

# **Operation Impact**

**A plan to reduce crime, fear and disorder and  
improve Milwaukee's quality of life**

April, 2008

Operation Impact is a multifaceted, comprehensive approach to fighting crime, restoring order, and revitalizing a particular geographic area on Milwaukee's south side. All segments of the community would be incorporated, each having its own responsibilities.

### Boundaries

Operation Impact covers the area bounded by W. Pierce Street on the north, W. Lincoln Avenue on the south, S. 16<sup>th</sup> Street/S. Chavez Drive on the east and S. 38<sup>th</sup> Street on the west. This area is considered one of Milwaukee's most ethnically diverse. In addition, approximately 85% of all crimes in Milwaukee Police District 6 occur within this area. This targeted area encompasses portions of four Aldermanic districts.

### Beat Cops

The area would be divided into five beat areas. (Please see attached map) Officers assigned to these beats would take ownership of their area. They would volunteer for this assignment to insure that the officers chosen have the desire to work closely with the people they encounter on their beat patrols. Ideally these officers would be on bikes and would patrol in two shifts, one from noon to 8 p.m. and the other from 4 p.m. to midnight. Beat officers would be expected to have contact information for and work closely with the areas building inspectors and sanitation inspectors as well as the neighborhood and social service organizations in the targeted area. By establishing relationships with residents and business owners on each block of their beat, officers would gather information about nuisance properties, drug houses, graffiti tagging, and other such activity. Using the information gleaned from the residents they would work with squad officers and the Community Prosecution Unit to make preventing crime and restoring order their top priority.

### Private Security

Private security would be engaged to patrol the targeted area to act as eyes and ears for the police. They would not actually engage people doing suspicious activity, but would identify problems and work closely with the police. The security patrols around the Aurora-St. Luke's Medical Center campus would be one private security group making this effort and ideally other patrols would monitor other neighborhoods in the targeted area.

### Neighborhood Ambassadors

W-2 participants would be hired for community service work such as litter pick up, graffiti removal and neighborhood outreach. Ambassadors would be in uniform which would also act as a crime deterrent. These Ambassadors would be modeled after the Downtown Public Service Ambassadors which is a program that has proven successful and merits expansion.

### Surveillance Cameras

Existing cameras on National Avenue have proven effective in deterring street crimes such as prostitution, drug dealing and panhandling. Camera installation would expand to other parts of this targeted area.

### Alley Lights

An effort would be underway to install garage lights in the alleys throughout the targeted area. Additional lighting has been a proven deterrent for certain property crimes.

### Landlord Compact

Landlords within this area would be organized in a compact. The compact would share information regarding bad tenants and work closely with the police and community prosecutors.

### Door to Door Effort

Every home within the borders would be visited by representatives from the Community Partners, Weed & Seed and community organizers from the Southside Community Organization, Layton Blvd. West Neighbors, Journey House, and the Milwaukee Christian Center. Residents would be left with a packet of information including a Call for Action booklet, crime prevention information, security survey information, etc.

An important segment of the door to door effort will be to incorporate the *TRUST Build* program which is a program that seeks to open the lines of communication between residents and city agencies. This program has proven successful in Selma, Alabama.

### Weekend Warriors

This volunteer group of citizens would go out on weekends twice a month to perform such services as lawn cutting for the elderly, graffiti clean-ups, litter clean-ups and the like. Their efforts will go a long way in improving the environment in the targeted area.

### Church Effort

Churches within the borders would be contacted and be asked to engage their members in working to improve the area. The Prince of Peace Corps would be initiated at each church. Members commit to ownership of the two square blocks around the church as well as ownership of the block each member lives.

### Neighborhood Walks

Three days a week for one to two hours different neighborhoods would be walked through with the Alderman, Police, Department of Neighborhood Services, Sanitation, Parking Enforcement and Community Partners to identify and deal with problems. Residents would be notified of the walks so they can meet with City officials during the walk.

### Court Watch

Citizen volunteers would monitor key court cases affecting the area. They would go to court, write victim impact statements, etc.

### Police District 6 Business Association

I believe business owners are willing and eager to take part in the fight against crime. They have a vested interest in the well being of the neighborhood.

