

2013 Herman Goldstein Awards



OPERATION RED LIGHT: MILWAUKEE'S NORTH SIDE PROSTITUTION ABATEMENT PLAN



OPERATION RED LIGHT

Milwaukee Police Department
Third District

Police Chief Edward A Flynn
Captain Michael Brunson
Lieutenant Aimee Obregon
Sergeant Edward Peerenboom
Police Officer Stephen Witkowski

Milwaukee County District Attorney John Chisholm
Assistant District Christopher Ladwig

Benedict Center
Executive Director Jeanne Geraci
Program Director Donna Hietpas
Coordinator Meagan Winn



Herman Goldstein Award Submission
2012

SECTION 1: SUMMARY

Historically, when the Milwaukee Police Department (MPD) conducts an anti-prostitution undercover operation, there is a significant investment of police, District Attorney's Office (DA's Office), and court resources in manpower, hours, and overtime. For law enforcement, there is also an increased exposure to injury and accusations of misconduct when conducting an undercover operation. The end result of conducting an undercover prostitution operation is that while it may be successful in obtaining arrests, it is only temporarily effective in clearing the streets of prostitutes and the associated crime and disorder that come with it.

Despite best efforts of the police and the District Attorney's Office, the sentencing of criminal prostitution cases often results in minimal jail time, probation, or fines, and these punishments have limited impact on changing of behavior. Within days, or even sometimes hours, those arrested for prostitution are released from custody and without any government monitoring. This revolving door continually negates the countless dedicated hours expended by police in combating this ever-present problem.

Realizing the limits of traditional law enforcement to combat prostitution activity, in 2009, under the command of then-Captain Christopher Domagalski, *Operation Red Light* was devised and implemented by the District Three Community Prosecution Unit, which included four police officers and a community prosecutor. Currently, this plan operates under the direct authority of Captain Michael Brunson.

In 2009, Operation Red Light was a pilot project focused on abating the prostitution activities that affect the north side of Milwaukee. Operation Red Light was a collaborative effort between the MPD, the District Attorney's Office, and the Benedict Center – a community-based organization that provides intensive programming for women engaged in prostitution. The Benedict Center programming included alcohol or drug addiction assistance; parenting classes; job skills training; self-esteem courses; and high school diploma courses. Women arrested in Operation Red Light pleaded guilty to criminal prostitution and then entered into a Milwaukee District Attorney's Office Deferred Prosecution Agreement (DPA) that allowed for a dismissal of the criminal case if the women successfully completed a 6-month Benedict Center program.

Under the initial version of Operation Red Light, MPD used at least 15 officers to run undercover operations, and the operations often required officer overtime. Operation Red Light also required the community prosecutor to draft multiple complaints and DPAs and utilize significant court time. It became clear that MPD needed to reduce the number of police officers used in prostitution operations; reduce the risk to officer injury and the unfounded accusations of misconduct; and reduce limited prosecution and court resources. Furthermore, the sustainability of the program was also hindered by the lack of community involvement and engagement.

In *Operation Red Light Phase II*, MPD, the District Attorney's Office, the Benedict Center, and community members and organization revised Operation Red Light to reduce police and court resources and increase community involvement. Also, Operation Red Light Phase II focuses on the men soliciting prostitutes as well. In Operation Red Light Phase II, MPD uses a six to eight officer team that is deployed to a location that has been identified as a high-risk area for prostitution. No overtime is required. Utilizing a *visible* police force, officer conduct surveillance in known prostitution areas and arrest individuals engaged in prostitution. Rather than conducting a clandestine criminal case, the officers conduct a visible municipal operation arresting under City of Milwaukee municipal ordinance charge of **Loitering - Prostitution Related 106-31-7** (Bail amount of \$363.00). Utilizing the uniformed officers, these ordinance violators are identified in the field (utilizing squad computers and MORPHO RAP-ID system) and there is a visible arrest on the street. The arrestee, men or women, are conveyed directly to the Benedict Center Outreach center to begin programming within hours of the illegal activity.

Rather than criminal charges, the officers write municipal citations for the women arrested – thus significantly freeing prosecutor and court resources. The citation is written, but it is not issued at the scene. Instead, arrestees are required to enter a six-month Benedict Center program that entails alcohol and drug treatment, job training, job search aid, self-esteem classes, and parenting classes. As part of the program, MPD may gather DNA of the women arrested and may also require testing and treatment for sexually transmitted diseases via the Benedict Center.

MPD is responsible for maintaining the citations and periodically monitoring the arrestees with the Benedict Center to determine whether the arrestees are successfully completing the six-month program.

During the six-month program, the individuals that have been referred to programming are expected regularly attend and not engage in further acts of prostitution. Those who successfully complete the program will not have their municipal ticket issued and as part of an agreement with the Municipal Court, may have open older municipal tickets dismissed as well. Those who are not successful will have their municipal ticket issued at anytime during the six-month program period and may be referred to the community prosecutor for criminal charges.

Essential to the plan is the partnership and visible cooperation of the police and the District Attorney's Office working with the surrounding neighborhoods. MPD and the DA's Office has collaborated with the neighborhood associations, businesses, landlords, and residents concerned with the prostitution issue. A monthly meeting between law enforcement and the community allows for shared information as to arrests, programming progress, successes, and failures. We have also trained community members in the basics of Crime Prevention Through Environmental Design – a concept which has lead to the environmental changes of better lighting, art work, and signage in businesses and residences meant to deter prostitution activities. The active participation of the residents and business owners has provided the foundation for a change and long-term success of sustainable civic life.

Operation Red Light Phase II resulted in efficient use of limited resources law enforcement and court resources, significantly increased monitoring of those arrested for prostitution offenses, reduced recidivism of prostitution offenses, and puts the community in a central crime prevention role.

SECTION 2: SCANNING

The City of Milwaukee has geographically historical thoroughfares for the prostitution trade. These areas have been plagued with prostitution activity and the crimes associated with prostitution for decades. The prostitution hot spots are primarily in three locations on the north side of the city and three locations on the south side of the city. (See Figure 1).

In the past, the Milwaukee Police Department (MPD) treated the prostitution activities in both the north and south parts of the city in the same manner: short-term police patrols and criminal arrest sweeps. This traditional policing technique stifled the prostitution problem only for a limited period. However, after the police presence dissipates, the crime issues reemerge. Furthermore, this tactic was limited in its impact with the targeted population and behavior because the tactic neglected to address the issues that caused the behavior and neglected to address techniques that would change the unwanted behavior in the future.

Every year, hundred of prostitution cases (prostitutes and solicitors) are brought to the District Attorney's Office for criminal charges. Hundreds of these cases enter the court system and are resolved with traditional prosecution methods (probation or jail) result in minimal imposition or monitoring for the offender. However, starting in 2007, many prostitution cases are resolved with a Deferred Prosecution Agreement (DPA), whereby the defendant pleads guilty to the crime of prostitution and then is intensively monitored by a community-based organization called the Benedict Center. The monitoring entails successfully completing programming including: alcohol or drug addiction assistance; parenting classes; job skills training; self-esteem courses; and high school diploma courses. This DPA program has proven vastly more successful at stopping criminal recidivism and changing behavior for certain low-level crimes such as prostitution¹.

