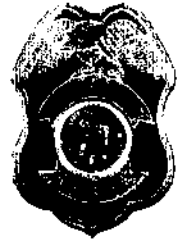
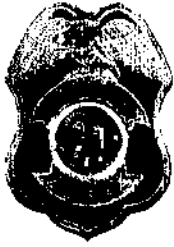
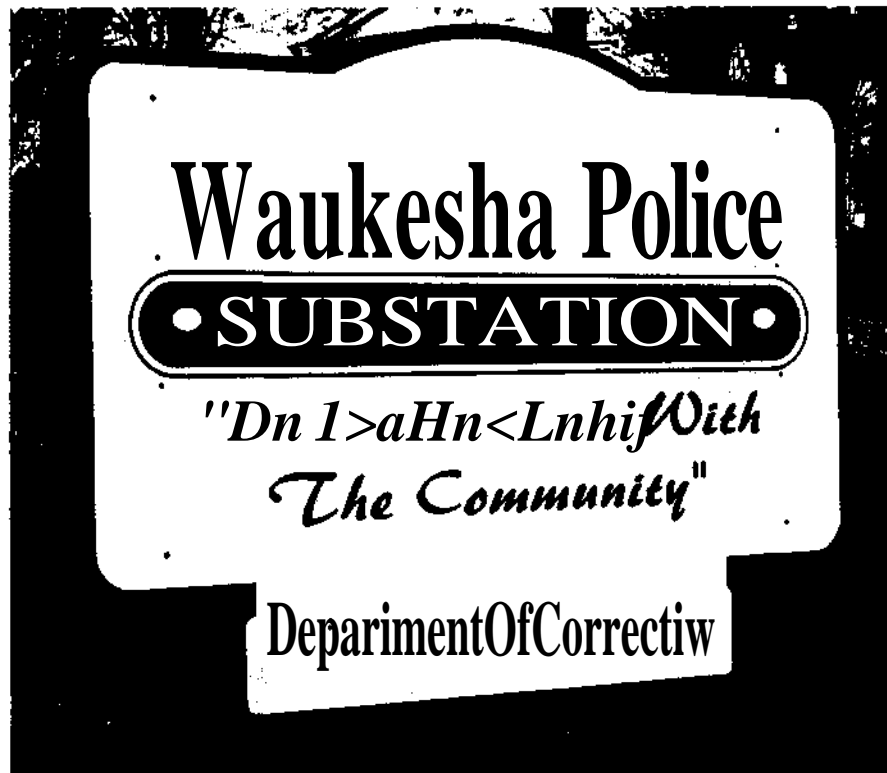


The Waukesha Police Department presents:



Police & Partners

A series of successful problem-solving efforts
that have tremendously impacted the community.



The revitalization of the Waukesha Business District
and surrounding neighborhoods.

Developed by Sergeant Brian Dorow
and Safe & Sound Director Michelle DuBord

April 24, 2003

ATTN: 2003 Herman Goldstein Award Selection Committee
1120 Connecticut Ave. NW, Suite 930
Washington, DC 20036

I have reviewed the submission requirements as stated by the Award Selection Committee and do hereby attest to the methodology and to the accuracy of the results of the problem solving efforts utilized by this department.

We have realized wonderful success within our community as a result of our police/community partnerships and expect this to be an "on-going" partnership. This department recently was awarded the Wisconsin Association of Community Oriented Policing 2002 Sir Robert Peel Award for our Community Policing/Problem Solving initiatives.

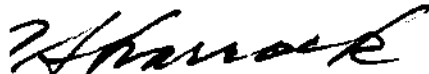
This department and community are excited about the community collaboration and problem solving successes being realized and we are very proud of this police/community partnership.

It is my distinct honor and privilege to submit and to nominate the **WAUKESHA POLICE DEPARTMENT** for consideration for the **2003 Herman Goldstein Award**,

which will be presented at the POP conference in San Diego later this year.

Thank you.

Respectfully,



Leslie A. Sharrock
Chief of Police

The Waukesha Police Department presents:

Police and Partners

The problem:

The City of Waukesha is approximately 32 square miles in size and one of Wisconsin's fastest growing areas. Along with the growth, a number of crime-related issues permeated a two square mile "focus area" which had a substantial negative effect on the entire community. The area consisted of the downtown business district, Frame Park and the surrounding neighborhoods. The issues, including juvenile delinquent activity, recidivism among probation offenders, public intoxication and drug transactions, created a high incidence of crime far greater within the focus area than the rest of the city.

Direct observation by officers, extensive interviews with dissatisfied merchants, property owners, politicians and residents, along with the use of police data revealed that a myriad of complex issues plagued the area.

Analysis

A newly developed Community Policing Unit analyzed crime data and factors associated with the long-term problems in the focus area. In 1995 the City of Waukesha experienced tremendous growth, which was evident by the development of shopping centers, restaurants, grocery stores and other businesses on the periphery of the city. Consequently, the downtown and surrounding neighborhoods began to decay and experience an increase of crime-related issues and community problems. Some retail shops either relocated or went out of business. Development was stagnant with little private and public improvements. Visible criminal behavior contributed to a negative perception that the area was unsafe. Efficiency apartments and boarding rooms provided inexpensive housing and attracted a high concentration of probation offenders. A significant increase in youth problems was attributed to a lack of positive activities. Quality of life standards diminished. Substandard and illegal behavior like public urination became acceptable to merchants and residents. There was also a lack of key leadership and committed partners necessary to initiate change. The traditional police response was deemed ineffective in dealing with these issues.

Response

The City of Waukesha Police Department responded with a community-based approach involving many stakeholders. The department created numerous partnerships by recruiting key leaders from government, corporate, faith-based and nonprofit entities. Together, we were dedicated to building a cooperative working relationship to improve the area as outlined by the following:

1. The creation of a police substation to ensure permanent police presence.
2. The establishment a partnership with probation agents.
3. The implementation of an ordinance prohibiting alcohol consumption in city parks.
4. The creation of a comprehensive youth anti-crime initiative, Safe & Sound, to engage youth in positive alternatives.
5. The training of police officers and community officials on community-oriented policing.

Assessment

From 1999 to 2002, the area experienced a significant reduction in police service calls, criminal activity in general and narcotic violations. Over a five-year period, approximately \$70 million was spent on development in the area. This represented a \$60 million increase in private and public improvements, which included the establishment of approximately 300 new jobs and 50 new businesses. Additionally, approximately 2,000 apartments were constructed to replace deplorable conditions found in efficiencies and boarding rooms. Furthermore, since the implementation of various programs, youth crime was reduced by 26 %. Overall, the community policing initiative resulted in increased police/community support and the creation of more partnerships than ever before to address crime-related issues.

Scanning

Officers within the newly developed Community Policing Unit (CPU) immediately began to interact with business owners, residents and merchants in the focus area. It was clear that we needed to address the criminal disorder in the focus area. Such things as drug trafficking, homeless people and public intoxication were among the complaints from residents, politicians and merchants. The Chief and members of the CPU were also told that the police response was ineffective, with the sole exception being emergencies. Merchants and residents were reluctant to call for police assistance and were dissatisfied with the department overall. After several months of meetings and interviews with business district and neighborhood stakeholders, as well as experiencing the conditions first-hand, we reached the following conclusions regarding the focus area:

- Demand for police services within the focus area was disproportionate to other parts of the city.
- There was an unusually high concentration of crimes such as battery, disorderly conduct, criminal damage to property, public intoxication and loitering among adults.
- There was a high concentration of repeat offenders on probation or parole.
- There was a high concentration of at-risk youth involved in delinquent activities and generating police service calls.
- A small percentage of those arrested for offenses committed within the focus area accounted for a majority of the offenses.
- Drug problems, such as hand-to-hand transactions and the use of strategically placed "runners" (i.e., individuals who stay in highly visible spots in order to facilitate drug-related activities) existed.
- Apartments and boarding rooms in the heart of downtown Waukesha and in some of the surrounding neighborhoods were being used as "drug places."
- Apathy was growing among merchants and business owners stopped investing.