### Neighborhood Associations

Seven neighborhood associations would be formed and would cover the Muskego Heights, Clarke Square, Reiske Park, Layton Park, Burnham Park, and Silver City neighborhoods. This would be an effort to build pride and take ownership of smaller areas within the target area.

### Late Night Outreach

The sad reality is that life in this area late at night is completely different than life during the day. It is imperative that efforts be made to reach out to the individuals out on the streets late at night. Involvement of area pastors would be a key part of this effort.

## ***Project Description***

### **Background**

The City of Selma, Alabama was incorporated in 1820. It was planned and named by the Vice President-elect of the United States William Rufus King. It is located in Dallas County and is the heart of Dallas County. In Selma, the largest historic district in Alabama is found because of the rich history which encompasses the civil war to civil rights eras. Selma continued to make history as the first black mayor, James Perkins, Jr., was elected in 2000.

As of the last census, the population of Selma was 20,512. Of this, 69.68% were African Americans, 28.77% were Caucasians, and 1.55% was Other. There are 8,196 households of which 5,343 families reside in the city. In the city, the population was spread out with 27.3 % under the age of 18, 9.7% from 18 to 24, 24.9% from 25 to 44, 21.8% from 45 to 64, and 16.3% were 65 years of age or older. Although the median income for a household in the city was \$21,261 and the median income for a family was \$28,345, the per capita income for the city was \$13,369. This resulted in approximately 26.9% of the families and 31.9% of the population being below the poverty line, including 41.8% of those under the age of 18 and 28.0% of those ages 65 or over.

### **Need**

The mayor's office was inundated with cries from the citizens of Selma who were in need of community and social services. Although there were agencies that provided many of the services the citizens requested, it was apparent that there was a disconnection between the agencies and the citizens they serve. In addition, abandoned and dilapidated houses partially contributed to criminal activity in some neighborhoods. Furthermore, there was a lack of community pride in some neighborhoods for many reasons. Moreover, there were deficiencies identified within some city government departments that provided services to the community.

In an effort to provide a safe and secure community to all citizens, the City of Selma implemented a strategy to build trust and promote community pride. This community development and outreach based strategy addressed community dysfunctions and crime. This new strategy is called TRUSTBuild (Teaming to Restore Unity, Safety, and Trust).

### **Objectives**

The objectives are:

- identify code violations and nuisances;
- educate citizens on city ordinances and codes;
- reduce crime through community policing; and
- connect citizens to available community resources.

## Implementation

The implementation of TRUSTBuild was done in two phases: Neighborhood Sweeps and Community Outreach. The Neighborhood Sweeps phase of TRUSTBuild pulled city departments that render services to the public under a centralized managed process. If these services were not rendered, it could possibly contribute to potential criminal activity. The Neighborhood Sweeps involve four teams, which ride through neighborhoods for one week to identify code violations and nuisances every quarter. Teams consist of patrol officers and clerical staff employed by the City. Violations and nuisances are reported back to the departments responsible for correcting the said violations. City departments meet weekly to analyze progress reports provided by departments involved with the clean up.

The City of Selma created and funded the Community Outreach Department to implement the second phase of TRUSTBuild-Community Outreach. The Community Outreach phase of TRUSTBuild takes government from within the walls of City Hall out to the people it serves. By implementing this strategy, it is safe to say that Community Outreach is "government for the people". This phase of the TRUSTBuild strategy involves six teams that visit citizens in their homes and neighborhoods daily in assigned zones. Teams consist of police officers and community liaisons who inform, educate, and empower the citizens through conversation and dissemination of information. This information includes but is not limited to employment opportunities, home repair programs, life skill work shops, educational programs, and informing citizens of city ordinances and codes to promote compliance and minimize future violations. In essence, by becoming social service agents on the ground, the Community Outreach phase of TRUSTBuild, is empathetic to the needs of the citizens and the community; therefore, striving to meet the requested need(s) or concern(s). Some of which may vary from homelessness to violations of city ordinances and nuisances. Through collaboration with social services agencies, businesses, non-profit organizations, schools, churches, law enforcement agencies, and housing authority, TRUSTBuild connects families with existing services offered by these agencies and organizations. Partnerships are the cornerstones for building communities; coming together is a beginning, maintaining together is progress, and working together is success. By connecting families to community services that will improve the quality of life and community policing, the city leaders hope to build trust between local government and citizens.

