

2015 Herman Goldstein Awards



Abating Nuisance Properties & Improving the Built Environment: A Collaborative Approach between the Milwaukee Police Department & Washington Park Partners



Section 1: Application Summary

The Washington Park neighborhood, located on the city of Milwaukee's near west side, is home to numerous engaged residents, business owners, and organizations, all organized through a neighborhood coalition named the Washington Park Partners¹.

However, like many central city neighborhoods, Washington Park also struggles with decades of systematic disinvestment and associated decline.

In fact, Washington Park is one of the three most affected Milwaukee neighborhoods from the recent foreclosure/housing crisis.² Numerous boarded up, dilapidated properties have spread throughout the neighborhood and seriously destabilized a number of Washington Park blocks.

Through receipt of a three year federal investment in the form of a FY12 Byrne Criminal Justice Innovation (BCJI) Grant from the US Department of Justice, the Milwaukee Police Department and community partners convened to develop comprehensive strategies to address drivers of crime, which includes nuisance property issues and foreclosed property mitigation and shall be the basis for this submission (see appendix 1 for BCJI Initiative details).

Analysis of the problem revealed multiple factors, including:

- Resident survey and focus group feedback on the need to address absentee or non-owner occupied housing units
- Review of recent "scattered site" housing development efforts (in Washington Park and throughout the city) that left individual home owners without integration opportunities with their neighbors and broader community
- City-owned receipt of tax foreclosures (along with privately held foreclosures) that remained uninhabited and boarded for significant periods of time, attracting prolonged criminal activity
- A neighborhood home-ownership rate of under 50%

Through regular BCJI team meetings, a coordinated, multi-faceted approach to this problem was developed.

Through training provided by LISC Milwaukee, in partnership with National LISC's Community Safety Initiative, Milwaukee Habitat for Humanity staff, MPD officers and BCJI partners became skilled on Crime Prevention Through Environmental Design (CPTED) principles and the need to focus on resident feedback for community safety planning. This work initially focused on one residential block that formed the basis for future strategic interventions across the neighborhood.

Additional developments to date include:

- Targeted, block-by-block, address specific interventions by law enforcement in identified neighborhood hot spots, informed by community partner input

¹ <http://www.washingtonparkpartners.org/>

² <http://www.jsonline.com/news/milwaukee/foreclosures-crime-go-together-in-some-milwaukee-neighborhoods-sm8o42t-191333141.html>

- MPD personnel included in new homeowner training for Milwaukee Habitat for Humanity owners
- Formation of a neighborhood Landlord Alliance, to engage property owners in the larger community
- From 2013 to 2014, a drop in Part I neighborhood crime by 11.5% and hot spots experiencing a 23.7% percent decrease (see Appendix 2)

Section 2: Description

Scanning

Milwaukee, similar to other large urban markets, was not immune to the housing crash of 2009. Central city communities, home to numerous sub-prime lending products, were hit especially hard.

As noted previously, Washington Park is one of three Milwaukee neighborhoods most impacted by the housing crisis of 2009.

In fact, Washington Park, in 2013, possessed 49 city-involved foreclosed properties (and 40 more in 2014), with X properties requiring demolition by city authorities. In 2013 alone, 30 properties were recommended to city authorities for strategic demolition. Properties were selected through collaborative discussion between law enforcement and community partners. The potential for vacant and abandoned properties to become crime generators is widely recognized. Properties that require repeated police service constitute a significant drain on limited police resources. Research has demonstrated that the cost of failing to address crime, public health, violence, and injury is harmful and costly to communities. Communities where these issues are not addressed often experience the loss of investment from businesses and a reduction in community assets. Therefore, relying solely on traditional methods of the police to address Washington Park's problematic properties was an inefficient and ineffective model for sustained change.

Focus groups of neighborhood residents, conducted by the BCJI research partner, found that nuisance issues in general were of high priority and specifically residents encouraged the team to focus on problems surrounding absentee, non-owner occupied housing units in the neighborhood, as a source of considerable perceived crime and or disorder. Furthermore, the area was still stigmatized by the perception of being a dangerous and unsafe area. In particular, nonresidents and employees of businesses perceived the area as being much more dangerous and unsafe than is the reality.

The neighborhood coalition known as Washington Park Partners (convened by a neighborhood organization, United Methodist Children's Services of Wisconsin, Inc.) has identified increasing home ownership, reducing vacant properties and addressing nuisance properties as key goals in its Quality of Life Plan for the community.

These issues, coupled with numerous housing providers operating in the Washington Park neighborhood, provided impetus to the BCJI team to include problem/vacant problem interventions as core group activities.

Section 3

Analysis

In the early stages of the BCJI planning efforts, MPD's Third Police District developed a process for examination of properties located within each of the five delineated neighborhood hot spots in the BCJI target area (see Appendix 2).

This placed-based process prioritized properties based on a number of factors, including:

- Call for service and verified criminal incident history
- Locations of new or rehab home construction by Milwaukee Habitat for Humanity
- Housing violations on file with the city's Department of Neighborhood Services (DNS)
- Feedback and complaints filed by Washington Park Partners residents and stakeholders
- Coordination with the police department's Group Violence Reduction Initiative (GVRI), a person-based enforcement strategy modeled on focus deterrence strategies

This priority process was ultimately coordinated by MPD District Three's Community Prosecution Unit (CPU), a nationally recognized best practice model. This program houses an Assistant District Attorney from the Milwaukee County District Attorney's Office inside the local police district. Key partners include:

- MPD officers specifically assigned to the unit with the task of collaborative problem solving on issues identified by community stakeholders
- Special Enforcement Inspectors from DNS
- Agents from the State of Wisconsin's Department of Corrections (probation & parole)
- Staff Coordinator provided by a local, citywide non-profit focusing on community safety and engagement efforts, Safe & Sound, Inc.

By deliberately overlapping call for service and criminal incident history with property-based data, the D3 CPU team identified key geographic areas for intervention (see Appendix 2).

Through examination of the most impactful violent crime (homicides, robberies and non-fatal shootings), MPD District Three developed a "Rapid Response Initiative" for properties requiring immediate attention by law enforcement. To date, 1,473 properties have been analyzed by the team at District Three for nuisance/criminal activity. Of those, 296 property interventions have occurred, including dozens of one-on-one meetings with property owners and D3 representatives.

At such meetings, property owners are made aware of criminal issues occurring at their property and are encouraged to partner with law enforcement representatives to devise plans to abate future activity (see Appendix 4). In addition, resource packets are made available to property owners with various housing and property management tools.

Early on during the BCJI project, LISC Milwaukee, in conjunction with National LISC's Community Safety Initiative (CSI), provided "Safegrowth"³ training to both its community development and law enforcement partners.

This training provides knowledge on the basic and advanced principles of Crime Prevention Through Environmental Design (CPTED) as well as discussion of the social conditions that lead to site specific criminal issues.

Training participants engaged in 4 days of classroom instruction as well as six weeks of field application. The WP BCJI team identified one residential block as their project, which lead to significant built environment and social cohesion examination (see appendix 5 for project analysis).

This training has provided team members with the tools to address similar issues found throughout the Washington Park neighborhood and has allowed for increased, strategic overlap of housing provider services, community engagement and law enforcement interventions and priorities.

³ [http://www.lisc.org/csi/strategies & solutions/trainings/safegrowth.php](http://www.lisc.org/csi/strategies%20&%20solutions/trainings/safegrowth.php)

Section 4

Response

Analysis of these problems demonstrated a need for true, cross sector partnerships to apply comprehensive approaches for crime reduction and community development.

