Eau Claire, Wisconsin, is a city of more than 65,000 people. The south side was for many years known for its middle class neighborhoods featuring well-kept homes, good schools, nearby hospitals, a university, retail stores, numerous restaurants and hotels, all conveniently located near major interstate highways.
During the 1970’s a business partnership, that included former Green Bay Packer Fuzzy Thurston, built a hotel and restaurant on the south side. The Midway Motor Lodge was considered a luxury hotel in its day and it became a destination spot for tourists. It had an indoor swimming pool encased under an atrium roof and extensive banquet facilities, not to mention its popular restaurant dubbed “The Left Guard.”

The decline of the hotel began with the new millennia. The property experienced periods of inactivity and several ownership changes, causing the building to fall into disrepair. One winter the vacant building was left unheated and some pipes burst, causing significant damage accelerating the hotel’s decline.

In 2007, new owners immediately tore down the restaurant and sold that portion of the property to a convenience store chain. By mid-2009, the Country Hearth Inn & Suites was firmly on the City of Eau Claire Police Department’s radar. Now a “budget hotel”, it was a hotbed for crime and disorder, including drug trafficking, prostitution, thefts and disturbances of the public peace. These illegal activities were affecting the safety and quality of life for innocent guests and neighbors. Upon closer examination, it was clear these were not isolated events. The property had become a public nuisance. In the months that followed, Eau Claire Police Department personnel partnered with stakeholders, specifically other city departments, to abate the public nuisance in a cooperative manner.

Ultimately, the property was foreclosed upon by the bank and was put up for sale. The vacant hotel continued to be a problem, so the city filed a condemnation order. The bank razed the hotel, and sold the now vacant lot to a local developer. The property was rezoned by the City
council, and an apartment building now enhances the neighborhood with modern architecture and hundreds of new, good-natured residents.

**Scanning**

In December 2009, Detective Ryan Dahlgren noticed he had been assigned to a number of incidents at the hotel. Det. Dahlgren visited our patrol division’s briefing room and spoke with officers that worked the South District. During those informal scanning sessions, officers and police managers became aware that there was much more going on in that hotel than anyone had previously noticed. Reports of theft, vandalism, under-age drinking, noise violations and violent disturbances were being received with increasing frequency. The initial diagnosis arose from the perception of a high call volume at this specific location.

Det. Dahlgren contacted the South District Commander, Lieutenant Matthew Rokus, who reviewed recent incidents at the hotel and agreed that there appeared to be a public nuisance developing. We activated our Nuisance Property Review Procedure to analyze the information to determine whether these perceptions constituted a real problem, and if so, to determine the underlying nature of the problem.

Meanwhile, Assistant City Attorney Lucie McGee from the City Attorney’s Office had completed the process of revoking the hotel’s liquor license for nonpayment of city room taxes. The city was also informed that the hotel was in trouble with the State of Wisconsin Department of Revenue regarding state taxes. Attorney McGee, with the City Clerk’s Office, was determining how to proceed on collecting unpaid taxes, while also suspecting there might be additional, larger problems that come with a lack of money to run a hotel.
In early January 2010, we were the first city department to identify the hotel as a potential problem property. We shared our information with Attorney McGee, showing a high volume of police calls for quality of life issues, so she could assist as we moved forward. Attorney McGee sent an email to the Fire, Health, and Building Inspections departments to inquire if anyone else was addressing issues with the hotel.

Lt. Rokus determined the issues occurring at this hotel were a priority. Sergeant Brian Schneider was assigned to supervise the project team. Officers Colleen Kuehn, Matt Stone and Garrett Lewis were selected to gather more information about the hotel during the analysis phase. Although this project was given priority, South District officers and supervisors continued to address other projects as needed without hindrance.

Analysis

Using data from our records management system, Sgt. Schneider gathered statistics regarding calls for service at the hotel and prepared summaries for the team to analyze. The data showed that people staying at this hotel were consuming public services at a concerning rate. Police and Emergency Medical Services were responding to calls for service frequently, peaking at the end of 2009.

The calls for service were at times infrequent, but there were also clusters of activity. Overall, police were responding to the hotel about seven times a month averaged over the previous two years. This frequency seemed unusual for a property that housed only thirty to forty people on any given day. The frequency of incidents was unsettling, but more concerning were the recent incidents, which included physical violence.
Figure 1: This graph depicts calls for service over the course of four years under two different owners.