In order to provide a safe and secure community, the issue of crime must be addressed. TRUSTBuild police officers work together with citizens in creative ways to help solve and eliminate contemporary community problems, social and physical disorder, and community decay. As a result of this, city leaders hope to reduce fear levels and increase interactions between citizens and police.

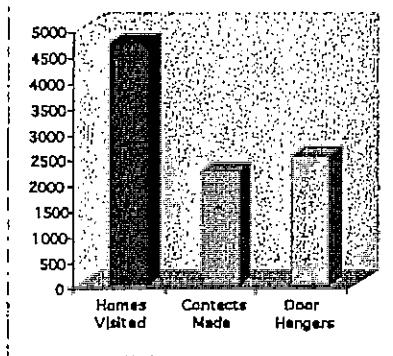
Community Outreach is an advocate for the citizens. This phase of TRUSTBuild is the link between the citizen and city government as well as the link between the citizen and agencies. Through Community Outreach, citizens will have a voice and a very present

help in the time of trouble. Therefore, by addressing the needs and concerns of all of Selma citizens, TRUSTBuild is building an inclusive community.

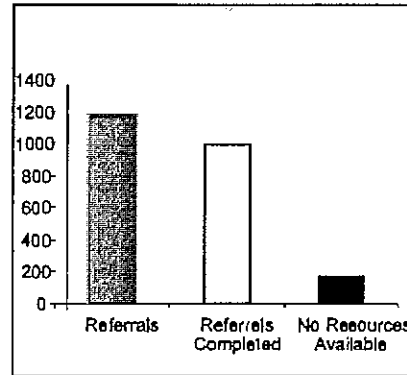
**Measurable Results**

Since its implementation, this strategy of TRUSTBuild has identified 2,351 code violations and nuisances of which 1,479 has been corrected through the Neighborhood Sweeps resulting in 63% completion rate. Through Community Outreach, the teams have visited and contacted 2,201 citizens. In addition, approximately 2,500 door hangers were left at citizens' home resulting in the teams knocking on approximately 4,701 doors. There were 1,167 needs or concerns referred of which 995 have been met representing 85% completion rate. Crime rate is down, in the area of burglary by 45%, in the area of breaking and entering by 19%, and in the area of robbery by 22%.

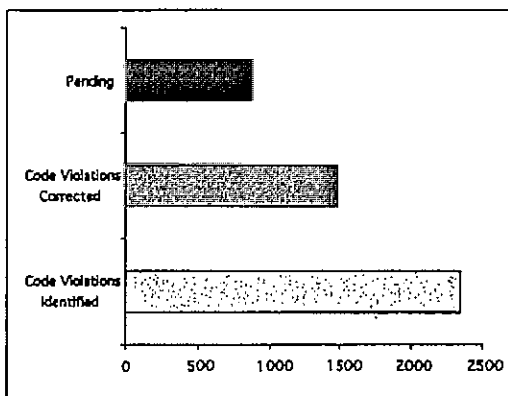
**Contacts**



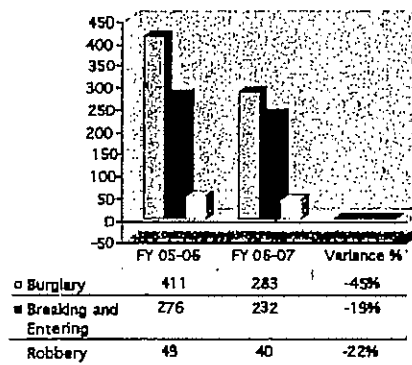
**Referrals**



**Code Violations**



**Community Policing (September-March)**



These measurable results for the two phases of TRUSTBuild are measured by the following tools:

Phase I: Neighborhood Sweeps

- Perform validation sweeps (Neighborhood Sweep Forms)
- Compile before and after photographs of identified code violations and nuisances
- Provide Neighborhood Sweeps Weekly Progress Reports