For example, in 2013, the "Safegrowth" target block began with four (4) vacant lots and four (4) boarded up properties. In 2014, MHFH started to rehabilitate two of the boarded properties on the block and the construction of four (4) new homes. Habitat's investment in these six (6) homes (two rehab and four new construction) along with eight homes they constructed a few years earlier represents a total investment of \$800,000 generating approximately \$11,000 of property taxes per year. In 2013, the homeownership rate on the block was 55% and in 2015 the homeownership on the block increased to 83%, which is nearly twice as high as neighborhood homeownership rate of 43%.

Multiple community events (i.e. ice cream socials, block parties) have taken place to informally engage neighborhood residents with MPD officers, in an effort to build up community-police trust and collaboration.

From a law enforcement perspective, Washington Park had the appropriate blend of local stakeholders, resident leaders, law enforcement focus, and opportunity for positive change. With that foundation, the Washington Park community was an excellent place to collaboratively work to improve the overall quality of life in the community.

By working from the outset with residents and community stakeholders, the Community Prosecution Unit developed many important neighborhood improvement strategies, but the most important lesson learned by both representatives of law enforcement agencies and residents is that the fundamental building blocks of neighborhood improvement is consistent, effective communication and responsiveness.

Understanding communication and response as the essential pieces, District 3 Commander Jason Smith and Community Prosecutor Christopher Ladwig devoted significant time and resources into understanding the concerns of the community and creating multiple methods to communicate with businesses, residents, and community-based organizations. Through the partnerships with residents, the researcher, LISC staff (locally and nationally), and the Washington Park Partners collaborative, it became understood that nothing created legal cynicism more than citizens reaching out to law enforcement and feeling that their voices were not being heard. This can discourage citizen input. If we lost citizen engagement, then law enforcement lost its ability to be its most effective.

The CPU developed a number of different landlord/property owner/business owner letters that serve multiple purposes. Generally, however, a letter from the District Attorney's Office has the following parts: (1) an explanation of the problematic activity; (2) a brief explanation of the

process to abate the problems; and (3) a request to meet for discussion how collaborative partnership can lead to abatement of the unwanted behavior. The meeting with the owners often leads to a positive result where we see a significant reduction in the unwanted behavior.

A letter from Captain Jason Smith is often the start of legally designating a property as a "nuisance." The CPU made significant attempts to gain compliance through informal methods, however, if we did not succeed, we took the path of enforcement through the Department of Neighborhood Services and the City Attorney's Office, which can be a costly path for owners.

Understanding where to focus was a challenge as a "significant nuisance" is not easily defined. We learned to rely on communication with our residents and business owners as well as objective police call for service data. Residents became our eyes and ears to the problems that are occurring in their neighborhood. Anytime we heard from a resident that crime or nuisance issues are disturbing the quality of life on a block, we intervened and attempted to stop the activity. Resolution to the problems can sometimes be swift but often they take significant time to abate, so we kept concerned citizens informed on the process as we progress toward abatement.

We know that we must address crime and nuisance issues as a team, and when we have our team focused on a problem, we can intervene from multiple angles. Our Community Prosecution Unit consists of a Community Prosecutor, police officers, Department of Neighborhood Services inspectors, Department of Corrections agents, LISC, Washington Park Partners, City Attorney's Office, a Domestic Violence Victim Advocate, Safe and Sound, and, most importantly, residents and business owners. We have developed a person-based and placed-based strategy where we can combine all of our partners' abilities and tools to lower unwanted behavior and increase quality of life.

Our Washington Park work has assisted us in developing best practices for intervention tactics. For example, we've learned to analyze problematic issues through a block-by-block analysis. To understand what is truly occurring on a challenged block, we need to speak to residents and analyze the data connected to each house on that block. That data collection and analysis allows for the most effective intervention strategy by our Community Prosecution Team.

The analysis and response on this block has led to strategic development discussions between local Habitat for Humanity staff and their law enforcement partners. 2015 and 2016 build plans for this key housing provider were shared in advance with law enforcement. Input from these partners regarding geography and property development were taken into consideration for final approved build plans for new construction and property rehabilitation.

Such deliberate, strategic discussion between a key housing provider and local law enforcement had not previously occurred in the city of Milwaukee. In addition, these discussions have led to the strategy of "clustering" property investment and improvement alongside enforcement actions thereby increasing the chance of successful block/neighborhood revitalization.

In addition, safety training by MPD officers for new Habitat homeowners is now mandatory. New residents are afforded the opportunity to informally engage and build relationships with local law enforcement prior to the need for emergency service.

As noted previously, the MPD team has met with dozens, if not hundreds, of individual properties owners to devise tailored nuisance abatement plans and hold owners accountable for such activity.

Through analysis of multiple data sets (calls for service, verified criminal incident reports, housing code violations) and input from community based representatives, the team from MPD's Third District engaged in strategic property interventions in each of the 5 determined neighborhood hot spots. As noted earlier, interventions were prioritized and strategic collaboration with multiple city department and community organizations occurred as a result. For example, significant input was provided to the city for priority demolition of particularly problematic nuisance properties. In other cases (such as on the "Safegrowth" block), city owned (via tax foreclosure) properties were sold for \$1 to Habitat for Humanity, who in turn rehabbed the property and found a responsible owner to occupy it.

Understanding the need for a visible cross-sector response, the CPU created "CPU Action Days," which was an orchestrated multi-agency response to a small (2 block) geographic target area. The target area was picked either by a sentinel event in the area such as a shooting or a homicide or by community complaints regarding unwanted activity. On a CPU Action Day, the CPU Team (MPD, DA, DNS, DOC, DV Advocate, and WPP) addressed a multitude of problems, each partner focusing in their agencies expertise – crimes, nuisance, building, reentry, domestic violence, and development.

Understanding that communication and responding meaningfully reduces legal cynicism, the CPU created an interactive online community mapping system. On the mapping system, community members and law enforcement communicate quickly and freely regarding nuisance and crime issues. The mapping system allows for updates from law enforcement regarding the interventions that have been taken (see Appendix 6).

With support from BCJI partners, Habitat staff have shown considerably leadership in developing the Washington Park Landlord Alliance. This group seeks to further engage and integrate non-owner occupied property owners into the broader Washington Park community. Meetings occur regularly with guest speakers from law enforcement, city departments and community leaders. Membership to the group provides owners with significant resources in exchange for their attendance at regularly scheduled meetings and sign onto the "Good Landlord Agreement" (see Appendix 7). Since August 2013, the compact has attracted 45 unduplicated landlords representing over 122 properties.

Section 5

Assessment

Implementation activities began in earnest in January of 2014, after planning activities throughout the 2013.

While the partnership is federally funded through the end of 2015, discussions are currently underway regarding initiative sustainability beyond 2015.

During the first year of implementation, results have been remarkable (see appendix 2 for full crime breakdown). In the targeted neighborhood hot spots, Part I crime in 2014 when compared to 2013 is down a significant 23.7%, with total crime down 14.3%.

Given the entire neighborhood experienced declines during the same time period, it is possible that diffusion of benefits did occur. It should also be noted that interventions and activities have taken place outside the designated hot spots area but still located within the overall target area for the initiative.

For properties targeted through the aforementioned "Rapid Response" Initiative, results are striking:

293 Property Interventions

- Homicides -100% success rate (i.e. no property that was a site of a previous homicide experienced a reoccurrence post-intervention activities)
- Shootings - 90%
- Robberies - 74%
- No Further Police Calls for Service – 47%

This program has drastically reduced the numbers of properties that receive repeated police services - the classic definition of a nuisance property.