During 2009, Officers had:

- Responded to 11 disturbances, some involving the battery of a person
- Served 7 arrest warrants, some involving supervised offenders
- Recorded 19 cases of theft, vandalism or threats
- Performed 11 check person or check vehicle cases
- Responded to 9 service calls that included animal, parking, EMS calls, vehicle crashes and civil complaints
- Made 10 arrests and issued 3 citations for crimes and disorder
Officers Kuehn, Stone and Lewis read through the incident reports correlating to each individual call for service for each of the previous three years. The officers made brief comments describing each call for service on a case log designed to help us analyze the problem. The team looked for patterns and other indicators of what these incidents had in common, and found that many of these cases involved people that were intoxicated on drugs or alcohol.

![Case Log](image.png)

Figure 2: A screen shot of the case log we used to note details about each call for service.

Lt. Rokus interviewed South District officers, gathering information from each officer’s perspective on the types of calls and people they encountered at the hotel. Det. Dahlgren developed two confidential informants while conducting investigations into recent hotel thefts. Det. Dahlgren learned that drugs were being distributed within the hotel. His informants told him that acts of prostitution were frequently occurring, and that the owners were possibly profiting from the crimes.
We compared the statistics and case types occurring at the Country Hearth with other hotels and motels within the city. We found that two other budget hotels had higher rates of calls for service (CFS) per room, but we could account for the differences in the statistical data.

![Graph showing the comparison to other hotels/motels over time.](image)

Figure 3: Graph showing the comparison to other hotels/motels over time.

Two main differences were identified by the profile of the residents and location of the other hotels. It is not uncommon for offenders under the supervision of the Wisconsin Department of Corrections (DOC) to live in budget hotels until they establish longer-term residency elsewhere. There were parolees and probationers staying in all three of the properties experiencing high call rates, but the less supervised offenders were staying at the Country Hearth more than the other two properties. Many of the CFS at the other two hotels were requests from the DOC directly related to the supervision of their clients. This was not the case at the Country Hearth.
Furthermore, the two other high CFS hotels were located in commercial districts, not adjacent to residential properties so less harm was experienced near the other two hotels.

During the analysis phase, we noticed that we were dealing with many of the same offenders repeatedly at the hotel. It was suspected that these individuals were making the hotel their permanent residence. We learned that some residents lived in the hotel for over a year, a violation of a city ordinance prohibiting stays longer than 180 days. We observed that residents were storing all of their possessions in the rooms where there was not enough space. There were very few rooms designed with kitchenettes, so the hotel was not well-suited for extended stays.

Upon further research, some residents were unable to gain tenancy elsewhere due to their past criminal or rental histories. Some had been evicted from other properties. This hotel was their last resort. Some offenders were victims of property loss, domestic abuse, non-domestic batteries, thefts or other crimes. Others were victims of overdoses of drugs or alcohol.

Short-term unsuspecting guests were victims of the disorder and health hazards caused by these long-term residents. Short-term guests suffered physical injuries and property loss. Some had pre-existing serious medical conditions. Surprisingly, some guests were using vouchers from charitable organizations who sent them to the hotel for shelter.

While researching the hotel and its owners, Lt. Rokus discovered customer reviews on internet travel sites regarding the Country Hearth. The anonymous reviews described unsanitary conditions such as bedbugs and filthy bathrooms. Reviewers warned potential customers not to be fooled by the photographs on the hotel’s website. Some customers were so disgusted by their rooms that they demanded refunds and acquired lodging elsewhere.
Prior to this problem-solving project, our department responded to CFS at the hotel in a traditional fashion. Officers arrived on the scene, dealt with the problem of the moment and left. This resulted in continually expending resources responding to increasing CFS, and the problems were worsening over time because the root cause had not been addressed.

The police department’s analysis revealed useful information about the nature and extent of the problems. It appeared the owners and employees operated the hotel in a manner that allowed the problems to grow because they continued bad business practices instead of utilizing proactive management techniques in maintaining the property. The analysis further revealed that a very small number of the hotel residents were causing officers to respond to the significant number of CFS. And, the owners’ business practices created an environment where offenders felt comfortable to offend. There was always a fresh supply of potential victims (short-term guests) who unwittingly rented rooms based on advertisements on the internet.