Phase II: Community Outreach

- Provide Monthly Contact & Referral Form and Zone Tracking Reporting Form
  - Total Contacts Made and Homes Visited by Zones
  - Description and Quantity of Services Referred by Zones
  - Total Number of Services Requested by Zones
- YTD Tracking Reporting Form
  - Total Contacts Made and Homes Visited
  - Description and Quantity of Services Referred
  - Total Number of Services Requested
- Provide Monthly Community Outreach Request for Service Zone Report and Request for Service Status Report
  - Number of Code Violations and Nuisances identified by citizens in zones
  - Number of Code Violations and Nuisances corrected in zones
  - Description of Code Violations and Nuisances
  - Status of Code Violations and Nuisances
- Provide Community Outreach Request for Service YTD Report
  - Number of Code Violations and Nuisances identified
  - Number of Code Violations and Nuisances corrected
- Provide Monthly Agency Referral Report
  - Total Number of Referrals to Partnering Agencies or Organizations
- Provide Selma Police Monthly Activity Report

Future Plans

One of the future plans of TRUSTBuild is to assist citizens in creating and sustaining neighborhood associations. Through neighborhood associations citizens can help to ensure the security and safety of their own neighborhoods by working with the TRUSTBuild police officers and community liaisons to initiate neighborhood watch programs throughout the community. Furthermore, the neighborhood associations can assist in promoting community pride by increasing the awareness of citizens and educating them on code ordinances. With this, the citizens can take ownership, have pride in their own communities, and strive to keep them safe, secure, and beautiful.

Another future plan of TRUSTBuild is to implement a city wide tracking instrument to measure the level of trust between the citizens and its city government since the program's inception. This process will take place once a year. Although trust is intangible, this tracking tool will provide tangible results for measurement.

Hanover Justice Group, LLC  
George L. Kelling, Ph.D.  
12 Grant Road  
Hanover, NH 03755  
603 643 8369; 201 245 7794 (cell)  
[glkell@mac.com](mailto:glkell@mac.com)

12 February 2008

Alderman Robert Donovan  
City Hall  
200 East Wells Street  
Milwaukee WI 53202

Dear Alderman Donovan:

Thank you for sharing your crime control strategy with me. I am pleased to see that you have integrated virtually all of the community policing tactics into a comprehensive strategy. I heartily endorse your ideas and look forward, as a consultant to the City of Milwaukee and the Milwaukee Police Department, to incorporating them in our future work.

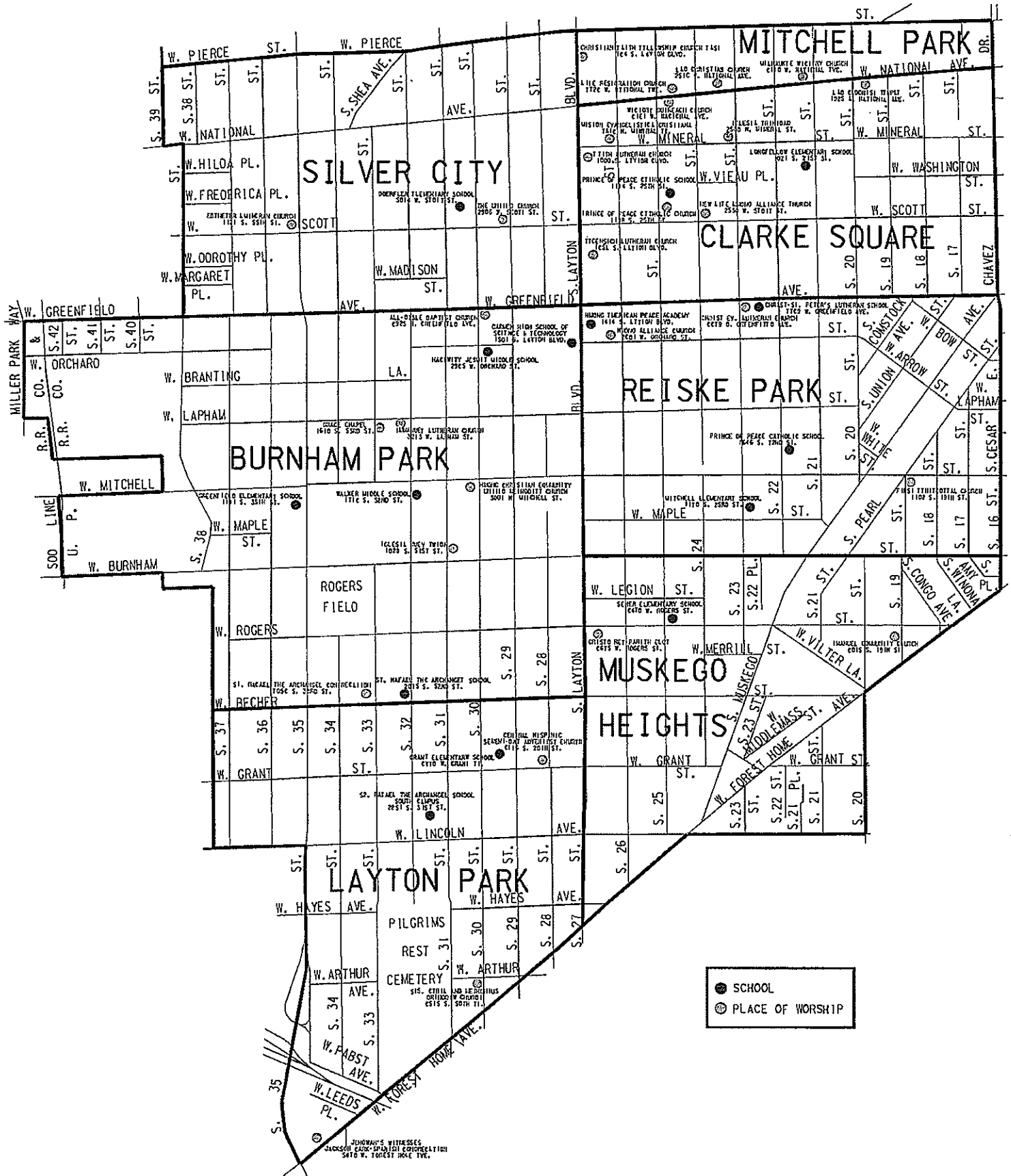
I congratulate you for understanding the need to integrate police, other governmental, and private sector organizations and capacities into an all-inclusive crime prevention strategy.

