schools, our businesses and our city, this Plan recommends exploring the option of a property tax increase. The additional revenue will be earmarked for public safety. While not an option that will be regarded as ideal to some, our current options are limited and our crime and disorder seems limitless. Had the City Budget not

reduced the tax rate by \$0.12/\$1,000 assessed property value as it did from 2015 to 2016, but simply maintained a constant tax rate, the City would have collected nearly \$3 million more tax revenue, which could have gone a long way toward improving public safety.

→ **Potential Additional Revenue: \$3 million annually**

7. Savings from police officer turnover.

The Milwaukee Police Department has numerous retirement-eligible officers. According to 2015 estimates from the Employees' Retirement System, nearly 27% of MPD staff, over 750 positions, may retire within 5 years. When new police officers replace the more expensive, veteran retirees, a considerable savings is realized. We recognize that replacing more senior, experienced officers with new recruits represents a considerable cost in loss of expertise; however, it is a fiscal reality we must unfortunately face. If it is conservatively estimated that all the potential retirees are Police Officers, not Sergeants or higher rank, and are at the high end of their pay range and are replaced with Police Officers at the low end of the pay range, over the next five years, assuming all 750 people retire, the savings to the City would be over \$12 million.

→ **Potential Savings: For every 100 retired police officers replaced with 100 rookie police officers, there is a savings of \$2.9 million**

8. 9-1-1 citations for non-emergency/false reporting.

The 9-1-1 dispatch center receives nearly 750,000 calls per year. This equates to more than one call per year per Milwaukee citizen. The National Center for Problem-Oriented Policing states that nearly 40% of 9-1-1 calls nationally are for non-emergency service requests, or worse, a false report. Extrapolating the national trend on Milwaukee's number show that nearly 300,000 calls are estimated to be fallaciously reported to 9-1-1 yet still require a police, fire, or EMS dispatch. These types of calls redirect public safety officials away from the actual needs of citizens in true distress and slow down the rapid service Milwaukeeans deserve.

The City has a solution to this growing problem, yet it is rarely used. A municipal forfeiture of \$50 is currently warranted and, if issued, could deter future deceptive calls, freeing up emergency dispatch lines and speeding up 9-1-1 response times. The Milwaukee Police Department could issue these citations cost-effectively by leveraging the members of the force currently on duty disability or others administratively assigned to a desk. By enforcing an existing City ordinance using sworn staff not out on patrol, the City would reduce false calls for service and generate an estimated \$1.5 million by citing the most egregious 10% of the estimated 300,000 false callers.

→ **Potential Additional Revenue: \$1.5 million annually**

9. Reinstate furlough day for City employees

Furlough days were a budget-saving procedure instituted by the Mayor whereby city employees would have a day off without pay. Each furlough day saved the city \$1.1 million in 2013, excluding Police and Fire department personnel.

→ **Potential Additional Revenue: \$1.1 million annually per furlough day**

Potential Funding Sources for the State of Wisconsin

10. Wisconsin COPS grant program.

The State Legislature is urged to bolster the Law Enforcement Officer Grant program run by the State of Wisconsin. The intent of this program would be for the State to offer competitive grants to all eligible municipalities to pay for additional law enforcement officers. It would be separate from the U.S. Department of Justice (DOJ) COPS Office grants, which Milwaukee currently receives, that pass through the State of Wisconsin DOJ Office of Justice Assistance to local law enforcement agencies.

Crime is not singularly a Milwaukee issue. Disorder is spreading all across our state, with the epidemic of heroin increasingly involved. State legislation to implement this program is pending. State Representative Joe Sanfelippo is currently drafting legislation and will sponsor it next legislative session.

In Rep. Sanfelippo's plan, more officers and detectives would be added to the City through a multi-year grant funded by the state. While Milwaukee currently receives some "beat cop" funding from the State, the new state legislation would allow for many more officers, paid through State grants, to patrol neighborhoods, investigate more cases, and get to know the citizens.

→ **Potential Additional Revenue: An estimated \$10 million for 50 new officers spread out over a 3 year period**

11. Federal COPS grant program changes

The City of Milwaukee receives funding from the federal DOJ COPS grant. This allows the City to hire police officers at a faster pace than the City alone could budget for due to the state-imposed levy limit. Each year, the U.S. DOJ evaluates municipal applications based on crime statistics and past grant amounts. This annual grant pays much of the police officer's salary in the first year, with declining funding in future years.

- Grant term would be 3 to 5 years
- Declining grantor portion over time (90%, 75%, 60% 30% 15%)

- After 5 years, costs of new police officers totally assumed by the City

This grant structure does not allow for any large increase in the number of police officers. In other words, this grant does not allow cities to create a “surge” of officers. A surge in the number of officers has been proven in many cities to dramatically reduce crime.