We shared our observations with the city’s Fire, Health and Building Inspection departments, giving those departments a basis to conduct more thorough inspections. Environmental Health Director Courtenay Johnson advised that her inspectors had conducted random inspections of vacant rooms, and that the past inspections were satisfactory. However, Director Johnson felt that the hazards noted in recent police reports needed to be addressed by health inspections to protect the hotel’s guests.

When we briefed Director Johnson on the criminal activity taking place at the hotel, she became concerned for the safety of inspectors entering the hotel rooms. Our meeting concluded with an agreement to meet jointly with Attorney McGee for to determine the legalities of using officers to provide security for inspectors during the course of their own lawful duties.
As our project team gathered information, we learned that some of the longer term residents of the hotel were trading their labor in exchange for free or reduced rate rooms. Those who provided housekeeping services or worked at the front desk generally seemed to benefit from the arrangement. However, it appeared that many rooms no longer had any housekeeping. Worse yet, we learned that owners were utilizing unskilled residents to perform maintenance such as plumbing and electrical repairs, which was contributing to the decay of the building and jeopardizing the environmental safety of the residents. Concern grew about the reported conditions at the hotel, so Building Inspector Calvin Miller and Fire Inspector Janet Segelken joined the team.

As our team grew and our analysis continued, it was very apparent that the true nature of this problem was in how the owners were operating their business. The owners:

- Ran a rooming house, not a hotel
- Created an environment for offenders to conduct illegal activities
- Ignored city ordinances
- Did not screen prospective long-term tenants, resulting in undesirable tenants
- Ignored disrespectful or aggressive behavior of guests
- May have been involved with, or complicit in, the criminal activities
We knew from the *Complete Problem Analysis Triangle* that police could *guard victims* by teaching people how to make their homes and businesses more secure. We also knew from the triangle that building owners could *manage the place* in a manner that deterred criminal activities from occurring on their properties. Our project team researched options to encourage the owners to utilize the principals of Crime Prevention Through Environmental Design (CPTED) after reviewing an incident report in which the officer discovered a faulty lock on an exterior entrance that allowed anyone access to the corridors throughout the hotel. Our team concluded that the city inspectors could assist in ensuring the safety of guests by ensuring that the building’s security was maintained by the owners to function properly.

By this point in the Analysis Phase, we had researched response options that *guarded the victim* as well as *managed the place*, so we began to discuss how to *handle the offenders*. We realized that we could arrest offenders when we had probable cause, but when released, those offenders could return to the hotel (*place*) where there were *victims* to harm and items to steal (*targets*).
The hotel owners had the power to *handle the offenders* more effectively than anyone else. We began researching response options that would encourage the owners to adopt a proactive property management style that decreased the likelihood of criminal activity occurring on the property. We also researched response options to hold the owners accountable if they were unwilling to take corrective action.

**Response**

The police department’s overall goal was to protect public health and safety by investigating and preventing crime and disorder on the hotel property as well as collaborating with other city departments to ensure that the hotel was in compliance with all building, health and fire codes. The measurable objectives included a demonstrable reduction of police and EMS resources being expended by responding to this nuisance property, and an increase in compliance with local and state codes to keep the hotel habitable.

We first considered only following the Nuisance Property Procedure within our own department. We assigned officers to review contacts at the property on a regular basis, and then issue citations to the owners for violations of the Public Nuisance and the Hotel & Motel Guest Registration Ordinances. We thought that strict enforcement on its own by our department would influence the ownership to change the way they operated their business, resulting in safe and healthy living conditions.

During discussions with the Attorney McGee, we became skeptical that merely assessing fines against the owner would change the business practices or clientele. The city had already issued citations and revoked the hotel’s liquor license in an effort to motivate the owners to pay their taxes. Taxes remained unpaid, and citations were not a motivator.
We also considered setting up a sting or using undercover officers to collect evidence of the drug trade and prostitution we suspected was taking place in the hotel. This would take considerable personnel, time and money to achieve. This option would not address the state of the property, or go to the root cause of the problem. It would not directly impact the owners; thus not giving us the desired results.

Instead of proceeding on our own, we joined forces with the city Health, Fire and Building Inspections departments to determine which department had the strongest laws to motivate the owners to make the changes necessary to abate the nuisance. The Health Department had the statutory authority to shut down the hotel for severe violations of the health code. Because their authority could impact what we had identified as the root of the problem, we jointly decided the Health Department would be the “hub” for all information gathered concerning the hotel.

