

# **Police Protection of the African American Community in Milwaukee**

**Wisconsin Advisory Committee to the  
United States Commission on Civil Rights**

**November 1994**

*A report of the Wisconsin Advisory Committee to the United States Commission on Civil Rights prepared for the information and consideration of the Commission. This report will be considered by the Commission and the Commission will make public its reaction. The findings and recommendations of this report should not be attributed to the Commission but only to the Wisconsin Advisory Committee.*

### **The United States Commission on Civil Rights**

The United States Commission on Civil Rights, first created by the Civil Rights Act of 1957, and reestablished by the United States Commission on Civil Rights Act of 1983, is an independent, bipartisan agency of the Federal Government. By the terms of the 1983 act, the Commission is charged with the following duties pertaining to discrimination or denials of the equal protection of the laws based on race, color, religion, sex, age, handicap, or national origin, or in the administration of justice: investigation of individual discriminatory denials of the right to vote; study of legal developments with respect to discrimination or denials of the equal protection of the law; appraisal of the laws and policies of the United States with respect to discrimination or denials of equal protection of the law; maintenance of a national clearinghouse for information respecting discrimination or denials of equal protection of the law; and investigation of patterns or practices of fraud or discrimination in the conduct of Federal elections. The Commission is also required to submit reports to the President and the Congress at such times as the Commission, the Congress, or the President shall deem desirable.

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Wisconsin Advisory Committee to the  
U.S. Commission on Civil Rights

**Members of the Commission**

Mary Frances Berry, *Chairperson*

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Charles A. Anderson

Arthur A. Fletcher

Robert P. George

Constance Horner

Russell G. Redenbaugh

Charles Pei Wang

The Wisconsin Advisory Committee submits this report, *Police Protection of the African American Community in Milwaukee*, as part of its responsibility to advise the Commission on civil rights issues within the State. The report was unanimously adopted by the Committee by an 11-0 vote.

The Advisory Committee held a factfinding meeting on April 22 and 23, 1993, to obtain perspectives and facts on police protection of the African American community in Milwaukee. Those invited to participate included the mayor, the police, elected and appointed officials, academic researchers, community leaders, and individuals from the community. The Milwaukee Police Department and the Milwaukee Fire and Police Commission were given an opportunity to review the report prior to its submission to the Commission. The response from the chief of police is appendix 1.

Although the report does not reflect an exhaustive analysis of the subject, the Committee hopes the Commission will find it of value in its monitoring of racial, ethnic, and religious tensions nationwide.

Respectfully,



Kimberly Shankman, Ph.D., *Chairperson*  
Wisconsin Advisory Committee

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# Introduction

Milwaukee is the largest city in Wisconsin, with a population of 628,088.<sup>1</sup> It is situated on Lake Michigan in the southeast portion of the State, 100 miles north of Chicago. Historically, the city has been considered an industrial town. In the past 30 years, the population of the city has been decreasing and becoming less white.

In 1960 the city's population was 741,324, of which more than 90 percent were white.<sup>2</sup> In 1970 the population was 717,099 and 82 percent white.<sup>3</sup> By 1980 the population was 636,212 and 71 percent white.<sup>4</sup> In 1990 the population was 628,088 and 60.8 percent white (see table 1-1).

High unemployment, residential segregation, and low income is experienced by many blacks living in Milwaukee. In 1992 the unemployment rate for the Milwaukee Primary Metropolitan Statistical Area (PMSA) was 5.9 percent. The unemployment rate for African Americans was 22.7 percent.<sup>5</sup> In a recent study, the mayor's citizen commission concluded that "Milwaukee is a racially segregated city."<sup>6</sup> Figure 1-1 shows the residential patterns of Milwaukee by race. In addition to the residential segregation in Milwaukee, the encompassing urban area is also segregated. Over 98 percent of all African Americans who live in the four county Milwaukee PMSA live in the city of Milwaukee.