Also, an scan of those soliciting prostitutes, "johns," showed a disparate treatment by both the police and the criminal justice system. Often police intervention was no more than a verbal

¹ Since the Milwaukee County District Attorney's Deferred Prosecution Program inception in 2007, there have been 910 defendant participants with varying criminal charges. Of those 910 participants, 66%% successfully completed the DPA program. *Milwaukee County District Attorney's Office 2012.*

reprimand on scene. If a solicitor was arrested and charged with a criminal prostitution case, the charge was often amended to a lesser count of disorderly conduct. This inconsistent and lighter treatment of solicitors increased the activity of johns who saw no consequence to their actions.

Operation Red Light is intended to build off of the Milwaukee County DPA program successes and abate the prostitution problem in the long-term through use of an innovative collaboration between the Milwaukee Police Department, the District Attorney's Office, the Benedict Center, and community organizations.

SECTION 3: ANALYSIS

By 2009, it was apparent that utilizing traditional law enforcement strategies alone were not significantly stifling prostitution activities were not working. Prostitution activity remained very visible on the north side historic corridors and neighborhood complaints regarding the problem and lack of police action were common. It also was also clear that arrest data for prostitutes alone was not sufficient to understand the problem from a law enforcement perspective nor was that data enough satisfy residents who wanted to see change in the behavior.

In 2009, MPD, the DA's Office, and the Benedict Center of Milwaukee analyzed the factors contributing to prostitution activity through examination of law enforcement tactics and data and interviews with arrested prostitutes and solicitors. The analysis showed that the prostitution corridors on the north side of the city remained viable for the following reasons:

1. It was culturally understood that these corridors were the location for prostitution activities
2. Traditional policing and criminal justice system techniques alone repeatedly failed to curb the criminal behavior
3. The solicitors were not receiving a significant consequence for their actions
4. Evidence-based practices were not deployed

Operation Red Light was devised and implemented by the District Three Community Prosecution Unit as a response to four conditions that we assessed were the cause of continued

unwanted behavior. The initial Operation Red Light was designed as a collaborative effort between the MPD, the District Attorney's Office, and the Benedict Center., and the collaboration strategies included: traditional arrest and criminal prosecution, a referral to the DPA program, outreach with Benedict Center to proactively curb prostitution activity, and consistent patrolling in high-risk areas. The locations of the operation are focused on the following three historical thoroughfares: Lisbon Avenue; North Avenue; and Wells Street. (See Figure 1).

An analysis of the data and showed that this collaboration was most effective when it reduced the amount of women engaged in prostitution by redirecting at-risk women into evidence-based programming at the Benedict Center of Milwaukee. There was a reduction in recidivism for the women who were legally required by the District Attorney's Office to enter the Benedict Center programming through a DPA². This operation, however, required significant police and court resources and was thus unsustainable in a police district combating significant violent crime.

The collaboration also recognized that the offenders are not only the women engaged in selling of sexual favors but the men who frequent the corridors – the solicitors. An examination of the justice system's treatment of the solicitors of prostitution revealed an incongruous punishment for the soliciting men compared to the selling women. Correcting this divergence in treatment was also a focus Operation Red. There was a concerted effort to create a similar criminal justice path for the solicitors, which was a criminal prosecution and entry into the DPA Program.

In 2010, the analysis of Operation Red Light was conducted. The evidence showed that a programming-based intervention was the most impactful enforcement technique we could use to curb street-level prostitution activities. However, it was also an unsustainable effort because the criminal prostitution sweeps were high consuming of police personnel and court resources. Furthermore, there was no significant increase in resident satisfaction regarding the police intervention.

Understanding these deficiencies, there was a concerted effort to re-evaluate the law enforcement process and interview prostitutes, former prostitutes, solicitors, and neighborhood residents and

² Approximately 70% of female prostitutes in the DPA program successfully completed the program.

business owners in the affected areas. The result of the reassessment of the operation showed additional factors leading to continued prostitution activity and resident dissatisfaction with the police response:

1. Using less police resources will allow for more often and consistent police interventions
2. Less time between the unwanted action and the programming intervention leads to a better result
3. The physical environment invited the unwanted activities
4. Clandestine police sweeps for prostitution did not engender the belief that police action was taken to disturb the unwanted behavior
5. Community input was ignored

Understanding these additional issues, we reformulated Operation Red Light.

SECTION 3: RESPONSE

OPERATION RED LIGHT PHASE II: LONG-TERM RESULTS WITH EFFICIENCY AND ACCOUNTABILITY, OFFICER SAFETY, AND COMMUNITY ENGAGEMENT

A. THE PLAN

Utilizing an undercover vehicle, a plainclothes officer will conduct surveillance in high prostitution areas gathering enough information on individuals engaged in prostitution to seek a City of Milwaukee municipal ordinance charge of Loitering – Prostitution. Uniformed officers will then arrest these women and positively identify them in the field utilizing squad computers and MORPHO RAP-ID system. Loitering – Prostitution municipal tickets will be written but not issued at this time. Rather than transporting the women to the district station for booking, arrestees will be taken directly to a community-based treatment center – the Milwaukee Benedict Center - for intake into programming and referral to necessary medical treatment. The women will enter a six-month deferred prosecution agreement, which requires that they will enter programming and be monitored by the Benedict Center in what they call Sister’s Project³. The Benedict Center has partnered with MPD and the District Attorney’s Office in the past and has

³ The Benedict Center of Milwaukee re-evaluated its program and tailored programming specifically for this group. This programming is being analyzed in a three-year grant by the Milwaukee Medical College to improve its evidence-based objectives.

been largely successful in reducing recidivism for those engaged in prostitution. The Benedict Center program entails alcohol and drug treatment, job training, job search aid, self-esteem classes, and parenting classes. Importantly, the Benedict Center is a program trusted by targeted women.

MPD District 3 Community Prosecution Unit will be responsible for maintaining the citations and monitoring the arrestees with the Benedict Center to determine whether the arrestees are successfully completing the six-month program. The Benedict Center will also monitor the arrestees who have been referred to them for a six-month time frame. During the six months, the individuals that have been referred to the programming will be expected to regularly attend programming and not engage in further acts of prostitution. Those who successfully complete the program will not have their municipal ticket issued. Those who are not successful will have their municipal ticket issued at anytime during the six-month program period. If a person is not successful in the Benedict Center programming and the criminal behavior continues, the Community Prosecution Officers and Community Prosecutor will structure a criminal case with a jail recommendation.

Additionally, the CPU and the Benedict Center works with the Milwaukee Municipal Court to address past citations and open municipal warrants for the women engaged in the program. The CPU works with the courts to have old fines and warrants reduced or released after the Benedict Center participants successfully complete their programming. Again, this is another part of a larger effort to reduce detrimental behavior and replace it with positive enforcement for those who become productive members of society.

B. OFFICER SAFETY, COST REDUCTION, AND EFFICIENCY

One goal of Phase II is to reduce the number of police officers used in prostitution operations and reduce the risk to officer injury and the unfounded accusations of misconduct. In Phase II, MPD will use a six or eight officer team that will be deployed to a location that has been identified as a high-risk area for prostitution. Under this plan, there is no need for an undercover officer to be alone in a vehicle with a target, which reduces the risk of injury and accusations of misconduct.