I have enjoyed meeting with you and look forward to a continued working relationship. Again, I thank you for sharing your ideas with me.

Sincerely,

George L. Kelling Ph.D.  
Professor, School of Criminal Justice, Rutgers Newark University  
Senior Fellow, Manhattan Institute

# NEIGHBORHOOD ORGANIZATIONS



Data source: AT&T - The Red Yellow Pigeon Greater Milwaukee Four-County and Vicinity, Sept. 2007 edition.

Prepared by the City of Milwaukee Legislative Reference Bureau (10-08Jpn, 1-30-08, JDO)



Police Department  
February 12, 2008

Edward A. Flynn  
Chief of Police

Alderman Robert Donovan  
8<sup>th</sup> Aldermanic District  
200 East Wells Street – Room 205  
Milwaukee, WI 53202

Dear Alderman Donovan:

We have reviewed your plans for *Operation Impact* and express our support. As you know, we are implementing a community-policing project in District 6 and our plans, as well as many other current efforts in District 6, include or are congruent with your proposals.

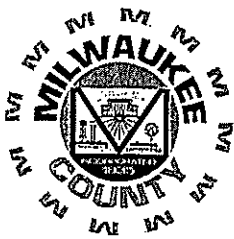
We especially appreciate the involvement of other governmental and private sector organizations. It will take the entire community to assure neighborhood peace and security.

We look forward to working with you in the future.

Sincerely,



EDWARD A. FLYNN  
CHIEF OF POLICE



OFFICE OF DISTRICT ATTORNEY

Milwaukee County

JOHN T. CHISHOLM - District Attorney

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Douglas J. Simpson
James J. Martin
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Shawn Pompe
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T. Christopher Doo
Lisa P. Fricker
Tiffany J. Harris
Daniel R. Hamble
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Hadi E. Galvan
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Robin J. Roache
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Katelyna L. Childs
Carah Helwig
Mary C. Trotson
Gabon Lirior
Jenna Menen
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Antoni Apalto
Julia Driscoll
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Karl P. Hayes
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Heily L. Bunch
Anson Kuratkoze
Jacob A. Hanlan

February 1, 2008

Alderman Bob Donovan
City of Milwaukee - 8th District
City Hall, Room 205
200 E. Wells St.
Milwaukee, WI 53202

RE: Operation Impact

Dear Ald. Donovan:

I write to express my support for the Operation Impact initiative outlined in your January 2008 proposal. Your plan to attack crime at the street level, with the involvement of those who have a stake in the target community, seems an effective way in which to reduce criminal activity and empower residents of an area that has seen decline in recent years.