Through the use of scanning, we realized there were a number of interrelated problems. The one factor tying the problems together was geography. See appendix: Map of focus area. Because of this, we felt that success would depend on addressing each of the problems at the same time. We decided to weigh the issues equally given that each contributed to the disorder. We also believed that isolating and solving only one problem would have no long-term impact. To see any improvement, we were convinced that the problems needed to be addressed collectively. We were also convinced that we would have a positive impact in the area because the surrounding neighborhoods were strong and would likely not encounter the same types of problems that we were finding within the focus area. Our goal was to work on the identified problems in stages over a period of time. The work would be extensive, time-consuming and require community support.

Analysis

Focus put into six different areas.

1. Perception

The business district experienced more criminal activity than other parts of the city and suffered from a long-standing, citywide perception of being unsafe. This negative perception was fostered by visible behavior such as open-air drug trafficking, staggering drunk people, youth fights and probation offenders involved in drug transactions. To Community Policing Officers, it was clear that even the mere mention of the downtown area evoked negative reactions from people.

Data was collected from various sources, including surveys, interviews, meetings and crime data analysis. Complaints from citizens, business patrons, merchants and property owners were also carefully analyzed. We also utilized data from the department's computer-aided dispatch center, which showed a disproportionate number of police service calls to the focus area. All of this information confirmed that the perception of the area as being unsafe had validity. We also recognized that the negative perception of the focus area kept law-abiding citizens from shopping downtown, which in turn contributed to perspective business investors shying away from the area. Development was stagnant with little capital improvements invested into the area. Furthermore, police response was viewed as being ineffective because there was little if any follow through and a lack of problem-solving efforts. Because of this, it was difficult to convince stakeholders that a new approach would be effective.

2. Probation & Parole Offenders

Analysis showed that approximately 425 offenders resided within or close to the focus area. Out of 1,200 offenders living in the city, we found that a higher concentration lived within the focus area. Offenders were lured to the area by the availability of efficiency apartments and boarding rooms. Many offenders were on probation for drug-related offenses. The data also revealed that many of these offenders were not following their rules of supervision and were being arrested for new law violations. Much of the time, police officers did not even know the probation offenders' rules.

Probation and Parole agents also worked traditional hours and infrequently performed unscheduled and unannounced home visits. Police officers and the agents rarely worked together and did not adequately share information. There appeared to be no accountability for offenders after the agents finished work because the offenders knew there was limited risk in not following their rules of supervision. Analysis showed that when it came to addressing offender problems the system was more reactive than proactive. Even though the agents were performing valuable roles within the community, they were not interacting with other community entities, especially the police.

3. Youth Problems

Analysis of the police service calls to the focus area showed that there were youth problems in the neighborhoods surrounding the business district. Youth violence, including gang activity, was steadily increasing. Parental supervision was minimal. Moreover, even though after-school activities existed, there appeared to be limited age-appropriate programs for all youth and a lack of collaboration among service providers. The delinquent activity within the focus area included repeated violations for skateboarding, vandalism and graffiti to city properties and monuments. The youth also complained of being bored and having nothing to do.

4. Quality-of-Life Issues

Our research also revealed that several quality-of-life issues existed. The quality of life for residents within the focus area had eroded over an extended period of time, as the criminal element intimidated residents from calling the police. The quality of life for residents had diminished over a period of time due, in part, to apathy among the business owners and merchants. Among owners and merchants, there was a sense of frustration and a feeling that nothing would happen if they contacted the police. The police also felt there were no standards to support positive change. For example, the sight of an excessively intoxicated person urinating in a business doorway was a frequent occurrence. The complaints and the disproportionate crime-related statistics substantiated the number of issues present.

5. Lack of Partnership and Collaboration

We did not see a united effort by stakeholders towards resolving the problems. We were told several times that it was a police problem and we should handle it. We also noticed there was a lack of committed community leadership willing to respond to the pertinent issues, although these same people were more than willing to point fingers at those they felt were responsible for the problems. Moreover, when community stakeholders did get together to discuss a problem, the police were not invited. Public service agencies within the focus area and city entities were viewed as working independently rather than collaboratively. The sharing of information and ideas between the police and other organizations was virtually non-existent.

Although police had the authority and discretion to deal with some of the issues, their input was generally made after arrest. In order to effectuate positive change within the focus area, we quickly realized that the development of partnerships would be critical. The police, the entity responsible for initiating the criminal justice process, and the agencies and organizations, those who impacted the life of the person arrested, needed to work together.

6. Lack of Enforcement and Police Presence

Police response rarely included follow-up action outside of making an arrest. Officers responded to complaints and many times sent offenders on their way. The traditional police response was ineffective with respect to alcohol-related complaints. This was especially true as to the problems found in Frame Park, where the police were limited in combating public drinking and intoxication. There also appeared to be a misunderstanding with respect to the role of the courts. Although Municipal Court does not have the authority to order treatment and other sentencing options as does the Circuit Court, there was the belief it could. We also noticed that some laws were not being used and that there were no sustained problem-solving efforts taking place. Even though police officers were visible in their squad cars, such a response did not adequately address the complaints. An effective criminal justice system demands participation by all agencies. Without such cooperation, an offender or a neighborhood has no chance of success.

Summary:

Our analysis revealed these key factors:

- **There was a lack of collaboration at various levels between the community and the police department.**
- **There was a need for increased or permanent police presence within the focus area.**
- **There were several layers of interrelated behavior problems.**
- **There was a lack of community tools and overall committed leadership.**

Response

1 Upon examination of the issues facing the focus area, we established a comprehensive response strategy:

1. Work to eliminate illegal activity from the focus area and improve quality-of-life issues by eliminating such things as open-air drug trafficking, public intoxication and other criminal activity.
2. Improve the public's perception of the business district and surrounding neighborhoods in order to initiate and stimulate growth.
3. Reduce complaints to the Mayor's Office, Chief's Office, Police Department, Business Improvement District and Downtown Merchants' Association regarding criminal activity.
4. Restore the public's faith in the police department through community partnerships.
5. Develop and implement youth programming.

Our response would involve five distinct strategies. Moreover, when fully implemented, the strategies would collectively work to solve the long-term problems within the focus area.

Phase 1. Construction of a Community Substation



During our research, we identified the need for a permanent police presence within the focus area. We saw a need to deploy resources including community-policing officers into the area. The idea of decentralization represented a major departure from the more traditional approach of providing services from one location. We started looking for a unique place to establish a police substation that would connect the downtown business district and surrounding neighborhoods.

Eventually we found a dilapidated, sixty-year old building that had been vacant for approximately three years. The location was perfect. Even though the structure needed many repairs and updating, we immediately initiated the necessary process to make the community substation a reality. After getting city council approval for the use of the property, the City of Waukesha allocated \$40,000 for remodeling and repairs to comply with the Americans with Disability Act. In spite of this commitment from the City, we needed even more resources to renovate the property. The concept of a police substation was immediately supported and welcomed by the community. Through private donations and corporate sponsorship, we raised an additional \$50,000 for this project.

We believed that the decentralization of police resources coupled with the relocation of the five community-policing officers from the main station to the substation would be an instant crime reduction strategy at the neighborhood level. Furthermore, the substation was a permanent symbol of the department's commitment to improving the focus area. The police department would literally become a resident and neighbor. The placement of the substation was substantiated by our research, which showed that the community's needs should dictate its location. The neighborhood mirrored the findings of our analysis phase. That is, the neighborhood had a disproportionate level of criminal activity and police service calls than other areas of the city. The benefits of the location of the substation included more visibility and accessibility to the police. We also set out to increase accountability and provide an improved service to the community. We wanted to be held accountable for our part in addressing problems successfully. Lastly, we believed presence would automatically have some degree of deterrence. Patrol officers were also encouraged to use the substation. Community usage would include community meetings, block and neighborhood watch meetings and youth programming, with an emphasis on at-risk youth. We also believed that the substation would help combat the perception of the downtown as being unsafe.

The following are goals of the community substation:

1. Reduce crime and the fear of crime.
2. Improve the quality of life in the focus area.
3. Better serve the public by providing easier access to police services.
4. Focus on underlying problems and factors that precipitate and/or contribute to calls for service.
5. Develop new strategies that cater to the unique and specific needs of the area.