Furthermore, traditional undercover prostitution operations require significant time and manpower. Approximately ten to fifteen officers participate in traditional operations that require eight hours per officer and possibly overtime costs. In Phase II, the operation will take four hours, which is half of the officers' shift. This efficient use of scarce police resources results in no overtime and allows officers to be used for other purposes for the remaining four hours of their shifts. Furthermore, with a small and efficient operation, district commanders are more likely to deploy anti-prostitution operations with greater frequency, which results in a more robust prostitution abatement program. Lastly, by partnering with the Benedict Center and not immediately resorting to taxpayer funded resources, we allow for reduced costs to the City, County, and State.

C. A VISIBLE POLICE FORCE

Another goal of Phase II is to demonstrate for the community that police are cognizant of the prostitution activity and are earnestly enforcing the law. Unlike an undercover sweep operation where a prostitute is taken from the street in an undercover vehicle to a removed and clandestine location, in Phase II, the prostitute and johns will be visibly arrested on the street. This public arrest allows for community residents and business owners to observe the police actively engaged in prostitution abatement. This visible law enforcement will foster a sense of safety and trust that the police are aware of illegal activity and are vigorously pursuing criminals in the area.

D. A VISIBLE COMMUNITY PARTNER

Essential to the plan is the partnership and visible cooperation of the police and the District Attorney's Office working with the surrounding neighborhoods. We have collaborated with the neighborhood associations, businesses, landlords, and residents concerned with the prostitution issue. A monthly meeting between law enforcement and the community allows for shared information as to arrests, programming progress, successes, and failures. We have also trained community members in the basics of Crime Prevention Through Environmental Design (CPTED) – a concept which has led to the environmental changes of better lighting, maintenance on vacant properties, art work, and signage in businesses and residents meant to deter prostitution activities. The CPTED work has brought community members and law enforcement together to survey the neighborhood and work together to improve environmental

quality of life issues. The active participation of the residents and business owners has provided the foundation for a change and long-term success of sustainable civic life. The Community Prosecutor also participates in the sweeps. The presence of a district attorney allows the community and the women arrested to see that: (1) there is a significant concerted effort by law enforcement to change the behavior; and (2) serious consequences are a real possibility.

Furthermore, the CPU team has partnered with the United States Federal Bureau of Investigation (FBI) to address human trafficking of juveniles. The 2012 collaboration provided for several juveniles being brought in for services and garnered significant intelligence regarding the juvenile prostitution networks.

Using problem oriented policing techniques, we also focus not only on the offenders, but on the place and the managers of places. In collaboration with the Milwaukee Department of Neighborhood Services, we work to close down homes being frequented by drug users and prostitutes. This place-based disruption diffuses the criminal and nuisance activity.

Another significant piece of the visible community presence is the partnership between two beat officers and two Benedict Center outreach workers. The four-person unit walks the historic prostitution corridors together providing resources to women in crisis. The resources include informational pamphlets about treatment programs, housing and food programs, and government assistance; bus passes; and hygiene and childcare kits. The outreach has a twofold impact: First, the officers gain intelligence on prostitution activity, human trafficking, and the locations of prostitution/drug houses. Second, the combination of outreach workers and officers side-by-side providing resources sends a signal to the women engaged in prostitution that the Benedict Center and the police are there for positive intervention; this builds trust and access.

E. HUMAN TRAFFICKING AND DOMESTIC VIOLENCE

Based on research conducted by our federal partners and information from the Benedict Center, there is a significant concern that many of the women engaged in street prostitution may be trafficked and/or involved in serious domestic violence situations. We are currently collaborating with the Federal Eastern District Human Trafficking Task Force and the

Milwaukee Police Department Sensitive Crimes Unit to investigate the organized crime aspect and provide needed resources for these women who are in crisis.

F. FOCUS ON SOLICITORS

The analysis of the prostitution problem in Milwaukee highlighted that those soliciting prostitutes were not being treated in the same manner as the women who were prostituting. This differential treatment stifled progress on behavior change because it ignored a significant half of the unwanted behavior. With the DA's Office and MPD's change in focus, offenders arrested for soliciting prostitutes in our neighborhoods now must take responsibility for the illegal activity that committed.

To enter the program, the solicitors must waive their constitutional right to a jury trial and plead guilty to the charged crime. If at anytime throughout the program the offender violates the terms of the program, the offender may be immediately sentenced and the State will recommend a jail sentence. Second, solicitors enter into a six-month program that includes education classes regarding the following topics: health risks from high-risk sexual behavior; legal risks involved in prostitution; the life of a prostitute; the damage to the community brought by prostitution activity; and behavioral change. Third, the offenders must give back to the communities that they harmed by participating in several neighborhood clean-ups focused on the areas most affected by prostitution activity. Throughout the program, the community takes a leadership role through administering the classes and organizing the clean-ups.

G. THE COMMUNITY PARTNER: THE BENEDICT CENTER OF MILWAUKEE

Benedict Center Partnership History / Overview

In 2009, District Three entered into a partnership with the Benedict Center (The Benedict Center is an interfaith, nonprofit criminal justice agency working with victims, offenders and the community) in an effort to break the cycle of prostitution that historically has challenged and resisted traditional police tactics.

Since the inception of this plan, now labeled "Operation Red Light", the Benedict center has taken on numerous roles and responsibilities in an attempt to further our mutual goals or

restoring not only the neighborhoods where these criminal acts were taking place, but also to the individuals who are drawn into this type of criminal activity.

For the past three and a half years the partnership and programming of the Benedict Center has evolved to a point where they now preemptively intervene on behalf of women in crisis who have turned to prostitution and other street crimes to support themselves. This partnership has seen the Benedict Center begin staffing an outreach program in the Third District. This program is called the “Sisters Project” and came about as a direct offshoot of Operation Red Light. Women involved in prostitution are diverted directly to this programming at the time of the violation. This immediate response by the police and our partners at the Benedict Center, have positively affected scores of women engaged in this illicit and detrimental lifestyle. The men who routinely pick up these women are also targeted in another branch of Operation Red Light wherein they are sent to a twelve-week programming course at a “John School” which has also been taken on by the Benedict Center. Reaching out to the men involved in these crimes is a major departure from the demographic that the Benedict Center has normally focused on as well.