The mission of Operation Impact fits well with the ongoing efforts of my Community Prosecution Unit. Please know that I am committed to utilizing my community prosecution staff to work with assigned beat patrol officers and others to positively effect change in these neighborhoods.

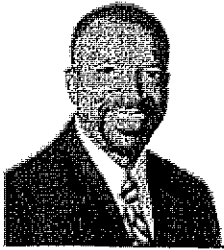
I encourage you to seek the appropriate funding necessary to realize this endeavor. Please feel free to call on me if I can assist you in this regard or lend further help in initiating the Operation Impact project.

Sincerely yours,

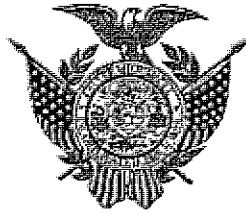
[Handwritten signature of John Chisholm]

John Chisholm
District Attorney

JC:ss



**WILLIE L. HINES, JR.**



**COMMON COUNCIL PRESIDENT**  
**ALDERMAN, 15TH DISTRICT**

February 22, 2008

Alderman Robert Donovan  
Public Safety Committee Chairman  
Office of the City Clerk  
200 East Wells Street, #205  
Milwaukee WI 53202

Dear Alderman Donovan:

I have reviewed your proposed plan for Operation Impact, and I am writing to extend my full support of your efforts to reduce crime with this multifaceted, comprehensive strategy. As police, community stakeholders and businesses collaborate effectively, I believe you will see tangible results. Thank you for attempting to harness the crime-fighting capabilities of average citizens (e.g., churches, landlords and neighborhood associations) in addition to law enforcement professionals.

The backbone of Operation Impact appears to be volunteers who are motivated to free their neighborhoods of crime and disorder. However, adequate funding is also needed to ensure that these volunteers have the support and infrastructure necessary. This is an initiative worthy of financial investment from the community at large.

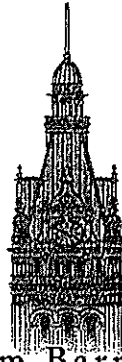
Please let me know if I can assist you in any way with Operation Impact. I look forward to hearing about the program's progress and its positive impact.

Sincerely,

A handwritten signature in cursive script that reads "Willie L. Hines, Jr." with a flourish at the end.

**WILLIE L. HINES, JR.**  
Common Council President  
Alderman for the 15<sup>th</sup> District

WLH:AR:dh



**Tom Barrett**  
Mayor, City of Milwaukee

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February 29, 2008

Alderman Robert Donovan  
8<sup>th</sup> Aldermanic District  
200 East Wells Street, Room 205  
Milwaukee, WI 53202

Dear Alderman Donovan:

Thank you very much for providing me with a copy of your Operation Impact proposal. I would be pleased to work with you to improve the safety of the south side.

I am impressed that Operation Impact intends to incorporate so many different organizations and individuals in our continuing effort to make our streets safer and our neighborhoods more livable.

I look forward to working with you.

Sincerely,

Mayor Tom Barrett

12/02/08

Dear Mr. Donovan,

I would like to Thank You and your efforts in cleaning up our community. Operation Impact has made a very noticeable change in our neighborhood. As Block Watch Captain and Business owner of Club 24 – 2339 W. Greenfield Ave., the benefits of Operation Impact is truly a success in the making. I ,and many of my neighbors, have a close working relationship with the beat officers even knowing some on a first name basis. Their presence, as well as a noticeable increase in marked squads, deter many of the problems we have in our neighborhood like prostitution, drug dealing, loitering and gang activities. With the aid of Operation Impact we now have camera surveillance both inside and outside our establishment. As I stated before, just the sight of surveillance equipment, has caused wrong-doers and non-law abiding citizens to avoid or even leave our area. One specific example is when I was able to help the Milwaukee County Police Department by providing footage on several occasions, which provided crucial evidence in finding and prosecuting the perpetrators.

Thank you again for your wonderful support and for Operation Impact with the Milw. County Police Department. Together we are making Milwaukee a great place to raise our children and to call home.

Any questions please call me Mark Ceplina at 414-672-1681 or my cell 414-419-7415.