The successes of the Washington Park BCJI efforts are also serving as the basis for a privately funded initiative named "Promoting Assets and Reducing Crime" or PARC⁴. This three year, \$1 million initiative is based on the collaborative community-police intervention model developed in Washington Park and is supported by some of the area's largest corporate employers(Miller Coors, Potawatomi Casino, Marquette University, Harley Davidson).

Finally, LISC Milwaukee's Executive Director was invited to speak at Habitat for Humanity's 2015 National Revitalization Initiative Conference in Atlanta, GA. Discussion of the close working relationship between MHFH and MPD District Three was highlighted and extremely well received. Numerous Habitat sites from across the country indicated the strong desire to engage their respective local law enforcement jurisdictions on replicating the model produced in Milwaukee's Washington Park neighborhood.

⁴ <http://www.jsonline.com/news/milwaukee/big-names-band-together-in-first-ever-neighborhood-effort-b99480588z1-299640061.html>

Appendix 1

Washington Park BCJI Description

Site Snapshot: Milwaukee, Wisconsin

Lead Agency: City of Milwaukee

Neighborhood: Washington Park

Research partner: Dr. Kimberly Hassell

Neighborhood Profile:

In 2012, the City of Milwaukee received a Planning and Enhancement grant from the U.S. Department of Justice to assist the Washington Park community carry out core BCJI initiatives. The Washington Park community of Milwaukee, Wisconsin is home to approximately 15,000 people. After decades of disinvestment, it exhibits the convergence of a variety of social and economic problems, such as high rates of unemployment and low rates of academic achievement, blight and property vacancies, as well as persistently high rates of crime. Many residents struggle to make ends meet, and in focus groups convened by the BCJI team, many expressed serious concern about disorder stemming from nuisance properties, trash and dumping, visible and blatant prostitution and drug sales. BCJI research has clarified that disorder hot spots overlay with crime hot spots, including those where much of the neighborhood's violent incidents have occurred. Despite these challenges, Washington Park is home to a rich array of non-profit community development and service organizations, many of which are allies in the BCJI effort.

BCJI Project Goals:

The Milwaukee Police Department (MPD) has joined with citywide and community-based nonprofit organizations to address both the rates of crime and their underlying causes through the Byrne Criminal Justice Innovation Program. The project is overseen by a leadership team comprised of MPD, a group of residents, business owners and organizations known as Washington Park Partners, the Local Initiatives Support Corporation's Milwaukee office and the non-profit outreach and service organization Safe & Sound. These BCJI partners have identified five high-crime areas for intensive law enforcement enhancement, alignment with non-law enforcement interventions, and intentional, ongoing resident outreach and engagement.

Current Efforts:

In these hot spots and their environs, the BCJI partners are deploying evidence-based and data-driven police strategies including targeted foot and bike patrol, a multi-agency information exchange focused on gun crimes and strategic problem solving. In addition, MPD is implementing an innovative program

created to enhance citizen understanding of the motivation and protocol involved with police stops as one element of a broader strategy to increase community-police trust.

BCJI partners are also leveraging Milwaukee's strong Community Prosecution program with emphasis on addressing vacant and problem properties and prostitution. Finally, community development partners are working together to enhance collective efficacy through a variety of organizing efforts that include crime reporting campaigns, block-based projects informed by the principles Crime Prevention Through Environmental Design, and other efforts to address underlying problems of unemployment and economic instability. Collectively, the BCJI partners are integrating these strategies to reduce actual and perceived crime and disorder, and to foster the trust and willingness of ordinary citizens to maintain social order and increase community wellbeing.

Appendix 2

Washington Park Crime Data

Milwaukee, District 3, Washington Park, and Byrne Hot Spot Crime 2013-2014

Part I Crime

Area	Part I 2013	Part I 2014	2013-2014
City of Milwaukee	32,204	33,012	2.5%
District 3	5,326	5,130	-3.7%
Washington Park	1,121	992	-11.5%
Hot Spots	409	312	-23.7%

Part II Crime

Area	Part II 2013	Part II 2014	2013-2014
City of Milwaukee	21,905	20,705	-5.5%
District 3	4,132	4,094	-0.9%
Washington Park	868	911	5.0%
Hot Spots	325	317	-2.5%

Total Crime

Area	Total Crime 2013	Total Crime 2014	2013-2014
City of Milwaukee	54,109	53,717	-0.7%
District 3	9,458	9,224	-2.5%
Washington Park	1,989	1,903	-4.3%
Hot Spots	734	629	-14.3%

Data retrieved from the Milwaukee Police Department Daily Crime & Service for 1/1/2013 through 12/31/2014 and counts by offenses. Data is subject to change as preliminary police reports are finalized.

Part I IBRS offenses include '09A', '11A', '120', '13A', '220', '240', '23A', '23B', '23C', '23D', '23E', '23F', '23G', '23H', and '200' (homicide, forcible rape, robbery, aggravated assault, burglary, auto theft, theft and arson).

Part II includes all other IBRS offense codes.

Appendix 3

MPD District Three/CPU Property Intervention Strategy

I. Overview of CPU Byrne Strategy for Washington Park

1. CPU/DNS - place-based interventions - inspections of the blocks and problematic properties
2. CPU - place-based interventions – nuisance/crime activity, DA letter, meetings with owners, direct City Atty. focus
3. WPP - intelligence sharing - any input regarding properties, businesses, problems, good citizen contacts, block watches, etc.
4. GVRI Team - person-based enforcement

II. The Byrne Grant Place-Based Strategy Priorities and Interventions – Hot Spot Area B

- Priority I are properties that are ready to be demolished and are also connected to a crime density

- Priority II are Habitat Homes built in 2012-2013, and the community has targeted as an area for focus

- Priority III are properties that are vacant/foreclosed, but are not ready to be demolished but are connected to a crime density

- Priority IV are properties that are not vacant/foreclosed or ready to be demolished but are connected either to crime/nuisance density or to numerous police calls

Priority I

2225 N 44th – RAZED

2217 N Sherman Blvd - City owned currently, in process of selling to new owner (may have closed last week). Has raze order, but there is a restoration agreement