**TABLE 1-1**  
**Racial and Ethnic Composition of Milwaukee**

	<b>Population</b>	<b>Percent</b>
White	381,714	60.8
Black	189,408	30.1
Native American	5,213	0.8
Asian-Pacific Islander	11,429	1.8
Hispanic	39,409	6.3
Other	915	0.2
<b>Total</b>	<b>628,088</b>	<b>100.0</b>

Source: *City of Milwaukee, 1990 Urban Atlas*, p. 12.

<sup>1</sup> U.S. Department of Commerce, 1990 census.

<sup>2</sup> U.S. Department of Commerce, 1960 census.

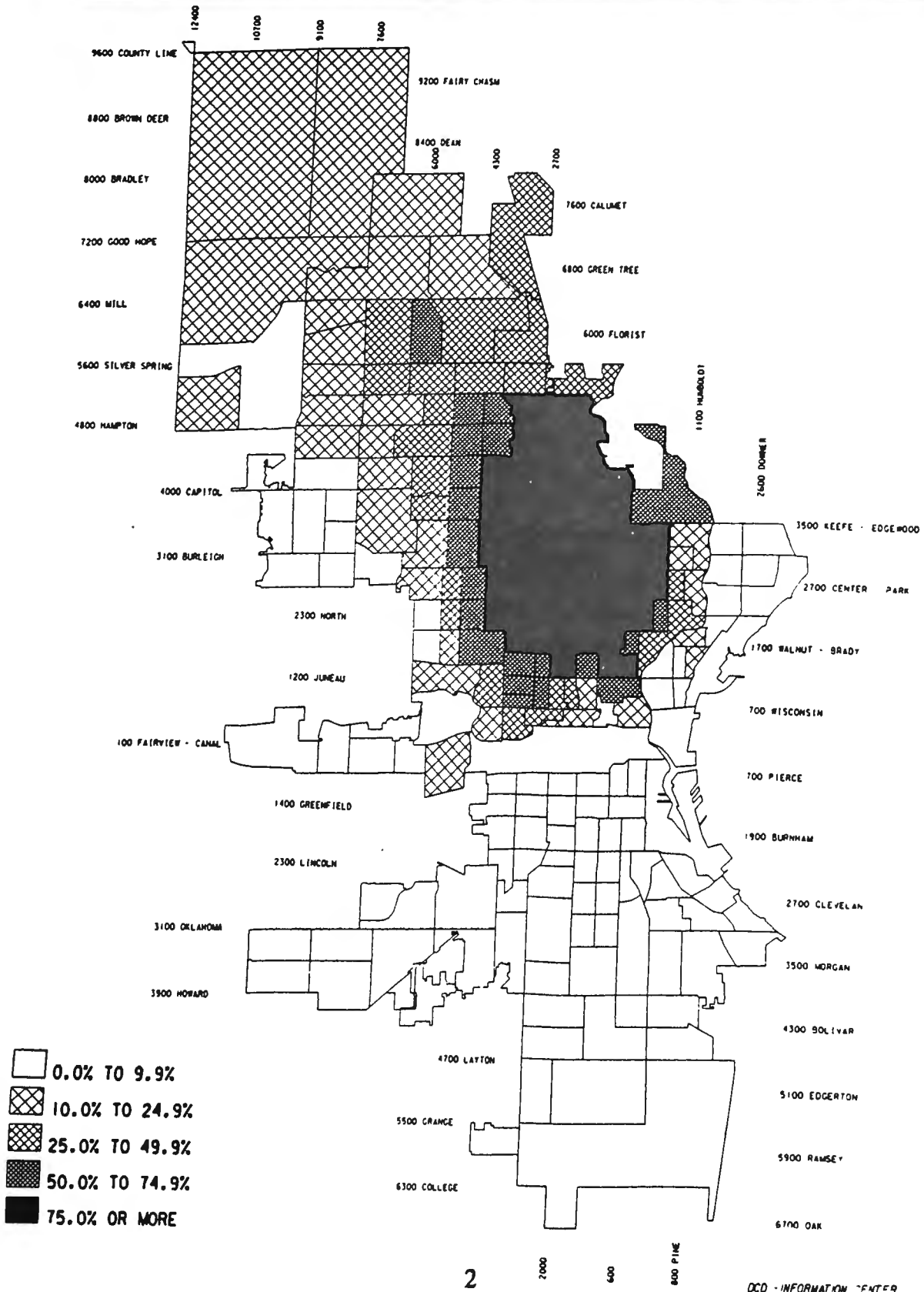
<sup>3</sup> U.S. Department of Commerce, 1970 census.