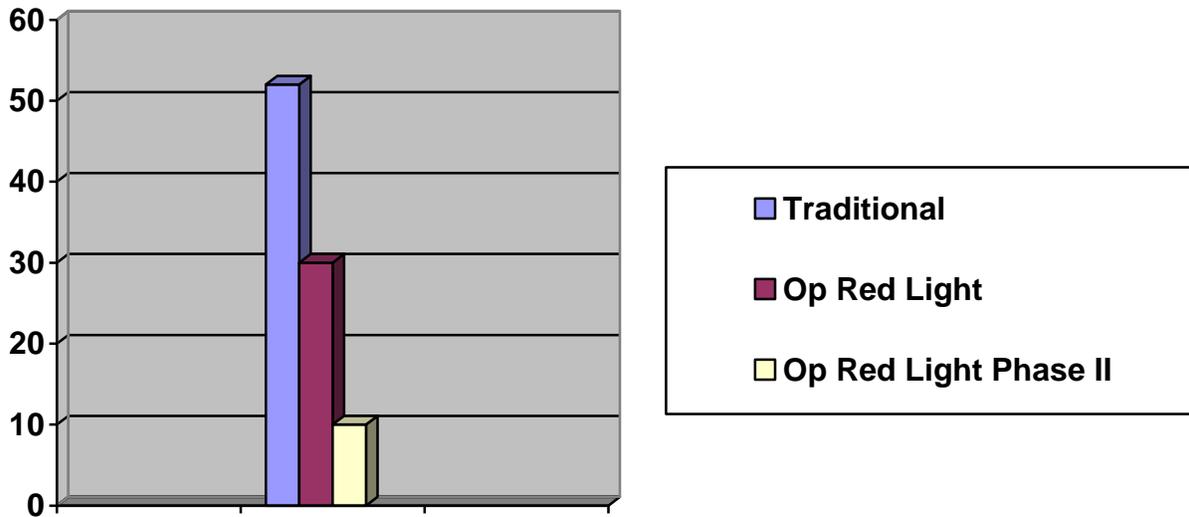
The Benedict Center has responded to the needs of the police on numerous occasions as Operation Red Light has gone through modifications and retooling to become increasingly more effective. From making themselves available by changing their hours so they coincide with ours, to dedicating their staff and resources to outreach programs, and also to developing and implementing our “John School”. The Benedict Center has proven that they indeed are a partner of the Milwaukee Police Department and are willing to bring to bear their resources, and do whatever they can to directly affect positive change, not only with the individuals involved, but with the impacted neighborhoods and the City as a whole.

SECTION 4: ASSESSMENT

Since the inception of Operation Red Light Phase II in 2011, MPD has arrested 46 women engaged in prostitution activities who were sent to Benedict Center and 69 men for soliciting who entered the John School. Of the women, 85% of the women have continue to be in or have successfully completed the program, 5% are not successfully following in the program, and 10%

have recidivated. Of the men in the John School, all have successfully completed the program and 4% of these men have recidivated.

**GRAPH OF RECIDIVISM RATES FOR PROSTITUTION ABATEMENT
ENFORCEMENT**



Most importantly, the holistic and collaborative approach to the prostitution issue on the north side of Milwaukee shows a significant contrast to the traditional police and prosecution tactics used on the south side of the city. (See Figures 1 and 9). The statistics show a drastic decrease in the north side corridors since 2009. However, the south side prostitution activities remained consistent. Anecdotal community information also bears the same results: community members have noticed a dramatic decrease in prostitution activities in their neighborhoods.

There is also increase in confidence in police anti-prostitution tactics. The law enforcement survey suggests that this is due to the visible police operations and the new community engagement approach that allows for citizens participation in crime prevention.

Additional benefits of this project include intelligence regarding other criminal activity in the area and public health benefits. As part of the program, MPD will gather DNA of the women arrested and also require testing and treatment for sexually transmitted diseases via the Benedict

Center. This process will increase law enforcement intelligence gathering efforts and increase inter-agency collaboration. After the women engaged in prostitution are arrested, they are questioned by an officer as to crimes related to pandering, drugs, violence, and any other critical issues. The DNA samples from each woman will increase the solvability of crimes committed by the women or crimes in which the women are victims. Furthermore, the officers will share information with the other police officers and probation agents regarding any women who are currently on probation or parole. This shared information will allow the Department of Corrections to leverage additional resources to correct behavior. Also, the Benedict Center does voluntary health testing – all the women have thus far agreed to testing. The testing reveals health concerns and allows for appropriate treatment. Also, local media has been integral in getting the message out regarding the operation and its successes. (See Figure 10). The coverage has allowed for police operation transparency as well communication with the neighborhoods that are being targeted. Furthermore, the Operation Red Light is currently being taught at Marquette Law School in a Community Prosecution course as an exemplary sample of problem oriented policing and community prosecution strategies.

Figure 1. Milwaukee Prostitution Municipal and State Charges Density Map

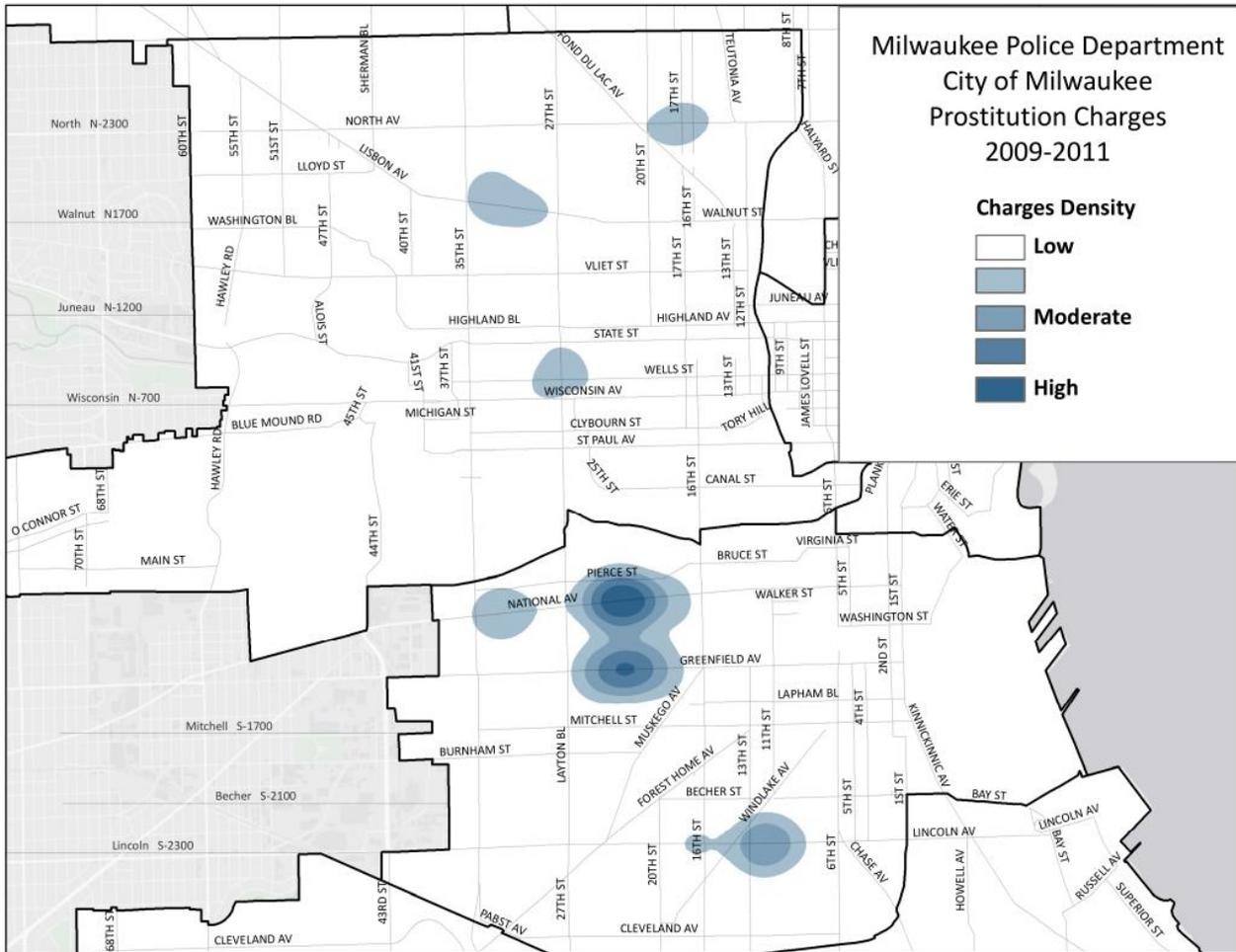


Figure 2. The Operation Red Light Agreement

You have been arrested as part of a new initiative in Milwaukee called Operation Red Light. As part of this operation, you are being offered an opportunity to have your Loitering – Prostitution Related ticket and fine dismissed by the City of Milwaukee. To get your ticket and fine dismissed, you must agree to do the following:

1. Commit no further acts which rise to the level of probable cause of a violation of the laws of the State of Wisconsin, or of any other state, or of the United States of America;
2. Cooperate with Benedict Center monitoring (monitoring agency) and initially attend weekly meetings with a designated caseworker, the frequency of said meetings to be adjusted with the consent of the parties and based on the defendant's compliance.
3. Make a good faith effort to pay an assessment in the amount of \$50.00 to the Benedict Center. Absent any other violation, failure to pay this assessment will not automatically be grounds for termination of this agreement.
4. Participate in any additional programming as determined by the monitoring organization or individual.
5. Participate in GED/HSED Program if necessary
6. Participate in AODA/mental health assessment through the Benedict Center.
7. Participate in required substance abuse and/or mental health treatment.
8. Undergo random screens for drugs and alcohol to ensure absolute sobriety. The defendant acknowledges that he or she may be drug tested at any time. In the event that the defendant is given a location and time to report for a drug test, it is their responsibility to report to the assigned location at the time given for the test. A missed test or a specimen that comes back "diluted" will be considered "dirty" for which the defendant may be sanctioned. Repeated positive, diluted or missed drug screens may be grounds for termination of this Agreement by the State.
9. Notify any medical practitioner seen for medical treatment that they are subject to the terms of this Agreement, disclose that they have an open criminal case in Milwaukee County and that this information should be considered by the practitioner in making any medical determinations on the participant's behalf in connection with prescribed substances. The defendant should also request that the practitioner write on the participant's medical file that the patient is a participant in a drug treatment program and sign and date a written acknowledgement of this disclosure, which the participant is required to provide to the Court and the parties

to the Agreement. Failure to comply with this Policy may result in termination of the Agreement.

10. Complete any releases necessary for monitoring.

11. Have no contact with the following geographic areas:

1. Lisbon Avenue

- a. Northern Border: W. Vine Street
- b. Southern Border: W. Walnut Street
- c. Eastern Border: N. 35th Street
- d. Western Border: N. 27th Street

2. North Avenue

- a. Northern Border: W. Meinecke Street
- b. Southern Border: W. Garfield Avenue
- c. Eastern Border: N. 35th Street
- d. Western Border: N. 14th Street

3. Avenues West Neighborhood

- a. Northern Border: W. State Street
- b. Southern Border: W. Michigan Street
- c. Eastern Border: N. 35th Street
- d. Western Border: N. 24th Street

12. Obtain/maintain part-time legal employment.

13. Perform 10 hours community service

2. During the pendency of this agreement, the monitoring agency will provide monthly reports to the Assistant District Attorney and counsel for the Defendant certifying compliance with the terms of this agreement. It is the responsibility of Defense counsel to provide three (3) copies of the monitoring agency's report for any review date before the Court.
3. At the end of the deferral period, the defendant shall submit written proof of compliance which will be certified by the monitoring agency and provided to the Court;
4. If, at the end of the deferral period, the defendant has complied with the conditions of this agreement, the State will.

move to dismiss the ticket and the fine

If, at any time during the deferral period, the defendant has not complied with the conditions of this agreement, the State may at its discretion revoke this agreement, and, upon notice to the defendant,

move the court to enter the judgment of conviction and the parties shall proceed to sentencing. Under these circumstances, the City of Milwaukee will issue the tickets and you will be required to pay a forfeiture and could spend time in jail if the forfeiture is not paid.

Figure 3: Municipal Court Agreement

MUNICIPAL COURT

[Court Case #]

Name:

Address:

_____, the defendant, hereby moves the municipal court to permanently stay the fine(s) for the following municipal ticket(s):

1. _____ (Case Number and Charge)
2. _____ (Case Number and Charge)
3. _____ (Case Number and Charge)
4. _____ (Case Number and Charge)
5. _____ (Case Number and Charge)

5. The defendant was arrested on _____ for a municipal violation of Loitering-Prostitution Related (ORD 106-35-2) (MPD Ticket No. _____);

6. As part of Milwaukee Police District Three’s Pilot Project, Operation Red Light, the defendant agreed to enter into a 6-month program with the Benedict Center of Milwaukee where she received intensive treatment, counseling, and programming, which is explained in the attached letter from the Benedict Center. This programming was a condition of the Milwaukee Police Department deferring process of MPD Ticket No. _____;

7. Based on the defendant successfully completing her 6-month Benedict Center programming, the Milwaukee Police department will not process MPD Ticket No. _____;

8. The attached Programming Letter from the Benedict Center specifically explains the programming, the start date, and successful completion date;

9. Based on the defendant’s successful completion of the Benedict Center programming, _____ requests that the court permanently stay the fine(s) in the above-stated ticket(s);

10. It is understood by the defendant that: (1) it is solely the municipal judge’s decision whether to permanently stay the fine(s); (2) the municipal judge is not bound by any law, ordinance, or agreement to permanently stay the fine(s); and (3) the municipal judge’s decision will be based on several factors, including but not limited to, the successful completion of the Benedict Center programming.

Respectfully submitted,

NAME:

Figure 4: After Action Reports Showing Reduced Police Resources

MILWAUKEE POLICE DEPARTMENT

MEMORANDUM

Date: 11/01/11

TO: Michael Brunson
Captain of Police

FR: Stephen Witkowski
Police Officer

CC:

RE: Anti-Prostitution Deployment – Monday 11/21/11 (2P – 10P)



This report is submitted by PO Stephen Witkowski. Assigned to District Three Early Shift, Community Prosecution Unit. Anti-Prostitution deployment is detailed below.

Dates: Monday 11/21/11

Operational Hours: 2P – 10P

Sector: District Wide

Location: Area #1: W Lisbon Ave, from N 27th St on the East to N 39th St on the West
Area #2: W North Ave, from N 10th St on the East, to N 20th St on the West

Specific Enforcement:

This operation is designed to be a highly visible deterrence. It will involve utilizing the Mobile Command Center, Anti-Prostitution signage and vigorous patrol of the identified areas (traffic stops, field interviews, business checks, etc...). This mission is designed to disrupt criminal activity in the identified areas, gather intelligence, and to restore order with a major emphasis on prostitution and related crimes.

Squads: (See pages 2)

Field Supervision: Squad 3212 Sgt Peerenboom

Mission Commander: Lt. Obregon

Comments: This plan was devised to use minimal law enforcement resources and maximize the collaboration with our community partner, the Benedict Center. This mission, is assisted by Sensitive Crimes Officers Tara Ferguson and Jaimie Hewitt.

Preemption: Non pre-emptable, officers will however take Police action on all crimes in progress in the area for the duration of the deployment.