4330 W Garfield – RAZE ORDER SET FOR 8/04/14

Priority II

None

Priority III

2325 Sherman Blvd – City owned, vacant in VBR program.

2222 N 44th – PROPERTY IS ON MONTHLY REINSPECTIONS AND IN FORECLOSURE

2314 N 44th – OWNED BY SEAWAY BANK. VACANT. NO OPEN ORDERS AT THIS TIME

2343 N 44th - PLACARDED, VACANT, CITY OWNED

2348 N 44th – VACANT, CITY OWNED

2378 N 45th – OWNED BY OCWEN LOAN SERVICING, OPEN EXTERIOR ORDERS DUE 7/27/14.

2334 N 46th – VACANT AND OWNED BY FEDERAL NATIONAL MTG ASSN.

4330 W Garfield – CONDEMNATION ORDERS EXTENDED TILL 8/4/14. CITY OWNED

4420 W Garfield – VACANT AND UNDERGOING REHAD THROUGH NIP PROGRAM

4426 W Garfield – VACANT AND ON MONTHLY REINSPECTIONS

Priority IV

2335 N 44th – CADs and owners letter

2365 N 44th – CADs and owners letter

2224 N 45th – CADs and owners letter

2236 N 46th – CADs and owners letter

2361 N 45th – CADs and owners letter

2372 N 46th – CADs and owners letter

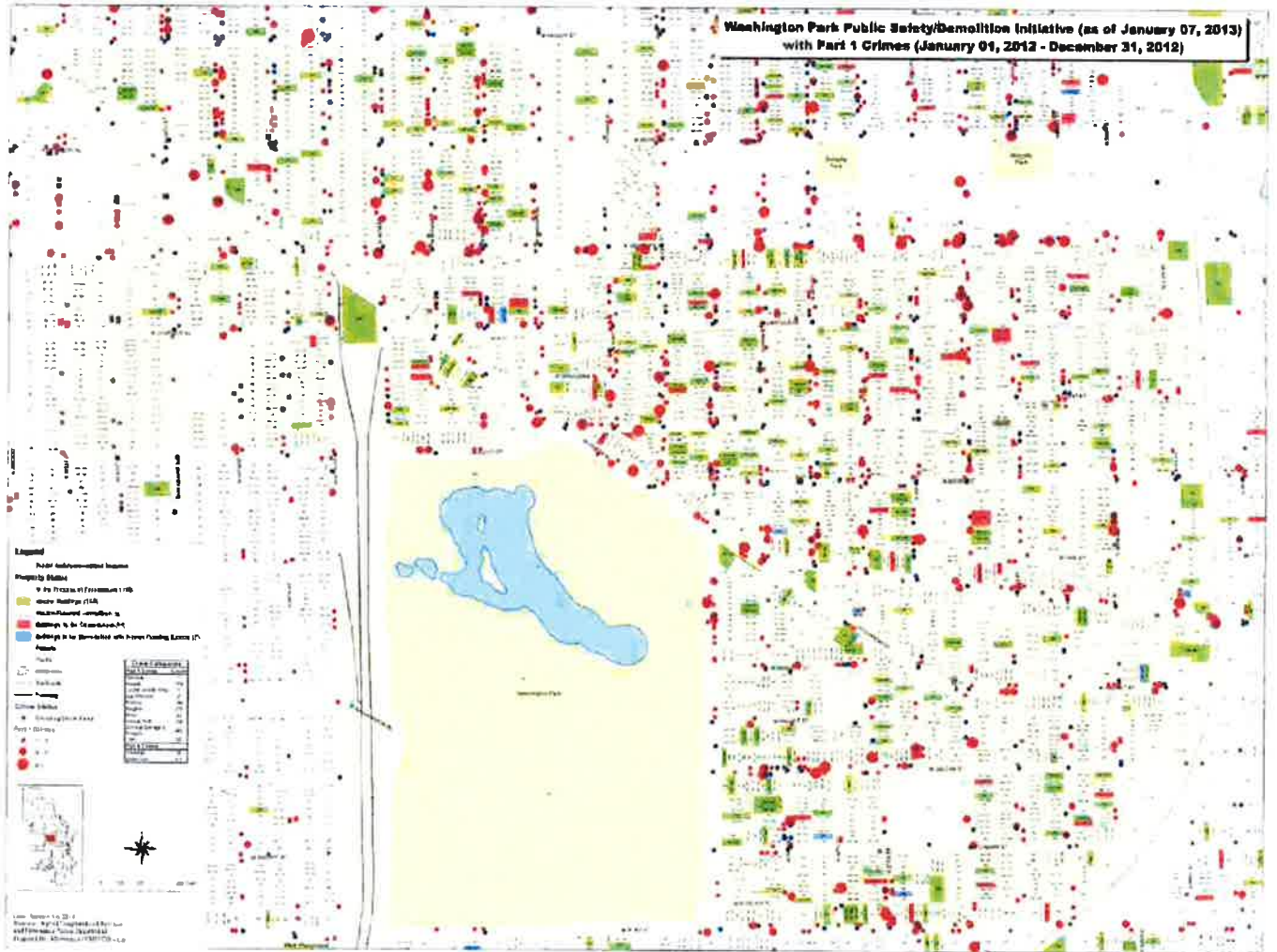
2375 N 45th – CADs and owners letter

2434 N 40th – CADs and owners letter

2438 N 40th – CADs and owners letter

Appendix 3

Department of Neighborhood Services Property Status Data & MPD Crime Incident & Call for Service Overlay Map



Appendix 4

Landlord/Property Owner Meeting Document & Information Packet

**PROPERTY OWNER CONFERENCE NOTES
REGARDING PUBLIC NUISANCE LOCATED AT:**

_____ **MILWAUKEE, WISCONSIN**

Date of Meeting: _____

Individuals Present:

Owner/Operator Information:

Owner's Address: _____

Phone numbers(s): _____

Email: _____

What is the relationship with Alleged Nuisance Offender? (Personal/Commercial)

Ownership: Personal, Sole Proprietorship, Corporation, LLC, Other? (Name)

Professional Property Management Company retained/used? (Name)

Total rental buildings owned or operated? _____ Total Units? _____

Addresses? _____ Number of units at this property? _____

Written Tenant List (w DOB): Y / N How long have current tenants been occupying
property? _____

Are all properties accurately recorded with the Department of Neighborhood Services?

Leasing Practices:

Written Application (type?): Y / N

Written Lease (type?): Y / N
Annual Month to Month
Accept Rent Assistance? Y / N

Written Addendum of Rules: Y / N
Include Criminal Nuisance Behavior? Y / N

Background Checks (and Form): Y / N
N

CCAP Muni
Prior LL Open Records

Attend Landlord Training (when?): Y / N

Posted No Loitering/Trespassing: Y/N

Security Deposit Req'd? Y / N

Written Screening Criteria: Y / N
Prior Evictions (Yrs):
Drug Arrests (Yrs):

Require Proof of Identity (and Form): Y /

Drivers License
Social Security Card

Frequency of Property Inspection:
External:
Internal:

Standing Complaint: Y/N

Owner's Explanation of Public Nuisance:

Owner's Remediation Activities (Review and Receive Nuisance Abatement Agreement):

Recommendations by CPU:

Follow Up Needed by CPU:

Follow Up Needed by Owner:

Nuisance Abatement Agreement For The Property Located At:

Milwaukee, Wisconsin

TO THE OWNER/MANAGER OF THE ABOVE REFERENCED PROPERTY:

A public nuisance pursuant to Wisconsin Statutes or Milwaukee Code may exist at your property. It is strongly suggested that you review and implement the following recommendations to prevent further nuisance activity.

- 1) Participate in the Department of Neighborhood Services' Landlord Training Program and make good faith effort to apply knowledge from the course and attend refresher classes.
- 2) Exchange names and telephone numbers of the owner/manager with the owners and managers of buildings on each side of the property.
- 3) Participate in a local block watch, neighborhood association, landlord compact and property management association
- 4) Attend the monthly crime prevention meetings conducted by the local Milwaukee Police District Community Liaison Officer.
- 5) Institute the use of written screening criteria that is provided to each applicant at the time of each proposed adult resident receives the written application. Conduct background checks of all prospective adult tenants and residents utilizing the appropriate and legal standards, which can be explained in the Milwaukee Department of Neighborhood Services Landlord Training program.
- 6) Institute the use of a written lease for each adult tenant that includes provisions relating to disorderly behavior, noise, garbage disposal, use of common areas, illegal activity, tenant responsibility for guest conduct, and the prohibition of sub-leasing and long-term guests. Timely enforce any lease violations.
- 7) Review the tenancies of all the current residents in the property. This may include the termination of tenancies and reapplication by existing tenants for new tenancy.
- 8) Regularly inspect the interior of the property to confirm that the residents are your tenants, that the premises are actually used as a residence, and to determine if the doors and windows have been fortified or the premises outfitted with surveillance or delivery mechanisms.
- 9) Monitor the property for evidence of drug activity. This may include observation of clear corner cuts of baggies strewn about, excessive quantities of plastic sandwich baggies found in odd places, the presence of numerous weight scales or communication devices, and drug paraphernalia such as unusual pipes, blunt wrap packaging, burned hollow tubes, etc.
- 10) Install "No Loitering" signs in front and rear of the exterior of the property. This signage permits police to cite loitering individuals in the yard and sidewalk area.
- 11) Install "No Trespassing" signs in front and rear of the exterior of the property. This signage permits police to cite trespassers in residential and commercial properties.
- 12) Install a sign with your name and contact information in a common area requesting law enforcement to contact you if they are responding to a call for services at the property.
- 13) Record with the Department of Neighborhood Services all properties owned or operated by the Owner/Operator and participate in the e-mail notification system.
- 14) Regularly file open records requests for Milwaukee Police Department computer aided dispatch system (CADS) reports regarding the property.