After remodeling the substation and developing goals, we hosted a grand opening for community leaders and the public. Following the grand opening, we held several community meetings at which various issues were discussed. We engaged in other smaller problem-solving efforts with positive results. For example, to address ongoing complaints of litter, which included broken bottles near an area that housed several bars, garbage cans were put in several places next to the bars. The amount of litter in the area was immediately reduced. Officers worked with bar owners and were able to get voluntary compliance to stop the sale of alcohol to intoxicated individuals. Bar owners also agreed not to sell alcohol to known "trouble makers." Officers working from the substation immediately identified drug places and this information was passed onto the drug unit, resulting in the successful execution of several search warrants. We also held several community meetings with Community Educators from UW-Extension which have facilitated partnerships and on-going support. This is in addition to another program, A Community That Cares, that has also been active in the area.

Phase 2. Police and Probation Agents Pursue Offenders

The majority of crimes committed in the United States are perpetuated by a relatively small number of individuals. Statistically, 100 crimes are not committed by 100 people. These 100 crimes are more likely committed by 20 people. A significant number of previously convicted offenders repeat their illegal acts following incarceration. The Wisconsin Department of Corrections places formidable rules of supervision on criminal offenders in the care and custody of the department. The methods used to maintain compliance may well be a determining factor as to whether or not criminals return to their criminal behavior. During the analysis, several hundred offenders were identified as living in or close to the focus area.

The Waukesha Police Department and the Wisconsin Department of Corrections - Division of Community Corrections in Waukesha County believe that a concentrated effort to ensure compliance with rules of supervision will result in reduced criminal activity and recidivism. The two agencies developed and implemented a program while working together at the police substation in which the primary goal is to increase rule compliance. As part of our response to the offender problems, four probation agents moved into the substation to supervise offenders within the focus area.

The program was designed to allow probation agents to conduct systematic home visits on offenders during the hours of least expectation. The process required agents to work non-traditional hours. There were two objectives of the Police and Probation Partnership program:

1. Making offenders aware of the increased certainty of detection of rule violations.
2. The utilization of the impact of immediate consequences for rule violations.

These objectives were determined necessary to encourage offenders to voluntarily comply with their rules of supervision, which was an identified problem contributing to the disorder in the focus area.

Working from the substation, probation agents take the lead in home visits, with police officers serving as support and providing safety. Officers immediately take action if a custodial detention is necessary or when criminal activity is discovered. Agents perform a walk-through with the residents to ensure living situations are in compliance with the rules of supervision. This process is beneficial, as it provides agents with the opportunity to meet the offenders' families and/or other occupants. Agents are thus able to assess the offenders' environments and offer support and assistance. Complete documentation is made of all home visits, including time of contact and other persons at the residence. At those visits when offender contact is not made, agents will leave notice of their visit and instruction for the offenders. Random checks are also made of businesses and taverns to ensure that offenders are not violating rules by being in prohibited establishments. Agents are also visibly active in neighborhood meetings to work on problems associated with their offenders. Offenders also visit their respective agents at the substation during scheduled visit hours.

Phase 3 Creating an Ordinance prohibiting drinking in the parks

Part of the Community-Oriented Policing training included interactive sessions presented by representatives from the University of Illinois at Chicago, Public Safety Partnership Program. The issues that received overwhelming attention during this training involved alcohol-related incidents in Frame Park. The community viewed Frame Park and the Fox River Corridor (a multi-staged, multi-million dollar revitalization and development project along the Fox River in downtown Waukesha) as the city's showcase development. Despite the renovations along the Fox River Corridor, there continued to be a negative perception that the area was unsafe due to the number of alcohol-related incidents within the park. Changes in the area of public safety, especially as they related to public intoxication, were needed.



Prior to the changes, it was common to find intoxicated individuals in the park. In fact, officers routinely found individuals spending a good portion of their day in Frame Park consuming alcohol. This group generated numerous police calls, including a number of emergency alcohol

detentions. The Mayor and Police Chief organized a steering committee to work on developing tools to assist law enforcement in responding to the situation. Following several meetings, it became clear that the city needed to ban public drinking in the park. Although Waukesha was one of the largest cities in the state, Waukesha still allowed drinking in city parks. An ordinance was created that prohibits the consumption of alcohol in city parks without a permit, and in those cases only within certain designated areas. The ordinance has proved to be an effective tool in addressing alcohol-related issues in Frame Park. Patrol Officers and Community Policing officers working out of the substation immediately enforced the ordinance with a "zero tolerance" approach. Word quickly spread throughout the community regarding the immediate impact of the ordinance. The group of individuals causing the problems could no longer legally drink in Frame Park. In turn, the police saw a reduction in the number of service calls to the park. Moreover, utilization of the park skyrocketed, with more and more families taking advantage of the picnic and play areas.

Phase 4 Reaching out to Youth



National Research indicates that the majority of youth crime occurs daily between 3:00 p.m. and 10:00 p.m. On a local level, our experience reinforced these findings. In an effort to provide opportunities for youth as an alternative to committing crimes or being victimized, we pursued grant dollars to develop after-school programs in our community. The after-school programs help prevent and reduce juvenile delinquency by offering young people rewarding, challenging and age-appropriate activities in a safe, structured and positive environment.

In preparation for this initiative, we conducted a series of community strategic planning sessions and needs assessment meetings, as well as extensive research. A broad-based group of community stakeholders developed a work plan related to positive alternatives for youth. The initiative began as a public-private partnership involving the City of Waukesha, Waukesha Police Department, United Way in Waukesha County, Waukesha School District, University of Wisconsin-Extension, local businesses and a host of community-based organizations. See Appendix for the comprehensive list of partners. Waukesha's initiative stressed the importance of using community resources in a comprehensive and collaborative manner to address neighborhood youth problems. A substantial number of grant dollars made it possible for youth agencies, churches, government officials and other organizations to play a role in creating programs to support the vision of the youth plan. A request for proposal process challenged organizations to collaboratively approach the issue of youth crime.



In order to enhance this newly established work plan, we actively pursued the support of Safe & Sound, a grant program offered by U.S. Senator Herb Kohl, to expand our efforts. The City of Waukesha eventually became the sixth Safe & Sound expansion city in April of 2002. Safe & Sound is a community-based, anti-crime initiative that utilizes three interdependent strategies to reduce crime and improve the economic viability in designated target areas. The Safe &

Sound program creates safe places, connects community partners with neighborhoods and enhances collaboration with law enforcement, all with a focus on youth. These three components have been identified as part of a successful and comprehensive approach to measurably reduce youth crime in targeted communities.

The Safe & Sound program builds on this history of collaboration by uniting diverse organizations in a carefully planned effort to impact youth crime and violence in a targeted area. We realized that a comprehensive approach to address problems of youth crime and violence would be critical to the program's success.

1. The first component of the program is the establishment of a **network of safe places** and resources which offers a variety of engaging, positive and empowering activities for youth ages 8-18. The model incorporates law enforcement involvement, academic achievement, as well as recreational and positive interpersonal development activities. The Safe & Sound Safe Places include both structured and unstructured activities during after school hours. A strong emphasis is placed on providing programs during the traditionally high-crime hours, weekends and during school vacations. The Safe Places offer programs such as peaceful conflict resolution, kickboxing, dancing, tutoring and computer classes. Currently the following Safe Places exist with a wide variety of activities available to youth from the identified neighborhoods.

Safe Places

Mediation Center / Medina Center

The goal of the "Kick Conflict" program is to help youth reduce or eliminate physical fighting and verbal conflict, improve school attendance and develop positive social skills. It establishes a Safe Place for physical activity and training centered around kickboxing and boxing and also instruction and practice in conflict resolution skills.

La Casa de Esperanza

The program creates a Safe Place for after-school activities on weekends, evenings, holidays and school vacations for youth. Activities include youth tutoring, open gym and use of a computer lab.

Waukesha Teen Center

Club One 2 One and break dancing programs offer a safe facility for high-risk students and relationship skills with adults and peers.

YWCA of Waukesha

The program offers academic learning strategies, recreational activities, job skill enhancement and personal and interpersonal skill development.



Whittier Elementary School/Big Brothers Big Sisters

The program is designed to enhance their academic performance, develop conflict resolution skills and promote an increase in school attendance. The program partners with Big Brother/Big Sisters to provide mentors to children perceived as at-risk for academic failure to help them develop a positive academic attitude.

