By Thomas A. Lifvendahl, Ed.D.

3173 North 50th Street

Milwaukee, WI 53216

414.873.4170

tlifven@wi.rr.com

Drtomlifvendahl.com/wp

In the *Matter* of...

Current Situation

The city of Milwaukee is beset by a rash of killings. Police shooting citizens, citizens shooting citizens and a series of deaths that seem to be increasing. Summer is around the corner and one can assume that these incidents will not decrease.

Associated with this phenomenon is a climate of moral indignation encapsulated in the phrase "black lives matter". Recurring conversations in media reflect an awareness of long standing inequities in minority communities over economic and social conditions. Numerous non-profit and governmental agencies are tasked to solve systemic problems with increasingly limited funding resources. The political climate is reactive with incarceration dominating the discourse. An increase use of law enforcement is required. Unfortunately, the pressure on police in general and the Milwaukee Police Department in particular to more effectively control crime is fracturing the agency with bureaucratic recrimination and supervisory uncertainty.

In essence, the ability of any police department to respond to community needs is directly proportional to the level of confidence its officers and non-sworn staff have in its command and supervisory leaders. Policing is difficult. Complex, irreducible, politically difficult systemic community needs can overwhelm the ability of any police department to adequately fulfill its mission. Given this problem it is useful to consider how we can support our police and free them to discharge their professional duties.

Alternative Solutions

On June 12, 2010 Chief Edward Flynn sent a letter to Chief Kurt Wahlen of the Racine Police Department declining to consider the use of the COP House concept in Milwaukee. This was the result of a number of tours Milwaukee Alderman and Command level police took of Racine's approach to combined agency community services in a flexible localized format. Chief Flynn considered the concept worthy but:

1. "[N]ot fit[ing] into [his] strategic plan of crime reduction". He noted that he would continue to "work cooperatively, build community partnerships and develop sustainable neighborhoods".

2. Chief Flynn also implied (from other sources than this letter) that the COP House was primarily a device for augmentation of intelligence gathering and a district sub-station.

Copies of that letter were sent to Alderman Hines, Murphy and myself. It has been my assumption that for the last five years the concept was dead. Chief Flynn has never asked for my help or advice. I would have gladly given it.

On March 27, 2015 I received a letter from Chief Arthel Howell that he had had an inquiry by an Officer Walker of Milwaukee PD's Criminal Prosecution Unit based out of District 5 asking for support in "doing some research on the feasibility of a COP program similar to [Racine's] here [Milwaukee]". Chief Howell informed the Racine Command officer who would conduct the tour and research support that Officer Walker could contact me for further information and:

> *For the record, as explained within the 2013 Annual Report (Chief's Message), the two philosophies are not mutually exclusive. Locally, the COP philosophy represents the core operating practice locally, whereas, the intelligence-led component is simply a new strategic tool that is layered on top of our foundational philosophy.*

One can assume that the concept itself is not dead and the need is still there.

The outcome all of us seek to achieve for the City of Milwaukee is a safe environment to raise our children and make our living. In order to help the Milwaukee Police Department achieve its goals (serving and protecting) I think we need to consider how we can free them of an increasingly burdensome social services.

In a nutshell police departments for the last 50 years have been dealing with increased numbers of mentally ill and social maladaptive citizens. Police officers are not well equipped by either training or organizational culture to be the mental health worker of last resort. Thus, I assume, the interest in the COP House concept. Responding to all this I propose the following:

Restoring Justice Center

Milwaukee's law enforcement and public service community is in the business of changing human behavior. All entities are dedicated to stabilizing our community's neighborhoods through the encouragement of residents' belief that they live in a safe and secure environment. Numerous public officials have noted that the criteria for a "safe" community are determined around observable evidence. In essence, to paraphrase Mayor Tom Barrett, "people of all ages should be free to sit and converse on their front porch without fear".

For the purpose of this proposal I have labeled the place in which one houses the groups that are dedicated to community safety a "praxis house". Praxis is a word meaning "a place to apply practices, knowledge or skills", in this case the combined and coordinated professional activities of Milwaukee's neighborhood based services.

- Successful community programs provide integrated services that communicate clearly to local residents that their City's government and officials are committed to revitalizing their neighborhood. Generally these efforts are directed towards:

- Crime reduction and a lessened need for law enforcement.

- Developing interagency partnerships between siloed governmental services.

- Improvement of the "quality of life" as perceived by community residents.

- Promotion of neighborhood investment.

This proposal outlines an approach designed to meet these goals.