- 15) Institute a standing complaint with the local Milwaukee Police District that will allow the police department to remove any individuals loitering on the Property.
- 16) Draft and serve a No Trespassing order against identified nuisance persons and provide the local Milwaukee Police District a copy of the served order.
- 17) Provide the local Milwaukee Police District with updated current tenant lists.

Received by:

Owner/Manager

Date

Nuisance abatement review conducted by:

Community Prosecutor/Officer

Date

TO: Captain Jason Smith
Milwaukee Police Department District 3
2333 North 49th Street
Milwaukee, WI 53210

FROM: _____
(Please print: last name, first name, middle initial) (Date of Birth)

ADDRESS: _____

CITY/STATE: _____

HOME TEL.: _____

BUSINESS TEL.: _____

CELL TEL.: _____

I am the (circle ONE of the following) Owner / Operator in lawful possession of the property located at (please print full address, including apartment number and names of Businesses) (further referred to as the "Property"):

The Property is a/an (circle ONE of the following) apartment/rooming house/private residence/vacant lot/commercial property. The onsite manager's name and contact information:

I have provided the Milwaukee Police Department with a current tenant list, a list of employees, and others who have my permission to be on the above-referenced property.

I certify that the Property has posted "No Trespass" pursuant to Wisconsin Code of Ordinances 110.10.

I have provided the Milwaukee Police Department with a current tenant list. I have notified my tenants that neither they nor their guests are allowed to loiter, congregate, or "hang-out" in front of the above listed property. I, the undersigned owner of the property, am asking that the Milwaukee Police Department enforce the no loitering ordinance at my property if any person is found engaged in any of the above activities.

My operator or I will cooperate in the prosecution of persons arrested on the Property for criminal or civil offenses. I understand that this agreement is valid from the date of my signature until I or my operator send written notification to cancel this agreement. This letter is no longer considered valid if the undersigned transfers ownership of the Property or no longer controls the Property. It is the responsibility of the undersigned to notify the Milwaukee Police Department of any changes to the information listed above.

Signature of Owner/Operator

Date

Print Name

Property Ownership Resource Websites

Know the Landlord and Tenant Laws and Screen Your Applicants:

1. **Wisconsin Department of Agriculture, Trade and Consumer Protection Rules**
<http://www.datcp.state.wi.us/>
2. **Property Recording City Assessors Office**
<http://www.city.milwaukee.gov/>
3. **Criminal Background Checks**
<http://wcca.wicourts.gov/>
<http://wi-recordcheck.org>
4. **Sexual Offender Registry**
<http://www.city.milwaukee.gov/RegisteredSexOffenders>
Toll free access line: 1-800-398-2403
5. **Municipal Court**
<http://www.court.ci.mil.wi.us/>
6. **Department of Neighborhood Services**
<http://www.city.milwaukee.gov/DNS>

Questions for Previous Landlords

1. Did the applicant pay rent on time each month? If not, how many times did the applicant pay late? How many days late was the rent payment?
2. Did the landlord ever serve the applicant with a 5 or 14-day termination notice? If so, why was the notice served?
3. Did the applicant or guest cause damage to the apartment or common areas?
4. Did the applicant create excessive noise or disturbance during the tenancy?
5. Did the applicant ever verbally or physically threaten neighbors or the landlord?
6. If given the opportunity, would you rent to this person again?

District 3 COMMUNITY CONTACT GUIDE

When to contact 911 and who to call in other cases...

- I. **Dial 911** when your situation meets the following...
 - a. All life threatening situations
 - b. All suspected crimes in progress (examples include, but not limited to)
 - i. Battery
 - ii. Robbery
 - iii. Shots Fired/Shootings
 - iv. Burglary
- II. **Non-Emergencies** – Dial 933-4444 (press 9 for squad response)
 - a. When a squad/officer is needed at the scene, but the situation is NOT life threatening (examples include, but not limited to)
 - i. Loud Music
 - ii. Neighbor Trouble (non-violent)
 - iii. Family Trouble (non-violent)
 - iv. Theft
 - v. Violation of Restraining Order

FREQUENTLY ASKED QUESTIONS

Q: What if I have invited someone into my unit/home and now they are refusing to leave?

A: Before calling the police, call the security or manager of your building. They may be able to convince the person to leave. If they cannot resolve the issue then they (the manager or security) should call the police. If you cannot contact a manager or security, then call the non-emergency number directly. This type of problem qualifies as nuisance activity and you may be held accountable for it.

Q: I'm having problems controlling my children. What should I do and when can I call the police?

A: Call the police only if they have become violent or are destroying property. If this is not the case, and you are in need of family services or counseling, contact the numbers below. Calls to police for incidents such as these may qualify nuisance activity.

Aurora Family Services of Milwaukee	342-4560
Parent Helpline	671-0566
Pathfinders	271-1560
CHIPS Petition (last resort)	257-7352

Q: I'm having problems with my boyfriend/girlfriend/husband/wife. When should I call the police?

A: Call the police only if they become violent or are destroying your property. If this is not the case, and you are in need of family/counseling services contact the numbers below.

Sojourner Family Peace Center Hotline and Shelter Resources	933-2722
Sojourner Family Peace Center Confidential Advocate	935-3983
Milwaukee Women's Center Crisis Line	671-6140
Sexual Assault Treatment Center	219-5555
SafePath Teen Crisis Line (Pathfinders)	271-9523

Q: What if I suspect there is drug activity at a particular residence or in my building?

A: There are several numbers to call and ways to report this activity. Be prepared to answer questions such as: Exact Address/Location/Unit, who is involved (names/descriptions, if known), if there is a particular method of distribution (ex. Knock at window, hand to hand, person to ask for, etc), when the dealing is most active?

Community Prosecution Unit: 935-7033, 935-7972, 935-7037

ADA Christopher Ladwig (235-6616, Christopher.ladwig@da.wi.gov), P.O. Scott Lesniewski (559-0662, srlesn@milwaukee.gov), P.O. Thomas Guthrie (tguthr@milwaukee.gov), PO. William Savagian (wsavag@milwaukee.gov), Mandy Potapenko – CPU Coordinator (788-0155, mandy@milwaukeehidta.org)

District 3 Lieutenant: 935-7231

Community Liaison Officer: 935-7733

ADDITIONAL COMMUNITY RESOURCES:

IMPACT 211 Community Information Line	211 or 773-0211
Bureau of Milwaukee Child Welfare (to report suspected child abuse or neglect)	220-SAFE (220-7233)
ElderLink (to report suspected abuse of the elderly 60 years or older; also referral line for resources)	289-6874
Psychiatric and Suicide Prevention Hotline	257-7222
Poison Center	800-222-1222

Appendix 5

Safegrowth Report



SafeGrowth Report

Washington Park Neighborhood

38th Street: Lloyd to Garfield

Chapter I: Visioning - page I

Chapter 2: Problem Identification - pages 2 –4

Chapter 3: Problem Analysis - pages 5 - 8

Chapter 4: Strategy - pages 9 - 10

Chapter I: Visioning

Vision Statement/Objectives

Increase resident participation and decrease incidents of crime and disorder that are negatively influencing resident's quality of life.