In an effort to engage youth who are not normally involved in after-school, community, or other positive activities, we actively develop targeted recruitment strategies. These strategies utilize the media, community newsletters and various forms of advertising to promote the safe places. There are also various opportunities for family involvement and intergenerational activities at the neighborhood safe places. Throughout the entire planning process, we involved youth in program development at each site. A strong emphasis will be placed on new strategies for publicizing safe places and other resources to encourage youth participation.

Youth-Driven Activities

Youth-driven funds support activities and community service projects designed for and by youth.

Students Against Destructive Decisions (SADD)



SADD (Students Against Destructive Decisions) members provide safe and drug-free activities for students after school.

Preventing Alcohol Related Crashes (PARC)

PARC (Preventing Alcohol Related Crashes) Youth Group educates youth about the consequences of underage drinking.

La Casa de Esperanza

The S.P.O.T (Students Providing Opportunities Together) program involves youth in the design and publication of a quarterly newsletter which highlights positive youth efforts.

To publicize available community resources, we worked with members of the Mental Health Association to develop a virtual teen center, 'Waukesha Teens Online,' to serve as a resource to youth. The website created

- L for teens offers information regarding community resources. Waukesha Teens Online is a website database of

community information relating to youth. The website www.waukeshateens.org connects youth with activities happening throughout the community. The site is linked to the Safe & Sound website www.safesoundwaukesha.org to promote the safe places. Utilizing the existing grant funds, we also established two after-school pilot programs at Central Middle School and Waukesha South High School.

South High School

The **Big Brothers Big Sisters Blackshirt Leadership Program** matches underachieving students with adult mentors from the community. Mentors help provide friendship, role modeling, and guidance to students.

Truancy Abatement Program

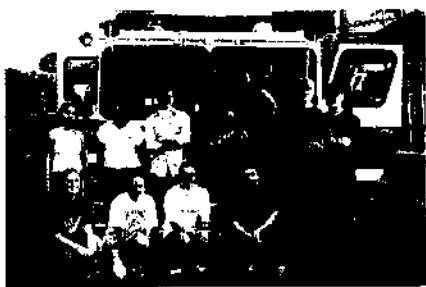
This program is designed to provide an educational intervention to students and their parents in the event that a student is referred to the Waukesha Police Department for a truancy citation. This differs from traditional practices of merely issuing punitive consequences for students who are truant. An after-school tutoring class, **SATurday School (Students Academic Tutoring)**, is providing assistance to students who are struggling academically.

Central Middle School

7th

After School Homework Club will assist 7th and 8th grade students with tutoring and homework completion. College students will help students complete homework assignments and projects.

After-School Adventure Trips, which are coordinated through Park and Recreation Department, after-school activity camps are available. Camps include an outdoor camp, a volleyball camp, a weight training fitness camp, and a track camp.



In addition to the pilot projects, **Career Explorations in Public Safety** was also developed to offer youth the equivalent of a Citizen's Police Academy. This unique opportunity for career explorations in both Police and Fire Safety is open to students from all three public high schools. The eighteen-week long course provides students with working knowledge of each department while emphasizing problem solving and

critical decision-making skills. Twenty students are enrolled in the program and will receive a Learning Through Service credit. We want to expose students to careers in police and fire services so that we can recruit future Police and Fire Fighters from our city. It is a hands-on course in police and fire services as well as the development of life skills. This is the Police Department's direct commitment to working with youth and developing future police officers and fire fighters.

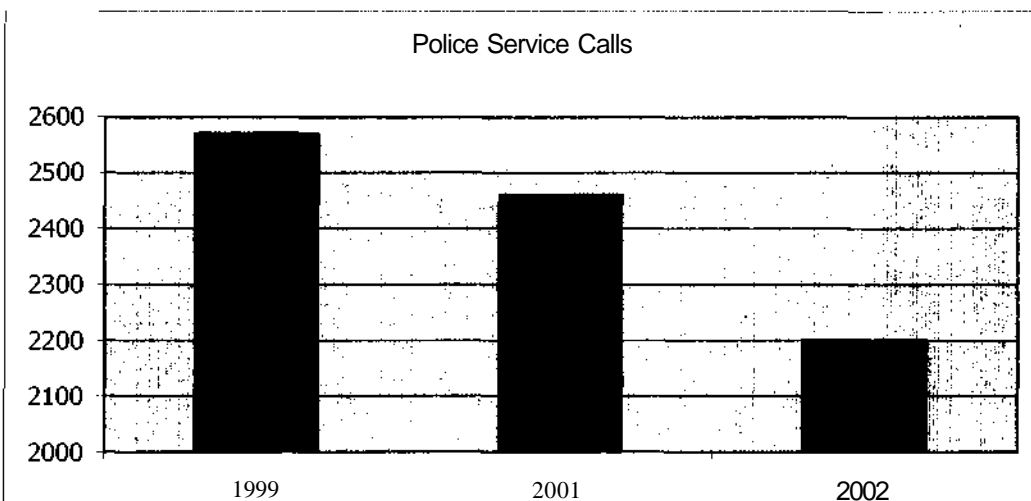
2. The second component focuses on **neighborhood organizing**. A Community Partner serves as an anti-crime liaison who works with residents and goes door to door to develop block watch groups, share information, support local businesses and plan events. Residents are encouraged to work in partnership with
- L law enforcement and neighborhood revitalization organizations to improve the safety of the target area
3. The final component involves **tough law enforcement**. Thirteen officers have signed up on behalf of the City of Waukesha Police Department to work in collaboration with Safe Places in the community to support positive alternatives for youth. The Police Officers and Community Partner also work together with residents to identify problems and develop strategies to address crime-related issues.

Phase 5 Empowering Officers

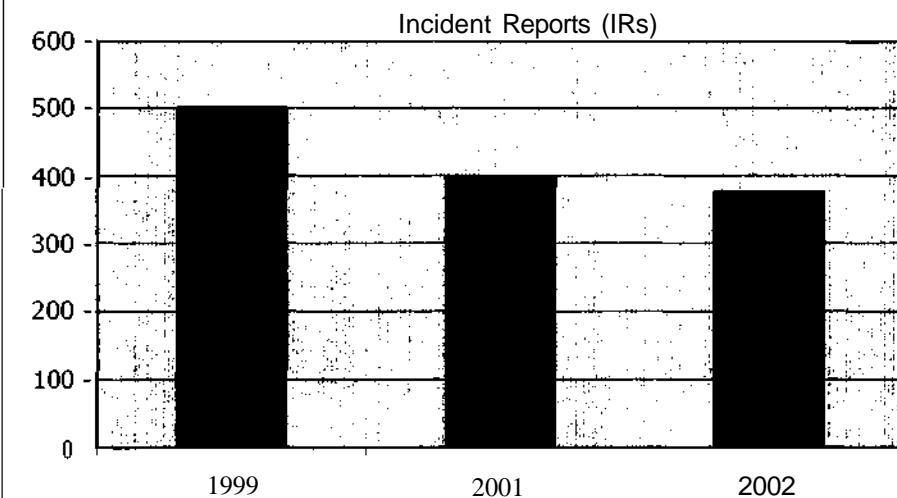
Police personnel received training on the importance of problem solving within their squad areas. They learned the benefits of Community Oriented Policing which included more autonomy and less direct supervision. There is an increased potential for impacting crime, fear of crime and other quality-of-life issues. When officers develop partnerships they can coordinate and leverage resources from all sectors for more effective strategies. Officers learned that this creates a network of assistance, guidance, technical support and problem solving. Effective problem solving involves a problem, which is viewed as two or more incidents that are similar in nature. After identifying a problem, officers are encouraged to use the SARA Model as a good resource. Police officers are called on to solve a variety of problems, which are not usually criminal violations but community issues. During the training, we stressed importance of seeking additional help and resources as well as the development of partnerships with community members.