Additional Information:

Original to Captain Brunson District Three

- COPY ALL THREE LIEUTENANTS
- COPY ROLL CALL BOARD
- FAX TO COMMUNICATIONS DIVISION
- Copy E-Mailed to Lt. SGRIGNUOLI, @ NTF
- Copy E-Mailed to AC HARPOLE, Inspector Hudson & Admin Asst HASSEL @ npb@milwaukee.gov

11/21/11

Squad 3212

Sgt Peerenboom (012886)

Mobile Command Center

PO Lesniewski (017534)

PO McBride (018557)

Squad 3268

PO Witkowski (010278)

ADA Ladwig (ride along)

Squad 3268W

PO Savagian (012050)

Squad 3237

PO Groen (017788)

Squad 3267

PO Guthrie (005506)

Sensitive Crimes

PO Ferguson

PO Hewitt

After Action Report Sample

MILWAUKEE POLICE DEPARTMENT

MEMORANDUM

Date: 08/17/11

TO: Michael J Brunson
Captain of Police

FR: Stephen Witkowski
Police Officer

CC:

RE: Operation Red Light Anti-Prostitution Mission 08/11/11, 08/12/11, 08/15/11, 08/16/11
AFTER ACTION REPORT



This report is submitted by PO Stephen Witkowski. Assigned to District Three Early Shift, Community Prosecution Unit.

*****AFTER ACTION REPORT*****

Last Thursday & Friday during the first phase of this mission, we were able to divert seven prostitutes into Benedict Center Programming, and obtain voluntary DNA swabs from each of them (City charges pending unsuccessful completion of offered programming). Detailed interviews were conducted by PO Savagian who was able to obtain intelligence regarding several houses being used for prostitution as well as information regarding a high-level narcotics dealer who operates out of addresses in District Three.

On Monday & Tuesday we successfully deployed dedicated officers, auxiliary police personnel, Anti-Prostitution signage, & the Command Post to the areas most heavily impacted by prostitution and the disorder that accompanies it. Also involved, were SCD Officers Ferguson & Hewitt who provided valuable support and intelligence .

During the first two hours of this phase of the mission, all squads were directed to vigorously patrol, and conduct field interviews & traffic stops. Subsequently visible signs of neighborhood disorder dissipated.

During the next part of the operation, Auxillaries and PO's were then stationed at intervals along the main corridors (W Lisbon Av, from N 30th St to N 35th St / W North Av from N 14th St to N 19th St). Anti-Prostitution Signs were prominently placed in the windows of the “Ameranth Café” (34th & Lisbon Av), and “Galst Foods” (16th & North Av). The Command Post and squads remained parked along these corridors with their emergency lights activated. Police Officers then maintained their respective areas outside their vehicles. **Numerous residents came out to inform us of how happy they were with this operation, and the visible show of force and commitment to the area, and to addressing their concerns.**

On Tuesday, Channel 12 reporter Jason Newton came out to the Command Post to report on this initiative. Along with interviewing ADA Ladwig & I, they also spoke to the manager of Galst Foods, and several neighbors who were out observing our efforts. The interview with ADA Ladwig and I gave some background on the area, and what historically has been done to address the prostitution problem in the City. Our partnering with the Benedict Center and other citizen groups was also addressed. We then walked them through the rest of the Operation Red Light efforts up to, and including what was being done at the time of the interview. The reporter informed me that he is finishing up the story by speaking to the Benedict Center.

Operation Red Light Deployment / AAR Sample

MILWAUKEE POLICE DEPARTMENT

MEMORANDUM

Date: 08/10/11

TO: Michael J Brunson
Captain of Police

FR: Stephen Witkowski
Police Officer

CC:

RE: Operation Red Light Anti-Prostitution Mission 08/11/11, 08/12/11, 08/15/11, 08/16/11



This report is submitted by PO Stephen Witkowski. Assigned to District Three Early Shift, Community Prosecution Unit.

Dates: Thursday 08/11/11 & Friday 08/12/11, Monday 08/15/11 & Tuesday 08/16/11

Operational Hours: 6A – 2P (08/11/11 & 08/12/11) – 2P – 10P (08/15/11 & 08/16/11)

Sector: District Wide

Location: Area #1: W North Ave, from N 10th St on the East, to N 20th St on the West
Area #2: W Lisbon Ave, from N 27th St on the East to N 39th St on the West
Area #3: W Wisconsin Av on the South, W State St on the North
N 24th St on the East, to N 35th St on the West
Area #4: N 35th St. 2400 to 2700 Blocks

Specific Enforcement: CPU and additional officers will conduct a small-scale prostitution sweep in the North Avenue/Lisbon Avenue area. The sweeps will consist of a two-day surveillance and arrest for city level tickets for loitering and prostitution.

Utilizing an undercover vehicle, a plainclothes officer will conduct surveillance in this area gathering enough information on individuals engaged in prostitution to seek a City of Milwaukee municipal ordinance charge of **Loitering - Prostitution Related 106-31-7** (Bail amount of \$363.00).

Using uniformed officers, these ordinance violators will be taken into custody, then positively identified in the field (utilizing squad computers and MORPHO RAP-ID system). The arrestees are conveyed directly to the Benedict Center Outreach programs (2201 N 35th St).

Municipal Citations for these arrestees is completed, but not issued at the scene. Instead, arrestees are required to enter a six-month Benedict Center program that entails alcohol and drug treatment, job training, job search aid, self-esteem classes, and parenting classes. As part of the program, MPD may gather DNA of the women arrested and may also require testing and treatment for sexually transmitted diseases via the Benedict Center. A thorough interview of each woman will also be conducted during the course of the operation, with a focus on developing intelligence on crimes in District Three as well as the City as a whole.

The last two days of this operation are designed to be a highly visible deterrence. It will involve utilizing the “Eyes There” mobile cameras, the newly made Anti-Prostitution signage and vigorous patrol of the identified areas (traffic stops, field interviews, business checks, etc...). This portion of the mission is designed to disrupt criminal activity in the identified areas, and to restore order.

MPD District 3 Community Prosecutor Coordinator is responsible for maintaining the citations and periodically monitoring the arrestees with the Benedict Center to determine whether the arrestees are successfully completing the six-month program. The Outreach Center will also monitor the arrestees who have been referred to them for a six-month time frame. During this six months, the individuals that have been referred to the programming is expected to regularly attend and not engage in further acts of prostitution. The Community Prosecutor Coordinator will inform the Community Prosecutor Officer, the Community Prosecutor, and the City Attorney as to the success or failure of each arrestee. Those who successfully complete the program will not have their municipal ticket issued. Those who are not successful will have their municipal ticket issued at any time during the six-month program period.

Squads: Squad 3268 PO Witkowski & PO Ehlers, Squad 3267 PO Guthrie & PO McBride, Squad 3267W PO Lesniewski, Squad 3290 PO Savagian & PO Brown

Field Supervision: Squad 3212 Sgt Peerenboom

Mission Commander: Lt. Obregon

Comments: This plan was devised to use minimal law enforcement resources and maximize the collaboration with our community partner, the Benedict Center. This mission, is assisted by Sensitive Crimes Officers Tara Ferguson and Jaimie Hewitt.

Preemption: Non pre-emptable, officers will however take Police action on all crimes in progress in the area for the duration of the deployment.

Additional Information: PO Savagian & Lesniewski is plain clothes and operating a U/C vehicle for this operation. PO Savagian's & Lesniewski's roles is strictly for surveillance and intelligence gathering. A thorough interview of all subjects taken in to custody during this mission will also be conducted in an attempt to gather information regarding crimes in the target areas.