The Plan requests that the DOJ allow for grant recipients to create a one-year surge in officers. Cities choosing to do this would then be ineligible to receive new DOJ COPS grants for 3 years. In total, the municipality choosing a one-year surge followed by 3 years of ineligibility, would receive no more funds than a city choosing to receive the base number of officers spread out over the same four years. While revenue neutral for the federal government, this would be a large boost to municipalities seeking to reduce crime and disorder via a police surge.

→ **Potential Additional Revenue: \$9 million in first year with a corresponding reduction of \$3 million for each of the next 3 years.**

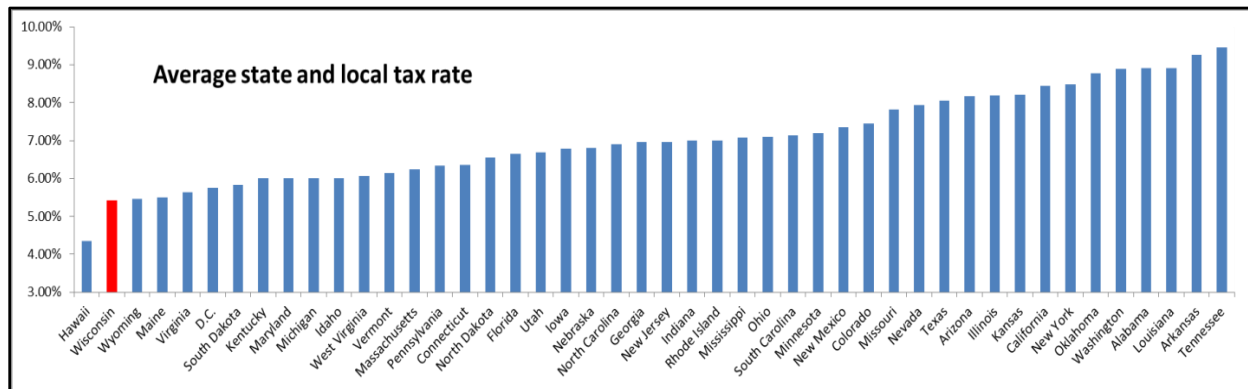
12. Fee increases.

This proposal recommends exploring the option of a Municipal Service Fee for public safety similar to the existing Solid Waste charge and Snow and Ice Removal charge. In order to implement this new fee, a change in state law would be required; however, adding a public safety fee of \$10 quarterly onto the existing 160,000 Municipal Services bills would generate \$6.4 million annually. The fee increase would encompass a wider portion of Milwaukeeans who live and work under the protection of the City’s public safety services than a property tax increase as nearly one-third of Milwaukee properties are exempt from property taxes. Additionally, the legislature should allow for these fees to be tax-deductible for those taxpayers that itemize.

→ **Potential Additional Revenue: \$6.4 million annually**

13. Statewide sales tax.

Milwaukee is not the only community seeing a rise in crime and disorder. Many cities in Wisconsin are finding it difficult to keep pace with criminals. Thus, this Plan calls upon our State representatives to study the feasibility of a statewide sales tax dedicated to local crime prevention. The revenue would be split with one-third going to law enforcement for the municipality where the revenue was generated another one-third to the county where the municipality is located and the remaining third to the State of Wisconsin for judges, prosecutors, public defenders, human services workers for court operations, local detention, and the State of Wisconsin Department of Corrections. Some percentage may also be set aside to provide community and institutional mental health services for mentally ill people involved in criminal acts.



In 2015, Wisconsin ranked as the 44th lowest sales-taxed state. An increase of half of 1% to cover the added costs of the growing public safety needs throughout the state would rank us at #40, just above South Dakota. Over the past decade, the cities of San Antonio, St. Louis, and Phoenix, as well as Clark County, Nevada, have established a dedicated public safety sales tax. These dedicated sales tax policies were created via citizen referendums.

→ **Potential Additional Revenue for the city of Milwaukee: \$24 million annually based on 0.5% sales tax**

14. TIF district funds.

Tax incremental financing (TIF) has been an economic development tool used by the City of Milwaukee for decades. These tax districts are created to reduce blighted neighborhoods by attracting economic development projects. The City does not immediately collect taxes on the increased value of the renovated TIF district properties; rather, it only collects taxes on the original value of the pre-renovated property using the additional tax revenue to pay for the improvements funded by TIF. While TIF may improve the overall built environment of a neighborhood, it currently allows for no additional funds for the increased need for public safety in the newly bolstered community. This practice causes increased stress on the City's budget due to a greater need for policing in these newly renovated neighborhoods without an equal increase in property tax revenue.