Need

In 2010, Eric Cadora (the Director of the Justice Mapping Center in Brooklyn, New York) came to Milwaukee to present at a "Forum for Thought and Action" sponsored by the First Unitarian Meeting Hall attended by this author.   His primary purpose was to inform the community about the efficacy of geographic mapping. Geographic mapping provides visual evidence of the interrelationships of governmental services in a given neighborhood (see the following graphic). The highlighted "red" zones represent significant duplicated resources overlapping in neighborhoods in New York City.
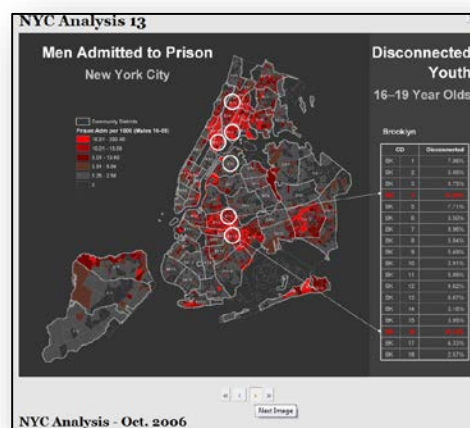
Cadova's argument is couched on the concept that incarceration costs are rapidly becoming prohibitive. In some cases he noted 10MM dollars are allocated to one small area of the city. This is coupled to the tendency of varied service agencies to interact with their clients independently of each other. Thus juvenile detention, foster care, TANN programs, adult parole, etc. are each independently funded and administered;

spend significant amounts of public money on exactly the same clients without fully coordinating what each other does.

Cadora noted that the greatest allocation of resources his studies found was not focused on first time offenders but on parole violators. Fifty to seventy percent of people entering prisons are there because they erred in their neighborhood activities. He suggested that what we want to do is focus parole officers and services strategically *in the neighborhood* where the parolees live. His mapping techniques fully describe those neighborhoods.

What Cadora sought to inform us in 2010 (and I will assume that 2015 is no different) that a renewed dialogue among all stakeholders over how to stabilize highly unstable neighborhoods is vital to community re-development. His data driven geographical approach to understanding the relationships between those who reside in fractured communities, those who cause crime in those communities, and the service agencies that interact within them is crucial to changing the dynamic city's use to service this dysfunctional population and produce outcomes that truly reduce crime.

The concepts underlying this proposal are supported by Cadora's commentary. By bringing together presently disbursed services within one cooperative roof the City of Milwaukee should be able to increase service efficiencies while reducing duplicative costs.

Model

The initial model for the Restoring Justice Center (RJC) is the innovative program utilized by the Racine Police Department's COP (Community Oriented Policing) House program. The critical idea behind Racine's COP House is the affect placement of an anchor "house" had on neighborhood stabilization. That anchor has catalyzed neighborhood growth in Racine and contributed to reduced crime. An Appendix to this proposal documents observations of the Racine experience gathered by the author.

Stakeholders

The range of stakeholders who potentially can contribute to the success of SPCA/RJC has yet to be fully determined. But initially the Office of the District Attorney of the Milwaukee Count, the County Court System and Wisconsin's Corrections community are all concerned entities with and interest in the success of RJC.

FAB Analysis

Features

1. Actualizes comprehensive and intimate relationships between City Services, cooperating Non-profit Agencies and the local community.

2. Organized and run by Non-profit Agency (SPCA).

3. Houses a wide range of community services:

4. Police Neighborhood Services (District 7)

5. District Attorney

6. Corrections

7. Parole

8. Others (non-profits) based on need

9. Acts as a "clearing house" for residents to interact with City services thereby fostering clear and concise communications between all parties.

Advantages

1. "One-stop shop" for Residents and Clients that houses joint partnered community groups.

2. Fosters a sense of Community in our neighborhood.

3. Minimizes administrative responsibilities for any one agency.

4. Maintenance and plant administration provided by SPCA.

5. Allows for expansion of facilities with minimal expense to the City.

Benefits

This proposal is based on integrating the activities of a number of concerned agencies. Some of the outcomes that should be generated as a result of this work include but are not limited to:

1. Increased interagency cooperation.

2. Reduced costs.

3. Diminished redundancy of bureaucratic functions.

4. Increased positive interaction with community residents and service clients.

5. Community ownership of RJC and all that it does to make us "safe".

6. Critical behavior…*When we need to talk about our community with City Services then we meet at our Restoring Justice Center! Here we can get things done!*

7. Funding Opportunities

8. The funding of RJC will require cooperation with varied funding entities. Banks holding interests in turning around foreclosure impacted neighborhoods, companies concerned with city revitalization, city agencies seeking to decrease duplicated services and political decision makers supportive of the efforts need to work in concert to gather required funds.