- Original to Captain Brunson District Three
- COPY ALL THREE LIEUTENANTS
 - COPY ROLL CALL BOARD
 - FAX TO COMMUNICATIONS DIVISION
 - Copy E-Mailed to Lt. SGRIGNUOLI, @ NTF
 - Copy E-Mailed to D / I Hoerig
 - Copy E-Mailed to AC HARPOLE, & Admin Asst HASSEL

Squad 3212

Sgt Peerenboom (012886)

Squad 3268

PO Witkowski (010278)
PO Ehlers (018535)
ADA Ladwig (ride along)

Squad 3267

PO Guthrie (005506)
PO McBride (018557)

Squad 3267W

PO Lesniewski (017584)

Squad 3290

PO Brown (015467)
PO Savagian (012050)

After Action Report Sample

MILWAUKEE POLICE DEPARTMENT

MEMORANDUM

Date: 08/17/11

TO: Michael J Brunson
Captain of Police

FR: Stephen Witkowski
Police Officer

CC:

RE: Operation Red Light Anti-Prostitution
AFTER ACTION REPORT



This report is submitted by PO Stephen Witkowski. Assigned to District Three Early Shift, Community Prosecution Unit.

*****AFTER ACTION REPORT*****

Day #1 a total of 5 prostitutes were located inside the target areas. All were cooperative and subsequently conveyed to the Benedict Center Outreach Program located at 2201 N 35th St.. All appeared interested in obtaining services offered by the Benedict Center.

All women taken into custody were interviewed by PO Savagian. PO Savagian was able to obtain possible information regarding an unsolved homicide that occurred in the mid 90's at 834 N 35th St.

- 5 individuals taken into custody
- 5 pending citations written
- Interview lead regarding homicide investigation / referred to C.I.B.
- All subjects turned over to Benedict Center for Programming options

Day #2 a total of 5 prostitutes were located inside the target areas. All were conveyed to the Benedict Center Outreach Program located at 2201 N 35th St.. All subjects were subsequently interviewed by PO Savagian. One interview resulted in a lead regarding a subject believed to be a major supplier of narcotics throughout Milwaukee.

- 5 individuals taken into custody
- 8 pending citations written
- Interview lead regarding narcotics investigation / referred to C.I.B.
- All subjects turned over to Benedict Center for Programming options

All subjects taken into custody during this operation are now going to be monitored by the Benedict Center for programming compliance. After six months all pending citations is processed through the City Attorney's Office for. Subjects who take advantage of offered programming is avoid the pending city citations.

***Preliminary feedback from the Benedict Center is that out of the 14 individuals that were diverted to their Outreach Center during the first two operations, all but one were either routinely attending the programming, or in regular communication with them. This is very early on, and the women involved are a very difficult demographic to divert into positive programming, but it is encouraging news.*

This operation was conducted with limited Police resources: on both deployment days. One Sergeant and seven District Three Officers were utilized (all from CLO, CPU, and M-CORP) to accomplish the mission.

This contrasts with the previous traditional Anti-Prostitution Deployment that took place prior to Operation Red Light. That operation utilized 2 Sergeants and 15 officers from District Three. Comparable numbers of prostitutes were taken into custody during this mission.

Respectfully submitted,

PO Stephen Witkowski
District Three

Figure 5: Police Mobile Command Post On High Visibility Days



Figure 5a: Officers Conduct a Street Intervention During a Deployment



Figure 5b: Officers Operate the Mobile Command Post During High Visibility Deployment



Figure 5c: Samples of Wording on Community Signage

High Visibility Signage (2' X 3') Deployed During Anti-Prostitution Operations

PROSTITUTION IS ILLEGAL
State Statute 944.30 (Class A Misdemeanor)
Punishable by Up to 9 Months Imprisonment
And \$10,000 in Fines



PROSTITUTION IS ILLEGAL
This Area is Monitored by the
Milwaukee Police Department



PROSTITUTION IS ILLEGAL
If You Witness Acts of Prostitution Call
The Milwaukee Police Department
(414) 933-4444



Figure 6: Business Owners Posting Anti-Prostitution Signs



Figure 7: The Dear John Letter



Edward A Flynn
Police Department

Chief of Police

Date

Owner Name
Address
City, State and Zip

Dear Owner:

The Milwaukee Police Department is currently involved in an extensive operation to abate the prostitution problem in Milwaukee Police District Three. There are three areas that have historically been the main thoroughfares for the prostitution trade in the district. As part of the operation the Milwaukee Police Department has been conducting surveillance, for the past several months, in the areas of Lisbon Avenue, North Avenue and the Avenues West neighborhood.

In addition to police surveillance, a significant aspect of this operation includes citizen and business owner information about prostitution activities that they observe. The cooperation of those citizens, such as yourself, who frequent the areas and who are familiar with the neighborhoods is paramount to the operation's success.

The Milwaukee Police Department would be interested in any information that you have regarding prostitution or any other illegal activities in our focus areas. If you have any information that would assist the Milwaukee Police Department's efforts to abate prostitution in these areas, please contact the District Three Community Prosecution Unit at 935 – 7232.

Thank-you,

EDWARD A FLYNN
CHIEF OF POLICE

District Commanders Name
District Commander
District Three

Figure 8: Community Intervention Project Curriculum

JOHN SCHOOL CURRICULUM AND CALENDAR

- Class I – Safety and Legal Consequences
- Class II – Prostitution and Health Risks
- Class III – Restorative Justice: The Life of a Prostitute
- Class IV – Restorative Justice: The Harm to the Community
- Class V – Behavioral Change
- Class VI – Corrective Thinking
- Classes VII and VIII – Community Clean-Ups

Figure 9: Milwaukee Prostitution Data 2009 to 2011

Prostitution Incidents	
Year	Number of Incidents
2009	150
2010	174
2011	117
2009-2011 Percent Change	-22.0%
2010-2011 Percent Change	-32.8%

Prostitution Charges	
Year	Number of Charges
2009	167
2010	190
2011	144
2009-2011 Percent Change	-13.8%
2010-2011 Percent Change	-24.2%

Prostitution Citations	
Year	Number of Citations
2009	106
2010	98
2011	70
2009-2011 Percent Change	-34.0%
2010-2011 Percent Change	-28.6%