A fraction of tax incremental financing district funds to support law enforcement services could be generated from new TIF-funded development. State law may need to be changed to allow TIF dollars to be used for this purpose, just as it was to allow TIF funds to be used for affordable housing. Just a fraction of the City's annual TIF revenues could provide significant financial support for public safety.

→ **Potential Additional Revenue: 1% tax on current TIF nets \$350,000 annually**

15. 9-1-1 calls surcharge on phone bills.

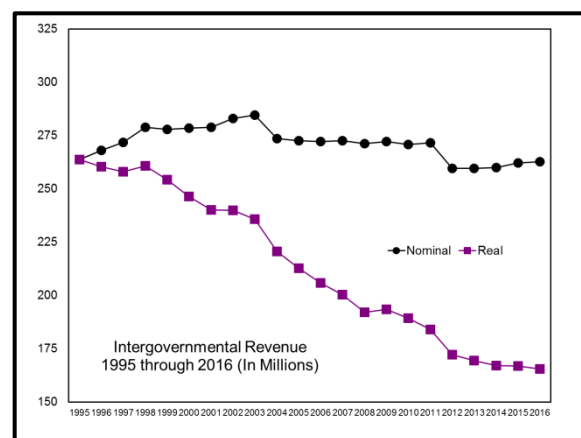
Currently, the State collects a \$0.75 per line monthly fee on all landline and cellphone bills. The fee is named Police and Fire Protection Fee, and is budgeted to collect \$53 million statewide. Upon its creation, this fee was redirected from local police and fire department budgets and comingled into State Shared Revenue disbursements. If possible, we recommend earmarking the portion raised in the City to be used for enhanced local law enforcement activities. This Plan would also seek a slight increase in the surcharge to cover law enforcement expenditures. Also, a new fee should be created and dedicated to maintaining local 9-1-1 dispatch centers. A dedicated \$0.10-\$0.25 fee on landline, cell and VoIP phones in Milwaukee County would generate between \$500,000 to \$1.25 million annually and greatly assist the County in upgrading and consolidating the 9-1-1 dispatch centers' information technology apparatus.

→ **Potential Additional Revenue: \$0.25 tax increase would generate \$1.25 million annually**

16. Shared Revenue increase.

State Shared Revenue was instituted in the early 20th century with the understanding that the State and localities would use the Shared Revenue program to equalize the property tax burden. In recent decades, Shared Revenue received by the City has declined in both real and nominal terms. Republican and Democratic administrations and legislatures have allowed the Shared Revenue decline to occur.

Shared Revenue is an easy target in the State budget, but depleting it breaks a century-long bargain between the State and localities. If Shared Revenue was tied to inflation starting in 2003, the City would have received over \$96 million in additional revenue over that same span of time. While this Plan recognizes the fiscal challenges that have hit our nation over the past few years, at all levels of government, strategic reductions in spending had to be made. **Over the past decade, Milwaukee reduced its workforce by nearly one-third from roughly 11,000 employees to little over 7,000.** Bluntly stated, the belt has been tightened. Meanwhile, the Shared Revenue disbursements placed an additional burden on the City's budget as it was not at least tied to inflationary growth. This Plan asks for the State Legislative Reference Bureau to study the effect of pegging State Shared Revenue to inflation on the State budget.



→ **Potential Additional Revenue: \$1.79 million increase in 2016 Shared Revenue when adjusted for inflation**

Conclusion

As previously stated by Common Council President Ashanti Hamilton, improving public safety is only the first part of a multipronged effort to improve the safety and vitality of the city of Milwaukee. We must also invest in our City's future by increasing economic development and improving community engagement. There can be no doubt that doing so will have a positive effect on public safety. However, the challenges we face are not unique to Milwaukee. Most of these issues are experienced in urban settings across America.

But our responsibility lies here.

We cannot overstate that local government is often left to pick up the pieces of a fractured society. We are forced to deal with the reality as it truly is, not as we wish it to be. We often call upon our constituents to work with us and work with the police-- everyone working together. We, too, as local elected officials, must work together.

We must set the example. City, County and State officials must set aside personal animosities, partisan politics and political expediency all in an effort to make the challenging and difficult decisions towards advancing this Plan and improving safety across Milwaukee. We realize that some of the recommendations may be considered controversial, yet each is the result of our honest and frank assessment of the status quo and our earnest effort to offer resilient resolutions.

It is our sincere hope that the citizens and stakeholders of the city of Milwaukee receive, accept and embrace this Plan in the same vein in which it is offered.