Actions

In order to properly delineate the proposed Outcomes a meeting in needed to:

1. *Analyze* the Political, Economic, Strategic, and Economic (PEST) ramifications of RJC implementation in Milwaukee.

2. *Define* the varied agency responsibilities required for successful realization of an effective RJC introduction to our community.

3. *Investigate* processes to determine stakeholder funding for RJC budgeting.

4. *Review* the extent to which appropriate training needs to be designed and provided for RJC implementation.

5. *Describe* how each stakeholder believes they can contribute to the success of this program through allocation of personnel and appropriate resources.

6. *Design* a time line/decision matrix for implementation.

Evaluation

The current models for evaluation tend to form around "outcomes". For the purpose of formulating RJC evaluative outcomes, stakeholders will be required to collectively create sets of observable behaviors exhibited by residents and service clients as they interact with RJC personnel to use in judging RJC programs. Two Modalities of Evaluation are suggested. They include but are not limited to:
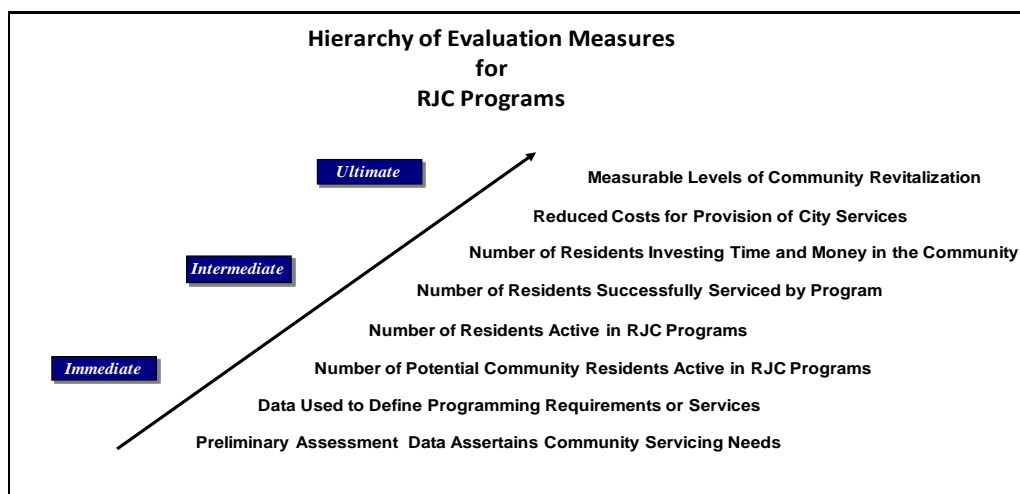
Formative Criteria

Evaluation done to improve or change a program while it is in progress.

In essence, how soup tastes to the <u>cook</u>.

Summative Criteria

Evaluation that focuses on the results or outcomes of a program.

In essence, how soup tastes to the <u>guest</u>.

Hierarchy of Evaluation Measures
for
RJC Programs

Ultimate	Measurable Levels of Community Revitalization
	Reduced Costs for Provision of City Services
	Number of Residents Investing Time and Money in the Community
Intermediate	Number of Residents Successfully Serviced by Program
	Number of Residents Active in RJC Programs
Immediate	Number of Potential Community Residents Active in RJC Programs
	Data Used to Define Programming Requirements or Services
	Preliminary Assessment Data Assertains Community Servicing Needs

Evaluation will measure the effectiveness of RJC community service programs by:

1. Determining the level of "social engagement" produced by RJC programming.

2. Measuring the sustainable network fostered through RJC within our community (both formal and informal).

3. Determining the extent to which collaborative programming lessens "churning" in neighborhood residents and housing ownership.

4. Measuring the extent to which RJC acts as an anchor of stability for community residents to problem solve.

5. Mapping needs through 360 degree evaluations conducted by residents and designed to target local ownership over their own analysis.

Thus, RJC will be evaluated primarily around its ability to support stabilization of our community.

Next Move

As with any proposal we need to discuss its usefulness. I believe that by unburdening police of as many social service functions as we can we free them to do what they became police officers to do. Serve and Protect. Let those that "heal" the community and revitalize the neighborhoods work in collaboration with each other, in a "one-stop-shop" designed for their needs.

The next stage of this process is twofold.

1. Bring critical stakeholders together to determine the physical, manpower and budgetary needs for a RJC.

2. The determination program site requirements.

<div align="center">

Reference

</div>

The Justice Mapping Center. 155 Washington Avenue, Brooklyn, New York, NY 11205. 888/816-8117 (Website). Eric Cadora, Director (e-mail: ecadora@justicemapping.org).