Background

Our team conducted a Crime Prevention Through Environmental Design Category 4 review of the 2100 Block of North 38th Street in the Washington Park Neighborhood. There had been several home burglaries and excessive loitering reported to the neighborhood community association and Milwaukee Police Department.



Site Characteristics & Demographics

The Block includes 36 parcels and is a standard size for the neighborhood. However it does include some unique characteristics. First of all, the block includes 9 Habitat for Humanity Homeowners. It also includes a corner store. It includes 4 boarded up residential buildings, 4 vacant lots and 11 of the parcels are tax delinquent. There are also two churches that are within 1 block.

The block is part of census tract number 90. 95% of residents within census tract 90 are African American, 2% are European American, 1% are Asian and 2% are other. 48% of residents are age 19 or younger. The employment rate is 40%, poverty rate is 55.5% and the median household income is \$26,625.

Chapter 2: Problem Identification

Site Visit

Our team conducted daytime and nighttime observations of the block from both sides of the street and both of the alleyway behind each side of the street. We also conducted a photo survey. Below are some of the general observations made by team members during the site visits.

- Sound of children playing
- Occasional car with loud music
- Some litter on street; more in front of vacant lots
- Some yards with overgrown brush and grass
- People sitting on front porch, long grass, listening to music
- Four boarded-up homes and a few homes in need of repair; one with missing siding and dumping
- Several really nice looking Habitat Homes
- City owned vacant lots have long grass that need cutting
- A home with five Super Readers signs and clothes drying on rails
- Homes missing number identifiers
- Two homes on the west side of the street with groups of people loitering; loud music; drinking
- The alley to the West was fairly clean; may be due to the presence of the church
- The alley to the East was extremely overgrown and there two area where dumping was occurring
- One property had a pitbull chained to the front porch
- A car parked on unpaved surface
- Only 2 homes had front porch lights on

Interviews

Phone interviews of residents found out that the main issues were home burglaries and strangers loitering on people's porches. There is a group of people engaged in criminal activity that have historical roots affiliated with this block.



Overgrowth in a front yard near the southeast corner of the block.



Concrete parking pad off of the alleyway that is overgrowth & a dumping ground.

Chapter 2: Problem Identification - continued

Safety Focus Groups

This block is part of a larger hotspot area. Recently resident safety focus groups were organized and the following findings were identified:

- Residents were most concerned about disorder, rather than serious crimes.
- Residents see the primary causes of these problems to be drug-related; economically related...boredom, breakdown in the family structure and discipline, loss of a sense of community and lifestyle choices.
- Residents want the police to be more visible
- Residents want community agencies to be facilitators between residents and city organizations.
- Residents think other residents may mobilize in response to neighborhood problems by the creation of block watch groups, by cleaning...beautification projects...community gardens...social events...activities...public art installations (common projects that bring persons together).

Safety Audit

A nighttime safety audit was conducted from three areas (southern, middle and northern) of the block. Based on the nighttime site safety audit the following site characteristics were observed:

- There all 3 street pole lights on the block were on; however the northern most light is obstructed by tall trees resulting in a different feel in that area of the block
- The southern and middle part of the block feel comfortable, peaceful, quiet
- The northern part of the block also felt quiet but spooky or lonely
- Only 5 of 25 front porch lights were on
- There were at least two properties with front yard overgrowth that was obstructing sightlines
- Street signage is adequate except for "One-Way" sign that is obstructed by overgrowth
- Corner store signage is adequate including "no loitering" sign
- Entrapment areas consisted of overgrowth areas and unlit areas between homes



Lights were obstructed by overgrown trees.



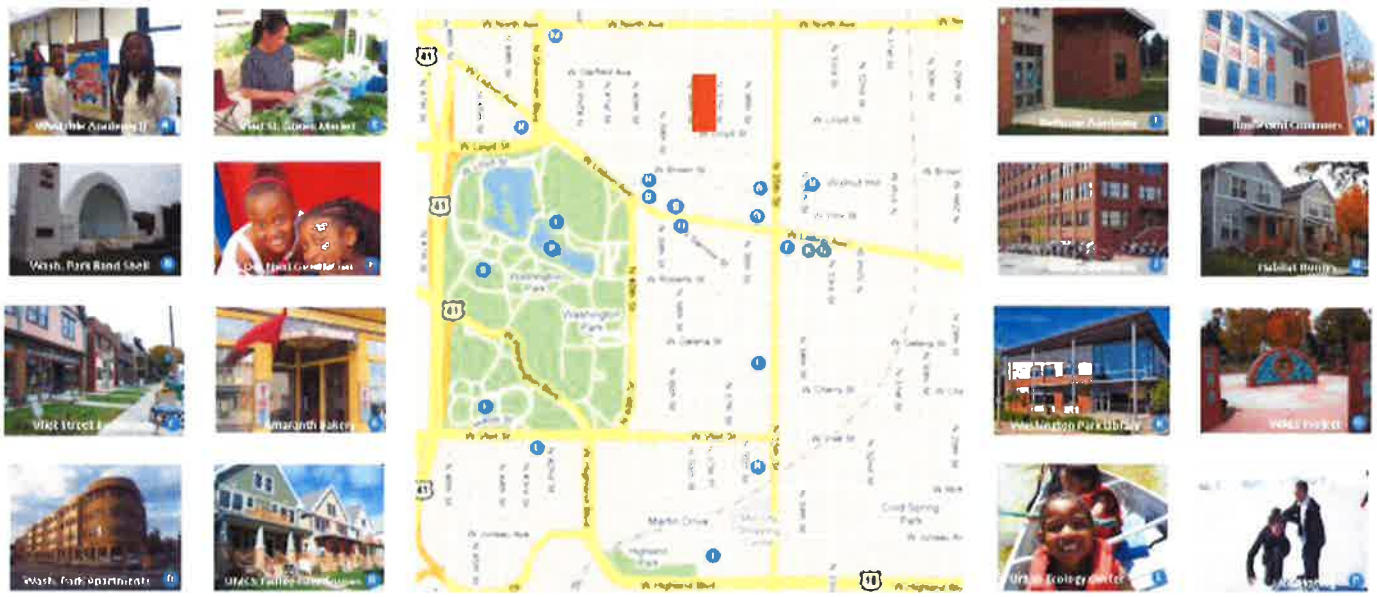
Signage was obstructed by overgrown trees.

Chapter 2: Problem Identification - continued

Social Asset Map

The social asset map below was put together as part of the Washington Park Sustainable Communities Initiative planning effort and it identifies educational and recreational opportunities. The neighborhood does have an oversaturation of liquor and corner stores which are not depicted on the map. The 2100 Block of North 38th Street is pretty insulated from major arterial streets such as North Avenue and Lisbon Avenue.