We stepped up our police enforcement, instructing officers responding to incidents at the hotel to strictly enforce all laws and ordinances with those involved regardless of the nature of the incident. Furthermore, officers were assigned to track the incidents. Throughout this process our officers increased their observation and documentation of the living conditions and physical problems in the hotel. Although we did not have the expertise or authority to address these environmental health and safety issues directly, we learned the value of collaborating with other departments. We also played an integral role in helping the inspectors gather the information they needed to take action. We learned through this process that the owners and employees of the hotel either did not know or were choosing to ignore the health and safety codes.
Once enough evidence of health and safety concerns was gathered by our department, a comprehensive inspection of the entire facility was scheduled on March 10, 2010 at 9 a.m. Three teams were formed. Each team had two officers, a fire inspector, a building inspector and a health inspector. There was a team assigned to inspect each of the two floors of rooms, totaling more than 100 guest rooms. The third team inspected the common areas and outside of the facility, and one officer waited with the owners. The process of dividing up the property for inspection made it apparent how large the current problems could grow if allowed to expand throughout the entire facility.

For an entire day, the teams systematically went through the hotel documenting all violations of fire, health and building codes. Officers provided security in the hallways outside of unoccupied rooms while inspectors worked inside. Officers knocked on doors of occupied rooms and asked occupants to wait in the hallway during room inspections. While waiting, officers asked each occupant to complete a voluntary survey. Nearly every occupant contributed a small piece of information that was helpful.

Officers arrested two occupants on outstanding warrants; one of which was also cited for possession of marijuana. Another occupant fled out of the window of a second floor room to avoid being arrested on a warrant. Yet another misidentified herself to officers as she left the hotel. She was later arrested for obstructing an officer. Officers inspected the hotel’s registration records and issued seven citations to the hotel for violations of the Hotel Registration Ordinance.
Lt. Rokus and Sgt. Schneider discussed the following property management techniques with the owners of the hotel:

- The difference between a hotel guest and a tenant

- Using mutual agreements to terminate tenancies with residents that had gained tenancy rights through verbal agreements

- Proper legal notices to correct a breach of lease or vacate the property

- CPTED techniques to improve the security of the building

Figure 5: This photograph depicts a cage containing a rabbit believed to be used for breeding.
Figure 6: These rooms were not designed to support the use of these appliances.

Figure 7: Housekeeping services were no longer being provided in some rooms.
Figure 8: Some of the rooms were filled with clutter.

Figure 9: The dark spot illuminated on this photo is some type of insect, likely a Bed Bug. The insect fell apart before confirmed identification. The hotel was ordered to have a licensed insect control company inspect and abate any insect infestation before habitation.
Shortly after the inspections, the owners received multiple orders that outlined all violations of local and state health and safety codes. Coordinated deadlines from all departments were set for compliance with the orders. The Health Department also issued placards on portions of the hotel that were unfit for human habitation. We assisted in enforcing the restrictions and accompanied inspectors on re-inspections. The goal was for the owner to correct code violations and improve the physical condition of the building, thus addressing the root cause of the public nuisance.

During the weeks following the inspection, police responded to several more incidents including thefts and disturbances of the peace. Strict enforcement actions were taken against offenders. Meanwhile, Sgt. Schneider spoke with some of the other stakeholders. The local baseball team would no longer refer visiting baseball teams to the hotel. Two local charities advised that the recipients of their housing vouchers had been asked to leave other housing options, so they were reluctant to have them leave the Country Hearth. They agreed to explore other accommodations for those residents. The company that owned the franchising name of the hotel advised that they would evaluate the hotel’s building conditions and business practices to determine if they would allow continued operation under their company’s banner.

During a subsequent re-inspection, Sgt. Schneider and Director Johnson discovered that the roof around the atrium was leaking water in several places near the poolside rooms. A closer look above the ceiling tiles revealed significant roof damage and rot, and potentially mold growth. The entire west wing was placarded as Unfit for Human Habitation until the roof could be repaired and any mold abated.
Figure 10: A cookie sheet catches rain water beneath a leaky roof.

Figure 11: Note the rot and damage.
After reviewing the entire situation and seeing no improvement upon re-inspections, the hotel was declared a public nuisance. Sgt. Schneider served notice of the public nuisance to the owners on April 27, 2010. The public nuisance existed as long as the owners allowed guests or residents that caused disorder to remain in the hotel. We were prepared to cite the owners every day that they failed to take action. We offered the owners advice on how to abate the public nuisance by legally removing residents that were directly causing the nuisance incidents to occur.