Assessment

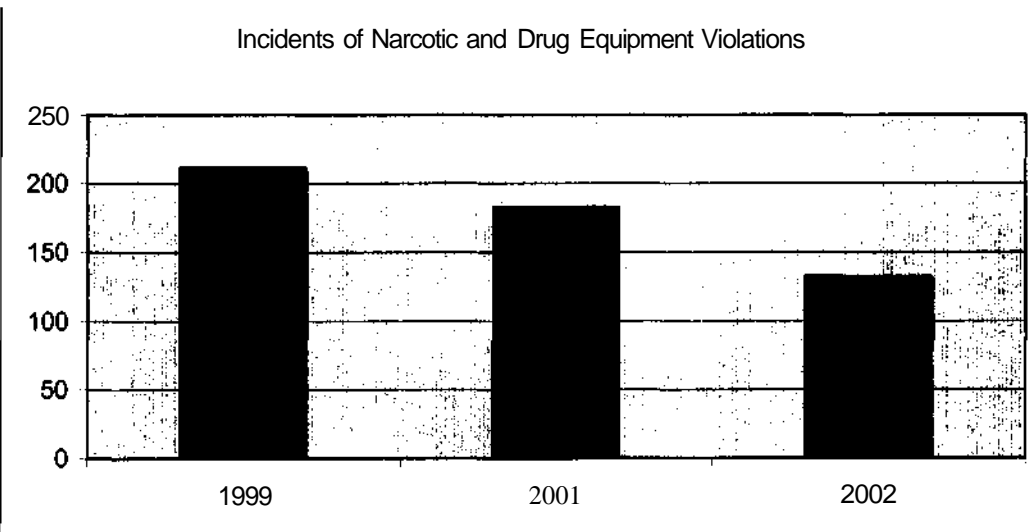
1. Work to eliminate illegal activity from the focus area and improve quality of life issues.



**Police Service calls
1999,2001,2002**



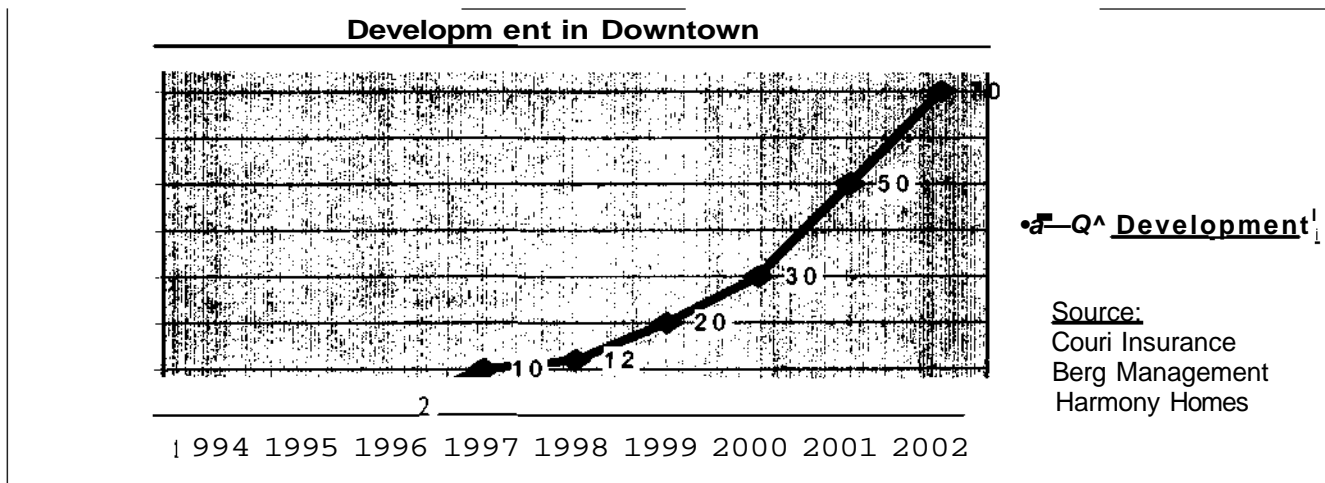
**Business District -
Crime Incident
Reports (IRs) 1999,
2001, 2002**



**Narcotics Violations
1999,2001,2002**

2. Improve the public's perception of the focus area.

In the past 3 years, we have had approximately \$70 million invested in the following new developments built in the heart of downtown. Development was in response to the positive changes taking place.



Some examples of the development:

- Main Street Plaza Apartments - 62 Units, 10, 000 square foot first floor retail
- Center City Plaza Apartment - 22 unit luxury apartments, first floor commercial.
- An Extended Stay Hotel /Corporate Apartments, approximate \$3.5 million.
- Walgreen's - approximately \$4 million
- The Aval on Manor Expansion Project - urban revitalization of an entire city block by local Presbyterian Homes Foundation, approximately \$20 million to include approximately 120 independent living and assisted living units.



3. Reduce complaints to the Mayor's Office, Chiefs Office, Business Improvement District and Police Department.

Complaints have been significantly reduced as demonstrated by the following.

"I never have to call the police for complaints. Complaints have been reduced substantially to the point of being virtually non existent," **says Business Improvement District Executive Director, Susan Buchanan.**

"Through the Community Oriented Policing program in the community working with elected representatives a local ordinance was adopted to prevent alcohol consumption in the parks. As a result, I do not get those calls any more," **says Mayor Carol Lombardi.**

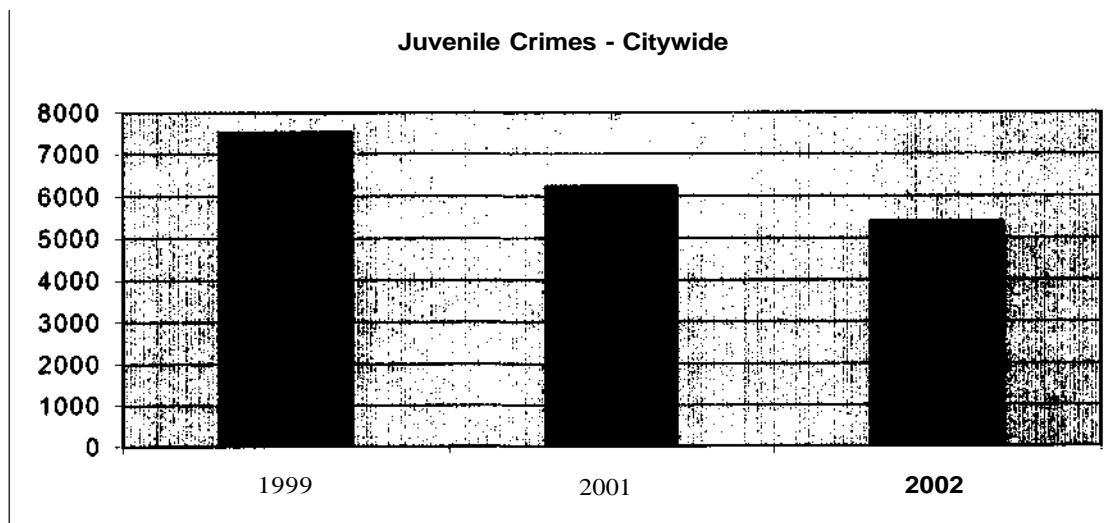
" We know that things are working correctly and we are making a difference," **states Chief Les Sharrock.**

4. Restore the public's faith in the police department through community partnerships with various agencies.

Faith in the Police Department is difficult to measure. However, we have included various letters of support and testimonials as well as a list of our partners. They speak volumes regarding the impact in the focus area. See Appendix

5. Develop and implement youth programs.

A network often Safe & Sound Safe Places are currently in operation to provide numerous positive activities for youth and families during the extended evening hours, weekend and during times that schools are on break. They have significantly impacted juvenile crimes.



As problems become more complex, we recognize that it is critical to build on existing resources in a collaborative effort and work to develop solutions. The implementation of community-oriented policing model has resulted in improved partnerships and measurable reductions in calls and crime in the focus area. Each day, the partnership list expands and more progress is made. "If a window is broken and left unprepared, people walking by will conclude that no one cares and no one is in charge." ¹ We were confronted with a similar situation in the focus area and through our response, we engaged the entire community to effectively change the conditions. The Waukesha Police Department is dedicated to working with the City of Waukesha stakeholders to address crime-related issues. These successful problem-solving efforts have tremendously impacted the community.

¹"Broken Windows - The police and neighborhood safety" article by James Q Wilson and George Kelling.