<sup>4</sup> U.S. Department of Commerce, 1980 census.

<sup>5</sup> Bureau of Labor Statistics, U.S. Department of Labor.

<sup>6</sup> Report to Mayor John O. Norquist and the Board of Fire and Police Commissioners, Mayor's Citizen Commission on Police-Community Relations, Oct. 15, 1991, p. 4.

**FIGURE 1-1**  
**Map of Milwaukee and African American Population as a Percentage of Total, 1990**





The mayor's commission reported on the racial polarization of the community:

The 1990 census showed that the population of two inner-city Aldermanic Districts was more than 90% African American, while three of the 16 Aldermanic Districts, all on the far South side, had less than 1% African American population. More than half of the City's African American residents live in three inner-city Aldermanic Districts. . . . The inner-city districts report the lowest incomes in the City, and a high percentage of housing stock in sub-standard condition or vacant and boarded up. These districts also report the highest crime rated in the City, and therefore have the most contact with the Milwaukee Police Department.<sup>7</sup>

In terms of general public safety, the number of index crimes reported to the Milwaukee Police Department in 1992 was the lowest since 1989.<sup>8</sup> Further, when 1992 crime statistics are compared to the cities of Boston, Columbus (Ohio), Jacksonville, Memphis, and Washington, D.C., cities with similar populations, Milwaukee has the lowest crime rate.<sup>9</sup> Despite the appearance of general improvement in public safety in the city, the level of crime in the black communities appears to be increasing with little sign of abatement.

### **Factfinding Report of the Wisconsin Advisory Committee**

Recognizing the concern of the African American community over the rising violence and the importance of this issue for the community at large, the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights (Committee) decided to examine: (1) whether there was an unequal level of police resources devoted to protecting the African American community in Milwaukee from violent crime, and (2) how police resources were engaged to control the problem.

The Committee is aware that this study does not exhaustively address the larger issue of violence and crime victimization in the African American community. This most basic civil right—protection of physical safety—remains unexamined.

This report is a summary of information gathered during field investigations in early 1993 and factfinding meetings on April 22 and 23, 1993, in Milwaukee, Wisconsin. Data, material, and statements were obtained from the city of Milwaukee, the Milwaukee Police Department (MPD), the Milwaukee Fire and Police Commission, the Milwaukee Police Association, the League of Martin,<sup>10</sup> several city aldermen, researchers, neighborhood community groups, private citizens, representatives of community organizations, and members of the community.<sup>11</sup> The analysis addresses police manpower deployment, police strategies for combating crime, diversity on the police force, and the interaction of the police with the African American community.

When the Committee examined police and community relations in the 1970s, it reported that the MPD was not only isolated from the community, but also uncooperative with other agencies.

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<sup>7</sup> *Ibid.*, p. 4.

<sup>8</sup> Milwaukee Fire and Police Commission, *City of Milwaukee 1992 Public Safety Report*, 1993, executive summary.

<sup>9</sup> *Ibid.*, p. 67.

<sup>10</sup> The League of Martin is an association of African American police officers on the Milwaukee Police Department.

<sup>11</sup> Three aldermen, all representing predominantly black districts, appeared before the Committee. Invitations were extended to aldermen representing the south side of Milwaukee. All declined to participate.

Requests for information [from the Milwaukee Police Department] have come from the national Advisory Commission on Civil Disorders, from at least one State legislative committee, from the attorney general of Wisconsin, from Milwaukee aldermen, . . . (and) a large number of local organizations. All have been refused by chief [Brier].<sup>12</sup>

In contrast, in 1993, the police department and chief of police cooperated with the Committee in this study. The MPD and the Milwaukee Fire and Police Commission provided the Committee with information and documents on police recruitment, hiring, training, deployment, discipline, and police strategy. Both the chief of police and the chairman of the Milwaukee Fire and Police Commission made themselves and their staffs available for interviews prior to the factfinding meeting. In addition, both appeared publicly in front of the Committee and answered questions about police work in the African American community and police efforts to combat crime.