2100 Block of North 38th Street



Progressive Health Care Clinics provides low cost services at its Lisbon Avenue Clinic



Express Yourself Milwaukee & Our Next Generation provide programs for neighborhood kids



UMCS Phase III will be completed in 2012 and will provide a home for Milwaukee Bicycle Works and Community Pie

ASSET MAP

Chapter 3: Problem Analysis

Crime Statistics

The City of Milwaukee is divided into seven police districts or sectors. The Washington Park neighborhood, which encompasses this block, is located within Milwaukee Police District 3. Below are the crime statistics for both District 3 and the block level.

2100 Block N 38th Street - Crime Data Analysis

	2011	2012	YTD 2013
Homicide	0	0	0
Non-Fatal Shooting	0	0	0
Robbery	0	0	0
Burglary	8	5	4
Assault	8	9	4
Vehicle Theft	0	5	2
Theft	3	4	4
Criminal Damage to Property	3	2	1

District 3 Crime Data Analysis

	2012 YTD	2013 YTD	Change
Homicide	10	9	-10%
Non-Fatal Shooting	60	55	-8%
Robbery	339	388	14%
Burglary	562	564	-10%
Assault	627	562	-10%
Vehicle Theft	429	350	-18%
Theft	1417	1185	-16%
Criminal Damage to Property	N/A	N/A	

2100 Block N 38th St. - Property Code Violations

Open Violations	22
Closed Violations	195

Chapter 3: Problem Analysis - continued

Upon reviewing the statistics above, it is clear that burglary, along with assaults and theft are the highest reported crimes on the block. We cannot guarantee that these criminal acts are the most prevalent, as not all crimes in this neighborhood are regularly reported.

Burglary – the unlawful entry of a structure with the intent to commit a theft. Majority of the burglaries occurring on this block are Habitat for Humanity homes. Entry is being gained through windows or forced entry through a door.

Assaults – when an attack by one person is made upon another for the purpose of injury. The above numbers do not articulate whether an assault is domestic violence related or another type of incident.

Thefts – the unlawful taking, carrying, leading, or riding away of property from the possession of another. Often the Washington Park neighborhood suffers from theft relating to vacant properties. Siding, copper piping, aluminum downspouts are often stolen.

Code violations - affect quality of life issues in neighborhoods. Nuisance activity often occurs when landlords are absent and/or do not properly screen their tenants or abide by best leasing practices. This block has 23 non-owner occupied homes. Open code violations are a sign that a property is deteriorating, lacks maintenance, and is unsafe per the City of Milwaukee Ordinances.



Overgrowth in a front yard near the southwest corner of the block obstructs sightlines



This is one of four boarded up properties on the block.

Chapter 3: Problem Analysis - continued

First Generation CPTED

Territoriality

The territory of the 2100 North 38th street is defined as a residential street with a corner store on the Southwest corner. All of the houses have large residential porches for legitimate observations and uses, however, there instances of the adults outside loitering, drinking and being loud. Six front yards were enclosed by chain linked fences. The territory of 2100 N. 38th street teetered toward the person conducting themselves in a nuisance way.

Access Control

Controlling who enters and leaves the block was relatively free; there are no stop signs. The corner store and the loiterers in front make that corner difficult to navigate, due to the fact that you never know when someone will walk and stand in the middle of the street. Houses with chain linked fencing surrounding them didn't seemed to have large amounts of people loitering.

Image

The individuals that loiter, block traffic, drink and are generally loud damage the image for this block. There are several instances of overgrowth but the block was generally litter free. Litter was contained to areas in front of vacant lots and along the east alleyway. There are four boarded up homes on the block that create a sense of neglect. However, there are nine new Habitat Homes that anchor this block. There are children biking and the sound of children playing.

Natural surveillance

There is decent natural surveillance, all of the houses on the block are spaced adequately to see all the way to the alley and most provide a large enough porch for legitimate use. During the day there are many children playing on the sidewalk and on the road itself. Parking is permitted on both sides allows but there visibility well past the block.

First Generation Advanced

Incompatible Land uses

The land use is dedicated to residential with a corner store. Two Churches bookend the block; so technically there is very compatible land use that would encourage good use of the area. The Churches are only open during designated times and most of the participants are not from the area. The corner store could be an asset if it could be redesigned to encourage natural sightlines and defensible space.



There were several homes that had chain linked fences.



Lights were obstructed by overgrown trees.

Chapter 3: Problem Analysis - continued

First Generation Advanced - continued

Movement Predictors

With better lighting along the street and better cohesion in the neighborhood would make movement predictors along sidewalk safer.

Activity Support

Block wide activities like clean-ups or encouraging the store owner and Churches to have a more semi private space may support positive activity.

Displacement

Displacement doesn't seem to be an issue since the nuisance properties have been boarded so they remain sitting on the porches and/or standing in front of the Store

2nd Generation CPTED

Capacity

The neighborhood has the capacity to be tipped in a positive direction, it just needs better cohesion and some environmental concerns addressed.

Cohesion

There is great hope that with the level of homeowners (about 50%), the Churches and a business owner that is willing to do his part to reduce crime, if we could just get these groups working and talking with each other, the negative elements would be addressed.

Connectivity

Having this block connect with other blocks, homeowners and business owners in the area will strengthen their resolve that they are not alone and may give them the emotional support necessary to resolve the nuisance behavior themselves.

Culture

The current culture of the block, doesn't support the majority of the users, therefore the above mentioned actions would redefine the culture in a way that supports the values and needs of the area.



Overgrowth around alleyway concrete parking pads are a common problem.



Clearing and maintaining concrete parking pads change the feel and sightlines along the alleyway.

Chapter 4: Strategy

Recommendations for Reducing Criminal Activity and Nuisance Behavior

Burglary & Other Crimes

- Lighting
 - Educate residents on the importance of keeping their front and back porch and alley lights on at night.
 - Do an online service request asking the City of Milwaukee to come out and cut down over-grown trees and bushes that are blocking street and alley lighting
- Cohesion
 - Ask active residents on the block to attend the Community Safety Meetings
 - Have residents complete Quality of Life Surveys to find out what everyone feels about the block
 - Encourage/Support residents to band together and form a block watch club to address these things
- Connectivity
 - At Community Safety Meetings invite residents to attend the monthly Block Watch Council Meetings.
 - Partner with other community organizations in different areas for support.
- Culture
 - Report every problem to the Milwaukee Police Department to keep them a visual part of the neighborhood.
 - At Community Safety Meetings give residents the opportunity to decide if they want to have some sort of block activity (block party, clean-up, art initiative, etc) that promotes positive interaction and engagement.



Overgrowth restricting sightlines and creating an entrapment area behind a home and along the alleyway.



Overgrowth between the back of a vacant lot and backyard restricts sightlines and create an entrapment area.

Chapter 4: Strategy - continued

Excessive Loitering

- Addiction
 - Identify any churches or community organizations in the area that have ongoing AODA Counseling
- Under/Unemployment
 - Find job/career fairs and job trainings and post fliers around neighborhood and on doors.
- Territoriality
 - Encourage landlords to post “No Loitering” signs outside of their properties.
 - File standing complaint with the Milwaukee Police Department
 - Landscaping improvements such as planting along side walks and service walks
- Access Control/ Block Intimidation
 - Increase the number of Milwaukee Police patrolling the area.