Agency and Officer Information

The problem-solving initiative was conducted at the officer level with guidance and support from the Chief of Police and the Administration. Officers initially received problem-solving training. The lead officer extensively researched the components of successful problem solving using his academic background while a student at the University of Wisconsin - Madison. He also had the opportunity to interact with Professor Herman Goldstein. The Community Oriented Policing philosophy adopted by the Waukesha Police Department supported the efforts of the officers at the neighborhood level. The officers had the flexibility to problem solve since they were removed from the patrol division and did not have to respond to service calls. The resource and guidelines that were used consisted of using to Herman Goldstein's book entitled Problem Oriented Policing. We consulted the U.S. Department of Justice - Office of Community Oriented Policing Services and received some of their problem solving publications. Specifically, we used *Disorderly Youth in Public Places* by Michael S. Scott, *A Guide to Reducing Crime and Disorder Through Problem-Solving Partnerships*, Carl Peed and *Using Analysis for Problem- Solving* by Timothy S. Byrum. We also incorporated the philosophy documented in the "Broken Windows - The police and neighborhood safety" article by James Q Wilson and George Kelling. The resources committed to this project included officer's time, which did not go beyond the department's budget.

Chief Les Sharrock

City of Waukesha Police Department

1901 Delafield Street

Waukesha, WI 53188

(262) 524-3761

lsharrock@ci.waukesha.wi.us

Sergeant Brian Dorow

City of Waukesha Police Department

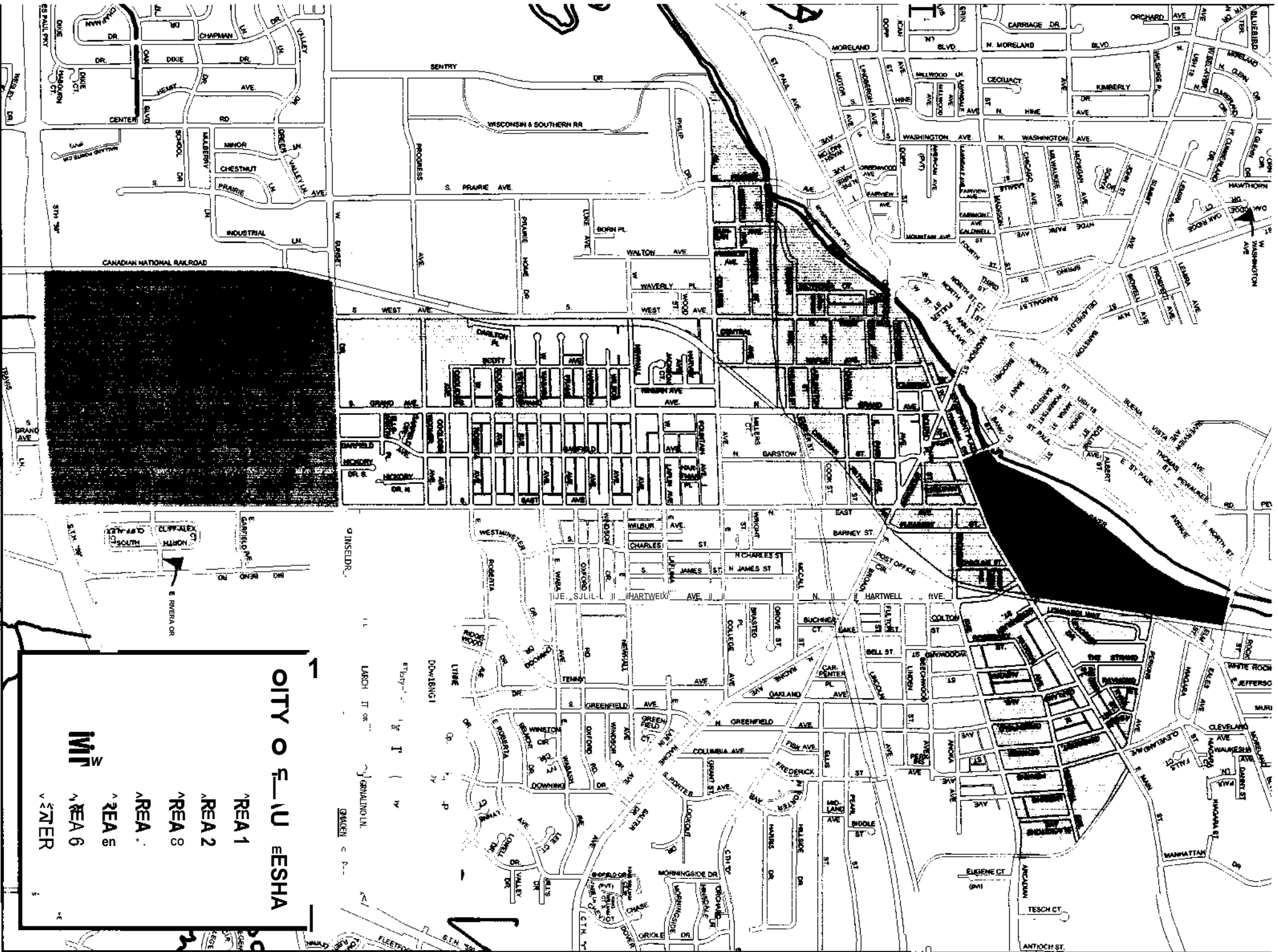
1901 Delafield Street

Waukesha, WI 53188

(262) 524-3942

bdorow@ci.waukesha.wi.us

APPENDIX



CITY OF WESHA

AREA 1

AREA 2

AREA 3

AREA 4

AREA 5

AREA 6

ENTER

Partners

Waukesha Police Department - Chief Sharrock
Mayor Carol Lombardi
YMCA - Chris Becker
YWCA - Bev Siligmueller
La Casa de Esperanza - Anselmo Villareal, Emilia Hernandez
Children's Service Society - Denise Laine
Boy Scouts - Mark Jansen
Girl Scouts - Mary Charles
Addiction Resource Council - Claudia Roska
District Attorney Paul Bucher
Waukesha Rotary - Pat Buckley
Waukesha County Technical College (WCTC) & Kiwanis - Larry Schoenberger
Waukesha School District
 Superintendent, David Schmidt
 Director of Pupil Services, Jim Haessly
 Waukesha South High School, Principal Mark Hansen
 Central Middle School, Principal Jeff Copson
 Whittier Elementary, Guidance Counselor Phyllis Lardinois
Members of the Waukesha Police Department
Community Policing Unit, Waukesha Police Department
Inspector Greg Hagenbucher, Wausau Police
Officer Bill Bongle, Green Bay Police Department
Waukesha County Probation & Parole Agents
Waukesha Probation & Parole Supervisors
Jennifer Jones, Waukesha County UW- Extension
Safe Places and their staff members
 La Casa de Esperanza
 Wisconsin Correctional Services (WCS)
 YWCA
 Central Middle School
 Waukesha South High School
 Whittier Elementary
 Big Brothers & Big Sisters
 One 2 One Teen Center
Youth Driven Activities
 Waukesha Teens Online (WTOL), Mental Health Association
 Career Explorations in Public Safety
 Students Against Destructive Decisions (SADD)
 Preventing Alcohol Related Crashes (PARC)
 Students Providing Opportunities Together (SPOT)
Waukesha Freeman

Milwaukee Journal Sentinel
Residents in the focus area
Neighborhood Block Captains
Waukesha Area Chamber of Commerce & Leadership Waukesha Program
Police & Fire Commissioners
Business Improvement District (BID)
Partners in the Development of the Substation
Downtown Merchants Association
State Representative Ann Nischke
Representatives from A Community That Cares
Safe & Sound Board of Trustees
Churches
 St. Matthias Episcopal - Chris Denman
 River Park Community Church - Joe Green
 St. Joseph's Catholic Church - Marian Lamoureux
University of Wisconsin, Waukesha - Dean Brad Stewart, Anna Santiago
Waukesha County UW-Extension - Marcia Jante, Jennifer Jones
United Way in Waukesha County - Jayne Thoma, Michelle DuBord,
United Way in Waukesha County- Youth Advisory Board - Kyle Tenneson
Carroll College - Elena DeCosta
Workforce Development - Gary Plato
Waukesha Park & Recreation Department - Ron Grall
Waukesha Public Library - Jane Ameal
Waukesha State Bank - Marty Frank
Waukesha Memorial Hospital - Ford Titus
Business Improvement District
Downtown Merchants Association
Big Brothers/Big Sisters - Jim Greco
Couri Insurance - Jerry Couri
Community Residents & Youth
Waukesha City Council Members
 Alderman Charles Betker
 Alderman Ralph Lapp
 Alderman Larry Nelson
 Alderman Charles Lichtie
Mental Health Association - Mary Gray, Lisa McLean
Family Services - Dr. Gary Kundziorski
Circuit Court Judge - Ralph Ramierez
Wisconsin Correctional Services - Holly Patzer
WE Energies - Jennifer Bogнар
Youth

Personal Testimonials

Resident Scott Winzenried ^{on} working with the Police. "The renewed relationship with the police has been very beneficial to my neighborhood. Together we have made a number of key improvements during the last three years. As a neighborhood, we feel much safer."