On April 29, 2010, our communications center received a request for an ambulance at the hotel. The caller told dispatchers that a woman’s oxygen machine was not working because there was no electrical power in her room. Lt. Rokus and Officer Stone responded and found that there was no electrical service being supplied to the property. A health inspector and a fire
inspector arrived. The health inspector placarded the entire hotel as *Unfit for Human Habitation* as is their standard practice when any type of housing is without electrical service. The hotel needed to be vacated and remain closed for business until electrical service was reestablished. Several locks were in need of repair and the owners could not be located. The city took considerable effort to ensure that the building was secured.

From the March 10th inspections until the hotel closed, residents of the hotel were being displaced. We contacted neighboring budget hotels to ensure that the managers and owners understood applicable ordinances as to hotel registration and length of stays, and were implementing good practices in managing unruly or difficult guests. Police made all efforts to be sure the problems at the Country Hearth did not move into the next hotel down the road.

**Assessment**

After the Country Hearth closed, our department experienced a sharp reduction in calls for service each month. We went from averaging seven cases per month to averaging one case per month. The types of calls changed to burglaries, vandalism or trespassing related to the vacant facility. The property consumed far lower levels of public services overall than it did when it was occupied. Sgt. Schneider continued periodic assessments of the frequency and types of responses to the property. Fire and building inspectors monitored the building for safety issues. Attorney McGee worked on the legal issues concerning the future of the property.

The bank that held the mortgage on the hotel property proceeded with a foreclosure. A reputable, local property management company was hired by the bank to maintain the property as well as to find a buyer. The new property manager worked cooperatively with the city to deal with the problems occurring at the vacant property. Outside security lights were installed and the
landscaping was kept up in order to deter crime. The parking lot was monitored for abandoned vehicles. Unfortunately, the building was becoming unsafe for showing to buyers.

![Project Time Line](image)

**Figure 13: Time Line Graph highlighting the project’s landmarks.**

The city learned that the building was being put up for auction online. Concerned about the deteriorated state of the building and unknown potential bidders, the city filed a condemnation order on the building on October 26, 2011. As a result of a settlement agreement between the city and the bank, the bank razed the hotel in June 2012. The police and fire departments also used the building for tactical training prior to the razing.

There were no CFS for the following 16 months while the property was a vacant lot. During that time, a local developer acquired the lot. After the City Council approved rezoning the property, the developer built an apartment building that has 84 units containing 216 bedrooms. About 350 people currently reside there. Since June of 2014, we have responded to 17 cases at this property. Our department has seen an 89% reduction in calls for service at this property since June of 2010.
Then

- In 2009, the hotel housed about 40 people and generated about 7 calls for service per month, which translates to about 2.7 cases per capita annually

- The property was an eyesore, negatively impacting the appearance of the neighborhood

- The people that lived in the hotel consumed large amounts of public resources, negatively impacting the community

- The property was assessed at $1,300,000 and the owners paid $25,000 in property taxes
Now

+ In 2016, the apartment building currently houses about 350 people (+875%) and generates .74 calls for service per month, which translates to .0257 cases per capita annually (-99.9874%)

+ The building is a great example of modern architecture and has improved the appearance of the neighborhood

+ The people that live there consume far lower amounts of public resources, positively impacting the neighborhood

+ In 2015, the property was assessed at $9,900,000 (+760%) and the owners paid $208,000 in taxes (+833%)

Conclusion

Our overall goal of promoting public health and safety at this property was achieved through the police department’s collaboration with multiple city departments. This property, once a public nuisance, now enhances the quality of life within the neighborhood and our community. Our department has experienced 99.9874% reduction in calls for service per capita annually at this location following our problem-solving project, but we considered the project to be a 100% success! And, the lessons we learned through our success have been applied to other projects throughout our city.
Figure 15: View from the northwest corner of the property May 2016.

Figure 16: View from the southeast corner of the property May 2016.
Agency and Officer Information:

Eau Claire Police Department

- Key Project Team Members
  - Deputy Chief Matt Rokus
  - Sergeant Brian Schneider
  - Officer Colleen Kuehn (retired)
  - Officer Matt Stone
  - Officer Garrett Lewis

Project Contact Person:

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