Recommendations to Increase Resident Engagement/ Involvement

Fear

- Retaliation
 - Make residents aware that they can anonymously report the problems on their block and that there are also hot spot forms available to them.
- Support
 - Encourage a bold and strong resident to start block meetings for homeowners to gain the support of the block.
 - Invite residents to come out and voice their concerns at the Community Safety Meetings to gain support from the community.
 - Invite residents to come out to Districts Three’s monthly Crime Analysis Crime Meeting if they feel as though there is a lack of support from the police.
 - Encourage residents to attend meetings because elected officials that they may feel aren’t support showing them any support normally attend the meetings on a regular basis.



This is one of the four vacant lots on the block.



This is one of four boarded up properties on the block.

Appendix: Safegrowth Report Outline

Objective A: Reduce Criminal Activity and Nuisance Behavior

Problem 1: Burglaries

Measurement A1: establish baseline by using historical and year to date data

Causes: (1) poor lighting, (2) lack of cohesion, (3) connectivity and (4) culture

Cause1: Lighting

Response 1: Education on the importance of keeping lights on at night

Response2: Contact City to cut back branches of trees blocking street and alley lighting.

Cause2: Cohesion

Response1: Quality of Life surveys to identify unity

Response2: Encourage the formation of a block watch club and invite to neighborhood safety meetings.

Cause3: Connectivity

Response1: At neighborhood safety meeting invite participants to larger District 3 Safety Meeting

Cause4: Culture

Response1: Work with residents in creating an event (i.e. block party) or project that will build relationships and culture on the block.

Problem 2: Excessive loitering

Measurement B1 - unknown resident perceptions

Causes: addiction, under/unemployment, territoriality, intimidation, lack of territoriality, access control and image.

Cause1: Addiction, under/unemployment, territoriality, access control/intimidation of block, negatively defined image

Cause2: Addiction

Response: Identify if any of the Churches in area provide AODA or peer counseling meetings.

Cause3: Purposeful un/under employment

Response1: Flyer area with information of job fairs and training opportunities

Cause4: Territoriality

Response1: Speaking with Landlords about putting up No loitering signs and filing a standing complaint forms with MPD

Cause5: Access Control/intimidation

Response1: Encourage a landscaping improvement project along sidewalks and service walks

Response 2: Increased relationship with police including more beat cop presence

Cause6: Negatively defined image

Response1: Address boarded up homes and those with overgrowth that are creating a negative image.

Appendix: Safegrowth Report Outline - continued

Objective B: Increase resident engagement and involvement

Problem 1: Lack of resident engagement with community based organizations and police perhaps due to intimidation and/or fear of retaliation.

Measurement B1 - resident attendance at monthly safety meetings and number of calls for Service

Causes: (1) fear of retaliation, (2) intimidation and (3) lack of support network.

Cause1: Fear of retaliation

Response1: Anonymous reporting, hot spot sheet

Cause2: Intimidation

Response1: Work with MPD to address via nuisance property ordinance

Cause 3: Lack of support from neighbors

Response1: Have a Block meeting for trusted neighbors

Cause 4: Lack of support from community

Response1: Invite residents to WPP Safety Committee

Cause5: Lack of support from police

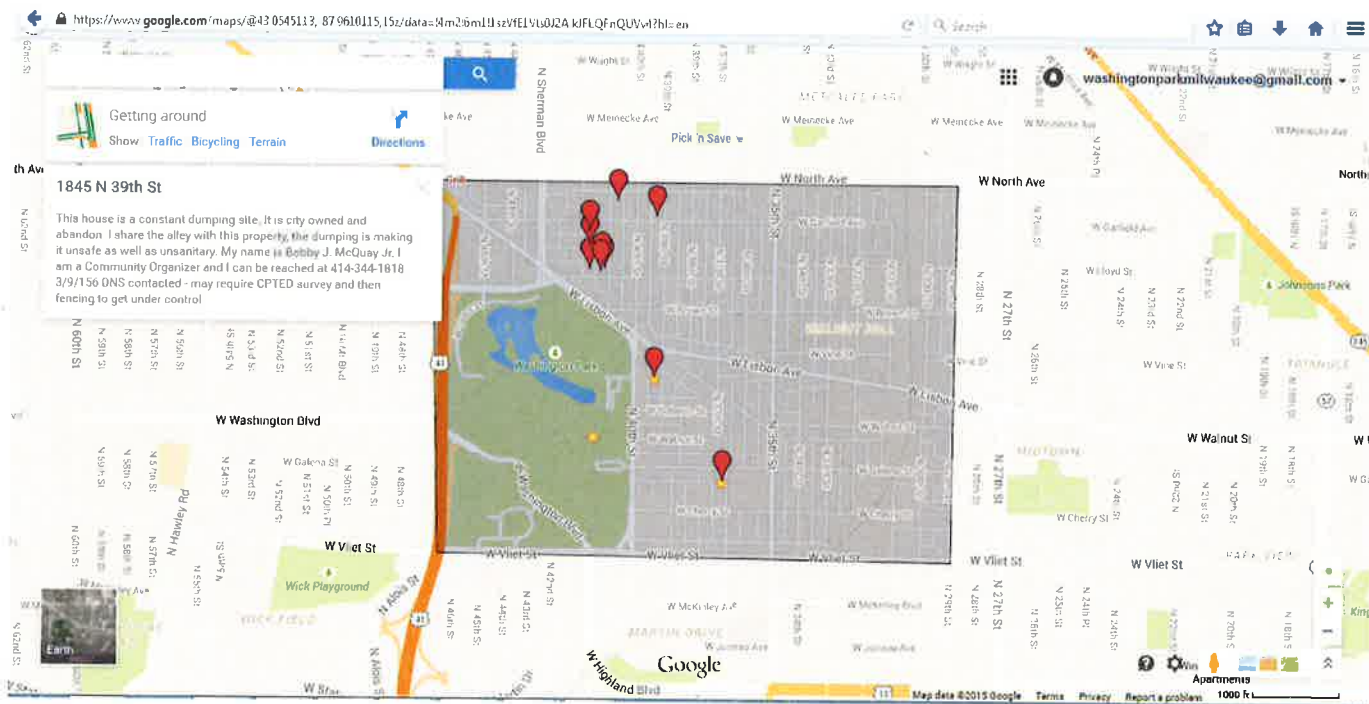
Response1: Invite resident to D3 monthly Safety meeting

Cause 6: Lack of support from elected officials

Response1: Elected officials usually attend all of the above meetings on a regular basis

Appendix 6

Interactive Nuisance Property Mapping Program



Appendix 7

Washington Park Landlord Alliance


[Upcoming Meetings](#)
[Membership](#)
[Tenant Training](#)
[Contact](#)

Membership

Landlords who attend WPLA meetings can decide to become a member. WPLA receive benefits such as free rental forms and commit to the Good Landlord Agreement. To learn more about becoming a member, contact the WPLA facilitator by phone at 414-344-1818.

Benefits

- Two free background checks per year
- 50 Wisconsin Legal Blank rental application forms with updated legislature
- 12 Wisconsin Legal Blank rental agreement forms with updated legislature
- Assistance with DNS code violation procedure
- Participation In Washington Park Housing Resource Fair

Good Landlord Agreement

- Operate buildings that are free of code violations;
- Screen applicants and supervise residents;
- Maintain drug- and gang-free housing;
- Provide bright exterior area lighting;
- Respond to resident issues quickly;
- Keep yards neat and free of trash;
- Attend 2/3 majority of WPLA meetings (currently 6 out of 10 per year);
- Provide approved leases and rental agreements; Attend a City of Milwaukee Landlord Training seminar

Washington Park Partners / United Methodist Children's Services / 414.344.1818 / 3910 West Lisbon Avenue, Milwaukee WI 53208
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40