"As a Community Partner, it is my job to organize neighborhoods and to address issues related to crime. As I go door-to-door, I often hear from residents how excited they are that the Waukesha Police Department is willing to reach out to them, listen their concerns and respond," stated **Maria Ortega Reich, Safe & Sound**. "I am certain that this partnership will only help to improve the quality of life in our city."

"This program will reduce crime by bringing resources together to provide children with positive alternatives," stated **Jerry Couri, Safe & Sound Board Chairman**. "We are impressed with the results achieved in other communities and look forward to continuing that record of success in Waukesha."

"Working on improving the community is very important, I truly believe that by working together for a common goal this can be accomplished. Over the last three years, I have watched the Community Policing Unit spearhead improvements within the downtown area that have resulted in a reduction of criminal activity. This was because of the Police Department's commitment to establishing and maintaining a substation has made all the difference."

President Marty Frank, Waukesha State Bank

"Safe & Sound is unlike any initiative in the community. It offers our youth programs and opportunities that didn't exist before. It is a progressive approach that is making a positive impact."

District Attorney Paul Bucher

REALTORS
(262) 547-7755

137 WISCONSIN AVENUE
FAX: (262) 547-2234

WAUKESHA, WISCONSIN 53186
E-MAIL: smart.realty@wauknet.com

December 8, 2002

Chief Sharrock
City of Waukesha Police Department
1901 Delafield Street

Waukesha, WI 53188

Re: Community Policing in Downtown Waukesha

Dear Chief Sharrock:

I am pleased to share with you some thoughts, observations, and particularly appreciation regarding the community policing initiative in the City of Waukesha. From the perspective of a downtown resident, business owner and Business Improvement District board member, the success of the department's efforts to become an active partner in the changes downtown has been very visible.

As you are keenly aware, our downtown is a true community. It is a community of residents, merchants, businesses, government, churches, artists, etc.. and also the heart and center of the greater Waukesha community. The true membership of the Waukesha Police in this community and the resulting changes have played a large part in the revitalization of the business district and improved the quality of life for residents. I believe that these changes have a circular positive effect on the ownership and pride that individuals and organizations feel for this community and the investment they make in it. I speak for many people when I say that it is a comfort and reward when the officers are seen on bike patrol on the Riverwalk, walking the downtown beat, talking to people on the street or responding quickly to a call from someone downtown. As a consequence of this presence and involvement, both the safety and sense of safety for residents, shoppers, workers and business owners increases. This leads to more participation in the downtown community and economy just as surely as a reduction in safety or that perception leads to less.

I have heard it frequently enough from even Waukesha residents that they had not been downtown in a long time for one reason or another, and they were pleasantly surprised at their recent experience. Those experiences are often nighttime events, meals or shopping. Not that long ago there was a common and not that unrealistic perception that that experience might include an unsolicited encounter with a man or woman coming out of one of the local taverns, hanging around the river or springhouse, or just walking around. I know from observation that these encounters occur with much less frequency than a few years back and that the police efforts here have played a large role. The

relationships that the police have formed with the BID and Downtown Association as well as the creation of the sub-station and the Citizens Police Academy certainly have facilitated this progress. These relationships, initiatives, and the presence of this hub in the downtown have been effective in making the public and help responses that have made the difference. I am certain that the police that operate out of this hub observe more that occurs downtown and that the public has much more familiarity with these officers, again leading to more communication and attention.

Recently, I spent time discussing these same topics with several merchants and received the following input. First, during the time of the community policing effort, safety and the environment seem improved. Second, the relationships with and the visibility of the police department have improved. And third, the belief has developed that police want to help business-owners on issues big and small, and the interest on the part of business owners to get involved in safety issues, i.e., reporting a crime, attending meetings, and otherwise contributing, has increased. That is, that a partnership has developed. These changes are no doubt important to the ongoing safety and health of the downtown environment, but they are also vital to business and organizational investment in the area. The Aval on Square project, the new museum, the Riverwalk, the State Office expansion, the arts district, the Civic theater, and many more investments in this community depend upon the real and perceived safety of the area and thus the continued innovative partnership with the City of Waukesha Police Department.

In closing, I would express gratitude for persistent, energetic and creative approach that your department has taken toward the issues downtown. The hard work exercised in partnership, education, and presence have paid dividends in improved safety, quality of life and investment.

Sincerely,



David L. R. Smart
Smart Realty Company

cc: Sgt. Brian Dorow.



CITY
OF
WAUKESHA

CAROL J. LOMBARDI
MAYOR

MEMO

To: Chief Les Sharrock
City of Waukesha Police Department

From: Carol J. Lombardi, Mayor
City of Waukesha

Re: Congratulations and Celebration of
Substation Success - 515 Maple Avenue

Date: November 14, 2002

I want to take a moment to write you and our entire City of Waukesha Police Department staff to say thanks on the continued service delivery success originating from our substation located in our central city at 515 Maple Avenue. Serving in the position of Mayor since 1998 and also being a resident of the Waukesha community for 58 years truly allows me to make the following substation observations.

- Using a vacant city-owned property in 1999 as a perfect location for our COPS program and officer facility. Renovation needs coming from both city tax dollars and community in kind/fund raising efforts gave a May 2001 substation opening.
- Knowing calls from the neighborhood for police assistance and also identifying the approximately 400 probation and parole clients resided in a two-mile radius of the substation location sent a message of an unsafe area in Waukesha City. Today statistics show less calls for assistance, police presence in the neighborhood, and school-kid programs providing pro-active not re-active police service.
- Elected Common Council members take pride in and have more direct contact with their constituents as block watch programs increased, as well as, neighbor getting to know neighbor.
- Citizen thank yous are coming to me, as mayor, for the substation creation, COPS programs, and also partnering being done with Park, Recreation & Forestry Department, the School District of Waukesha, and UW Extension programs.

It's hard to believe all this has happened in a two year span. To also recognize the sharing of office space with Department of Correction P & P officers sends a message of enforcement accountability (whether local or state) to our substation neighborhood.

Thanks to ALL for a job well done. I look forward to working with you on identifying/locating a second substation for COPS programs in the near future in wonderful Waukesha.

Sincerely,

Carol J. Lombardi

cc: Sgt. Brian Dorow
Sgt. Mike Hokenson

CJL\cc

police department\substation congrats

Scott McCallum
Governor



Waukesha Field Office
1900 Pewaukee Road, Suite 1
Waukesha WI 53188
Telephone: (262) 521-5132
Fax: (262) 548-8683

Jon E. Litscher
Secretary

o. . CWT' .
State of Wisconsin
Department of Corrections

December 23, 2002

Chief Leslie Sharrock
City of Waukesha Police Department
201 Delafield Street
Waukesha, WI 53188

Dear Chief Sharrock:

I thought a brief review of the status of this program would be in order as we move into the next phase of our collaborative Neighborhood Supervision-Police Substation project. This next phase will be the full time placement of four Department of Corrections Probation and Parole Agents, along with a Clerical Support worker at the substation. These agents, Elizabeth Falk, Bethany Salamone, Sue Karras and Julie Martins, will be better able to be of service to the residents in the neighborhood area due to their full-time presence in the substation. As important, I believe, will be the addition of Program Assistant Ava Acosta-Filo to our staff. She will be assigned to work not only with the Department of Corrections staff assigned to the facility, she will be able to provide assistance to police officers, community groups and visiting community members. She is well aware of the mission of this program and we see her as an integral part to the on-going success of this program.