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<sup>12</sup> Report of the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, *Police Isolation and Community Needs*, December 1972, p. 9.

## Chapter 1

# Previous Studies of the Milwaukee Police Department

In 1968 the Wisconsin Legislative Council appointed a committee to examine the implications of the Report of the National Advisory Commission on Civil Disorders ("Kerner Commission"). State Senator Walter John Chilsen chaired a series of 15 hearings during 1968 and 1969. Milwaukee was singled out in two of the four findings the committee made on law enforcement.

c. In Milwaukee, no person or agency in a position of authority over law enforcement has demonstrated a willingness to discuss police policy with citizens. The consequence is a sense of frustration in the black community, a loss of confidence in the police, an increase in tensions and, in general, a deterioration in the relationships between police and the ghetto resident.

In other [Wisconsin] cities there is a greater willingness to discuss policy matters with citizens. This willingness to talk to citizens has a very positive effect upon community attitudes toward police. In Beloit, citizens from all racial, economic and social classes expressed appreciation for the "open door" policy followed by chief Howard Bjorlund. Though problems exist in Beloit, they are moderated by the willingness to discuss those problems.

d. In Milwaukee it is not clear to the public who has responsibility for making important law enforcement decisions (although it seems clear that most important decisions are in fact made by the police chief).<sup>1</sup>

In December 1972 the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights issued a comprehensive report on the Milwaukee Police Department, *Police Isolation and Community Needs*. The main conclusion of that report was that the police department was isolated from and ill-equipped to cope with significant changes in the community it served.

One of the significant changes in the community was the increased minority population in the city. The report, which examined all operations of the police department and its impact on both the majority and minority community, noted that it was the structure and operating policies which had isolated the police department from the community.

The report stated that there were indications the "minority communities perceive the Milwaukee police department as a quasi-military occupation force unresponsive to community needs and concerns."<sup>2</sup> It also reported that "the strongest, most consistent charge leveled against the MPD by city officials and private observers relates to the

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<sup>1</sup> Wisconsin Legislative Council, *Final Report of the Advisory Committee on the Report of the National Commission on Civil Disorders*, Madison, 1969, pp. 29-30.

<sup>2</sup> Report of the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, *Police Isolation and Community Needs*, December 1972, p. 125.

MPD's inwardness, its isolation from the people it is committed to serve. The residential concentration of Milwaukee's policemen is on the city's outer fringes, away from racial minorities. . . . [This] impedes police from relating better to inner city problems [and] decreases the likelihood of police and minorities meeting under favorable off-duty conditions."<sup>3</sup>

The Committee further reported that the MPD, once considered a model police force, had changed under the leadership of chief Harold A. Brier. The department was no longer an innovator. Community relations efforts had been discontinued. Requests for information were denied and cooperation with other departments and agencies decreased. According to the report:

The Milwaukee police department enhanced its image as a pioneer in progressive police measures by instituting the first police aide program, bringing high school graduates into the department on a work-study basis. This program was started in 1953. Milwaukee also was one of the first to develop a community relations manual for police officers. Compiled by Inspector Raymond A. Dahl, then director of the police training school and currently on the faculty of the Southern Police Institute in Louisville, Kentucky, the 32 page booklet, *A Guide to Understanding Race and Human Relations*, was distributed widely (30,000 copies) and imitated by other police forces throughout the country. These developments occurred in the mid-1950s, under the administration of chief John W. Polcyn.

By contrast, a 1969 proposal for a community relations unit called Project Communication was voted down by members of the Professional Policeman's Protective Association (PPPA). Officials of the association claim that strong opposition from chief Breier was responsible for killing the proposal. The chief's lack of enthusiasm for a community relations unit is no secret in Milwaukee. He has called such programs "hogwash" and insists that every policeman is a community relations specialist and youth specialist, these functions being part and parcel of his police duties.