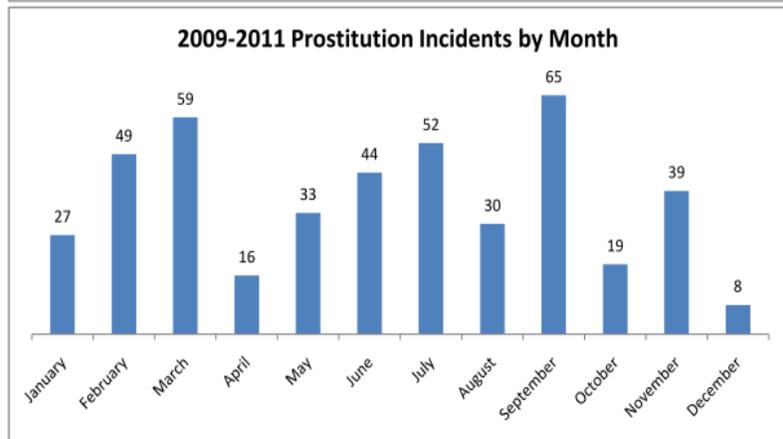
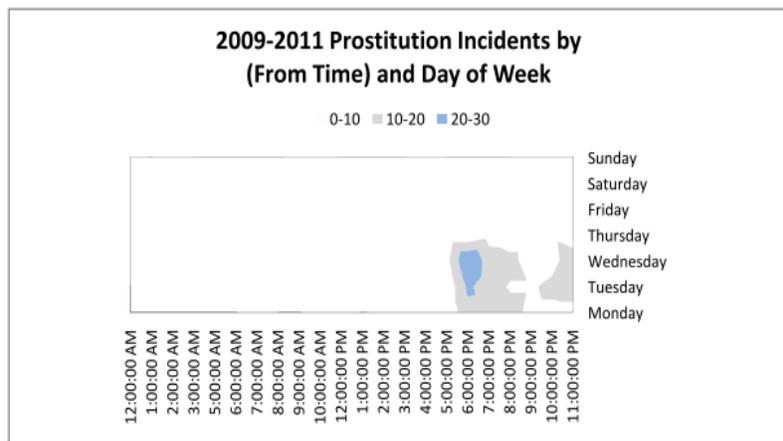


Figure 10: Local Media Coverage Stories and Internet Links

MPD officers target Lisbon Avenue for prostitution sweep

Posted on: 5:20 pm, April 2, 2012, by [Chip Brewster](#)

MILWAUKEE — [Milwaukee Police](#) officers hit the streets Monday, April 2nd in a targeted effort to curb prostitution. Officers went door-to-door, hoping to change a neighborhood on Lisbon Avenue.

Six blocks of Lisbon Avenue in Milwaukee got some extra attention Monday. Police say this is one of the areas that has been historically plagued by prostitution. Police went door-to-door, hoping to identify prostitutes and change behaviors.

Over the past two years, police have changed their tactics from simply arresting prostitutes, to getting them into a self-help program. That program is called “Operation Red Light.”

Teig Whaley-Smith is part of the [Washington Park Partners](#), described as a collaboration of residents, organizations and businesses working to make their community better. “We have a lot of youth organizations in the neighborhood and other businesses, and people who have their life savings invested here. We’ve seen a lot of young women that frankly are being taken advantage of by other people,” Whaley-Smith said.

The group has been strategizing with [Milwaukee Police District 3](#) over the last year, to address area prostitution. “We have a very vigilant community that understand the role of Johns and the preying that they are doing in our neighborhood, and we are the first to report all those incidents,” Whaley-Smith said.

On days like Monday, police make sure their proactive efforts are very apparent. “Let the neighbors, let the stakeholders know we’re engaged in the problem. Let the people who are coming down here to engage in these illegal acts know that the police are monitoring you. We are watching you, and we’re not going to accept that this is the place where this is allowed to happen,” [Milwaukee Police](#) Officer Stephen Witkowski said.

This is the third time police have done a daylight sweep on Lisbon over the past year. They say they're targeting other areas in District 3 as well, and performing random nighttime sweeps.

New Approach Sends Prostitutes To Treatment, Not Jail

Offenders Would Be Enrolled In 6-Month Program

[Jason Newton, WISN 12 News Anchor/Reporter](#)

POSTED: 8:08 pm CDT August 17, 2011
UPDATED: 11:29 am CDT August 18, 2011

MILWAUKEE -- For the past six months officers at Milwaukee's District Three headquarters have taken a new approach to prostitution cases. The women they arrest will have a choice: Go to jail or get some help.

"The revolving door is just that for prostitution, or any type of crime. You go into the system, you come out of the system. We're trying to put something in the system to say there are other alternatives," said Officer Steve Witkowski.

Two years ago, Witkowski and Assistant District Attorney Christopher Ladwig came up with an idea. They'd offer arrested prostitutes a chance at a normal life.

"We're trying to stop behavior that is detrimental to these communities. Any way we can get to do that, we'll do it. We'll try it," said Ladwig.

Offenders who take the offer would have to go to a six-month program known as the Sister's Project at Milwaukee's Benedict Center.

"Six months isn't exactly the time it takes to change a life, but it's what it takes to get started," said Jeanne Geraci, executive director of the Benedict Center. "If we can get to the root of how they got there in the first place and help women deal with those issues, then we can more permanently help change their lives and move them in a more positive direction."

According to the project's brochure, women are "offered the opportunity to develop an alternative crime-free lifestyle through programming, education, and trauma-based treatment." The women are given counseling, job training, treatment for addictions and other services. Benedict officials say it starts with gaining trust.

If the women comply with the project, their tickets and fines are dismissed. If not, they'll face the charges made against them.

Counselors said in the 37-year history of the Benedict Center, there are a wealth of success stories of women whose lives have been changed forever.

"(One woman) decided it was an opportunity to reassess her life. She remained engaged with the program. And now, because she cleaned up, she's able to work with her case worker, work on job training. She's doing community service, she's mentoring in the community. But she's also building her life and moving forward," said Geraci.

According to police, 60 women haven't taken the offer to join the program. They report a little over half of the women will complete their stint in the program at the end of August. But they admit, that not everyone is prepared for such a drastic change in life.

"The tickets that are being written, the cases that are being developed, if you're not going with the program, if you're not trying ... that case is waiting for you," said Witkowski.

Case workers said regardless of the disposition of the offenders, they'll be there to help. "I don't think there's a single person on stage who will ever give up on a woman who comes through the program. It's about timing. If we can't engage in this moment, there is an opportunity to engage down the road," said Geraci.

ADDITIONAL MEDIA COVERAGE OF OPERATION RED LIGHT

<http://www.wisn.com/news/29666600/detail.html>

<http://www.cbs58.com/news/local-news/Police-working-to-prevent-prostitution-132712968.html>

<http://www.wisn.com/news/28898957/detail.html>

<http://www.youtube.com/watch?v=ui9Nij7sjvE>

<http://www.law.wisc.edu/law-in-action/alumni/cpu.html>

<http://sohidistrict.blogspot.com/2009/11/operation-red-light.html>

<http://www.benedictcenter.org/documents/Winter%202009%203%20color.pdf>

Milwaukee Police Department

Chief Edward Flynn
Assistant Chief James Harpole
Inspector Edith Hudson
Captain Michael Brunson
Lieutenant Aimee Obregon
Sgt Edward Peerenboom
PO Stephen Witkowski
PO Scott Lesniewski
PO Thomas Guthrie
PO William Savagian
PO Melissa Jones
PO James Hunter
PO Christopher McBride
PO Jay Ehlers
PO Philip Gagnon
PO Hue Kong
PO Jesse Groen
PO Dennis Ryan
PO Jaimie Hewitt
PO Tara Ferguson

Chief Christopher Domagalski (Sheboygan PD)

Milwaukee County District Attorney's Office

District Attorney John Chisholm
Deputy District Attorney Jeffrey Altenburg
Community Prosecutor Christopher Ladwig

Milwaukee City Attorney's Office

Assistant City Attorney Jarely Ruiz

Benedict Center

Executive Director Jeanne Geraci
Program Director Donna Hietpas
Coordinator Meagan Winn
Sisters Project Outreach Worker Shavon Pope

Sisters Project outreach Worker Genene Williams