Our success in establishing the Department of Corrections presence in this neighborhood is directly related to your extending the invitation and cooperation of your department. Our agents have conducted home visits in this neighborhood with your officers; this not only provides a significantly greater degree of safety and security to our staff, it also clearly establishes to all who see us together that we are partners in community safety. These visits (usually at least two per month since the program's inception in May, 2001) make it very clear to offenders that their behavior is closely scrutinized. They know an agent and officer may drop into their home at any hour, any day, to enforce the rules of their supervision.

Neighbors not under our supervision clearly know we are monitoring their community, and have approached us on several occasions to bring unwanted criminal behavior to our attention. The arrest and conviction of a child pornographer came about only due to neighbors coming to the substation to report suspicious behavior. A probation search yielded evidence of a crime that was turned over to your investigators; a dangerous offender was taken off the streets due to neighbors' awareness of our cooperative relationship.

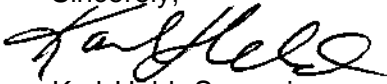
While I wish I were able to provide numbers, statistics, charts and graphs, our data systems do not allow for such number crunching. Perhaps that's for the better; the success of programs such as our collaborative Neighborhood Supervision Project operated out of the City of Waukesha Police Substation have an impact on neighborhoods that might not be able to be captured in charts and graphs. We do know this is working because of

- phone calls I receive from upset offenders who say the PO has no right to be in their house on weekends - last I heard, probation ran 24/7, not just from 7:45 - 4:30 Monday through Friday.

calls from neighbors asking for more information about what probation and parole can do to help with difficult people in their neighborhood that they now know are probation they know because they say a PO walk into the offender's home with a police officer seeing police officers sharing information directly one-to-one with the PO, and vice versa, a level of communication only dreamed of in the past, but now routine at the substation

As we continue to grow, I know we will serve as a model for other departments in this county. Already other chiefs have approached me seeking to build from your experience. I thank and commend you for your visionary foresight in reaching out to the Wisconsin Department of Corrections in this partnership. I know we have made a positive difference in this community.

Sincerely,

A handwritten signature in black ink, appearing to read 'Karl Held', written in a cursive style.

Karl Held, Supervisor
Wisconsin Department of Corrections



City of Waukesha
DEPARTMENT OF PARKS, RECREATION & FORESTRY

1900 Aviation Drive, Waukesha, WI 53188 262-524-3737 Fax: 262-524-3713

December 10, 2002

Les Sharrock, Chief of Police
City of Waukesha
Police Department

Dear Chief Sharrock:

Please accept this letter of acknowledgement supporting the Community Policing efforts associated with the City Park System and in particular, Frame Park. Since program inception, I am pleased to report that feedback received from park patrons has been very favorable.

Specifically, people have commented on police presence as being a "very positive thing" and a "deterrent to potential crime". User satisfaction with park facilities (i.e., Schuetze, Rotary, and E.B. Shurts buildings and all park shelters) has dramatically improved, with a strong correlation to police enforcement of the ordinance and permitting process adopted to regulate alcoholic beverages in parks. This past summer season I did not receive one "drinking" related complaint.

The proactive nature of Community Policing has also been recognized by those who sponsor community-wide events (i.e., Riverfest, Fiesta Waukesha and Winter JanBoree), with such functions benefiting tremendously from Police staff efforts to ensure the coordination of a safe (yet fun) event.

Many challenges remain, and we look forward to continuing our partnership with the Police Department and support Community Policing initiatives associated with City Parks!

Sincerely,

Ron Grall, Director
City of Waukesha
Dept. of Parks, Recreation
& Forestry

c. Mayor Lombardi
James Payne, City Administrator
Officer Brian Dorow

Waukesha

SUNDAY, APRIL 21, 2002



RICK WOOD / STAFF PHOTOGRAPHER

Waukesha Police Officer Eileen Micklitz leaves the Maple Ave. substation. Neighbors say the site has increased police presence in the area.

Station break

Site helps Waukesha police nestle into neighborhood

By **ANA CABAN**
of the Journal Sentinel staff

Residents near the railroad tracks just north of Elizabeth St. in Waukesha were tired of the vandalism and suspected gang activity that occurred under the cover of trees, brush and overgrown bushes.

Fed up with the activity behind a nearby company, neighbors complained to police last fall about the nuisance.

"We cut down all that brush and stuff," said a resident, Scott Winzenried, of the joint efforts to improve the area. "Now that we took that away from them, there is no place for them to hang around."

Winzenried said residents

hadn't gotten that kind of quick action from police, who notified property owners of the problems and arranged for brush to be removed, until the Waukesha Police Department opened a substation in their neighborhood.

"It seemed like before, things went unnoticed or undetected," he said. Now, "it's, more close knit. There's not a large dividing point between the police and the community."

Nearly a year after Waukesha police moved its downtown substation into a city-owned house next to the library, residents, business owners and others say it has created a greater sense of community.

"This building is symbolic of an investment in the community," Paul Gorton, a resident, said of

the substation. "It shows the city is aware of the neighborhood and wants to do something for the neighborhood."

Police use the substation for such activities as community meetings and filling out reports. Not only has the site increased police presence in an area of the city that statistically had more service calls and criminal activity than other areas, but it has made the police more approachable, residents and police said.

The city's main police station on Delafield St. with its higher security can be imposing, said Sgt. Michael Hokenson, who supervises the community policing unit.

"Whereas downtown, it is just

Please see **POUCE**, 8W

Waukesha police substation pa

POLICE, From 1W

the opposite. It's not so cold; it's not so impersonal," he said.

The substation is a natural extension of community-oriented policing, a philosophy that strives to get police out of their squad cars and into direct contact with citizens, business owners and others,

he said.

"We went from driving through the neighborhood to living there," Hokenson said. "We become a stakeholder because we are down there, too."

The substation has allowed for an involvement with the community "that would have never taken place" otherwise, said Officer Brian Dorow of the community po-

licing unit.

Since the substation opened May 12 in the red brick house on Maple Ave., police said they have seen a decline in service calls and criminal activity.

By going out into the community, police and residents are working more closely together to resolve those issues, Hokenson said.

"It's the ability to voice their

opinions and that they are being heard," Hokenson said.

Some residents agreed they have a greater rapport with police.

"It gives us an in with the Police Department," Gorton said of the substation. Residents are "more willing and comfortable calling (police) because they know others will call."

Hopes it stays

Kyle Villarreal said he would hate to see the substation ever discontinued.

"It sends a message to any criminal elements that they shouldn't come around here," Villarreal said. "They just can't get away with what they want to."

The downtown substation was originally established in October 1998 and shared space with the downtown Business Improvement District at its former office on Broadway.

That office wasn't much (just a desk, a few chairs and a telephone) and did not have the privacy to conduct business; Hokenson said.

"It gave us an opportunity to have a presence downtown, but it wasn't functional," he said.

So, police last year persuaded the Common Council to allow substation in the house, which had been acquired in anticipation of library expansion within the next five years.

With \$40,000 in city funds and donations from more than 35 organizations, police created a substation that includes a community meeting room, computers that link to the Police Department, and office for state probation and parole agents. This summer, it will be the home base for the police's Bike Patrol unit.

Officials laud station's 'success'

City officials said the new substation has had a positive impact on the community.

"It has accomplished even greater success in the neighborhood than what was anticipated," Mayor Carol Lombardi said.

Aid. Ralph Lapp, whose district includes the substation, said it serves its purpose.

"Work still needs to be done, it has had a definite impact," said. "You can drive by there



RICK WOOD / STAFF PHOTOGRAPHER

Police Officer Gregory Calhoun and Elizabeth Falk, a state probation and parole agent, joke with students from Central Middle School as they play in Cutler Park. The school is only a few doors away from the Maple Ave. police substation.



RICK WOOD/STAFF PHOTOGRAPHER



WILLIAM MEYER/STAFF PHOTOGRAPHER

Falk interviews a client at his home. Four probation and parole agents work out of the police substation on Maple Ave. At right, Dorow talks to a resident about a car parked on his property near the substation.