In recent times the image of the Milwaukee Police Department as police innovator has disappeared. The President's 1967 Commission, unlike its predecessor the Wichersham Commission, failed to mention the Milwaukee Department in its 239 page task force study on the police. Since 1963, when the current chief, Harold Breier, was appointed, the central focus of the department has been to stress traditional police duties—Milwaukee for instance has a reputation for strict enforcement against jaywalkers in the downtown area. While other departments stress college education, specialized teams for juveniles, and minority and community relations units, these are downgraded in Milwaukee. . . .the Milwaukee Police Department has requested relatively little for such "software" as human relations training, community relations work or programs designed to treat special situations.

The chief's independence on civilian control has allowed him to avoid public scrutiny of his department's operations. Requests for information have come from the National Advisory Commission on Civil Disorders, from at least one state legislative committee, from the attorney general of Wisconsin, from Milwaukee city aldermen, not to mention a large number of black private organizations. All have been refused by the current chief.<sup>4</sup>

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<sup>3</sup> Ibid., p. 89.

<sup>4</sup> Ibid., pp. 6-8.

The report recommended:

- ▶ that the fire and police commission and the police department expand its recruitment of minorities, revise its tests for the purpose of eliminating cultural bias, and include psychological testing as part of the entrance examination,
- ▶ that the police department include racial data in its personnel records as an aid to measuring the effectiveness of its minority recruitment program,
- ▶ that courses dealing with the role of the police in an urban culture and relevant training in human relations be incorporated into the training curriculum of police officers,
- ▶ that all complaints received by the police department be conveyed to the fire and police commission for review and that the fire and police commission publicize its complaint hearing process, and
- ▶ that a police community relations division and a civilian community advisory board be established with units located in each district.<sup>5</sup>

In 1981 the United States Commission on Civil Rights followed with a national study of police practices, *Who Is Guarding the Guardians?* The report noted that the protection of civil rights demands the close examination of the exercise of police authority. This scrutiny is necessary because "police officers exercise their powers with wide discretion and under minimal supervision."<sup>6</sup> In the preface of that report, the Commission stated several concerns with respect to police protection of minority communities:

Past Commission reports have cited disproportionately low levels of minority employment in municipal police departments, slower police response in ghetto areas, and selective use of force and inadequate services in minority neighborhoods.<sup>7</sup>

The Commission reported that a serious underutilization of minorities on local police forces impeded effective policing in minority neighborhoods.

Serious underutilization of minorities. . .in local law enforcement agencies continues to hamper the ability of police departments to function effectively in and earn the respect of predominantly minority neighborhoods, thereby increasing the probability of tension and violence. Police department officials should develop and implement affirmative action plans so that ultimately the force reflects the composition of the community it serves.<sup>8</sup>

In 1981 the fire and police commission authorized a survey of community attitudes toward the MPD.

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<sup>5</sup> *Ibid.*, pp. 117-27.

<sup>6</sup> U.S. Commission on Civil Rights, *Who Is Guarding the Guardians?* October 1981, p. v.

<sup>7</sup> *Ibid.*, p. v.

<sup>8</sup> *Ibid.*, p. 153.

The survey found that the majority of Milwaukee residents believed that the MPD did a good job of controlling crime and that residents of all races and age groups were willing to call on police for help. However, the [study] found great racial polarization between whites and African Americans. . .on ratings of the relationship between the MPD and the African American community; on belief that officers use more force when restraining and arresting minority suspects [and] on belief that the MPD treats minorities worse than whites. . . .

The survey also found substantial racial polarization within the MPD, with the majority of African American officers rating the relationship between themselves and the Department negatively, including dissatisfaction with promotional opportunities and assignment practices.

The [study] concluded that the most important problem currently facing the. . .[police] department is the substantial alienation of a major portion of black Milwaukeeans from their police department. . . . No department can hope to effectively serve the community as a whole when a significant portion of its population is substantially alienated from it?

In 1991 Mayor John O. Norquist formed a citizen commission to “examine the Milwaukee Police Department’s performance of service to the public, particularly in the areas of responsiveness and sensitivity to diversity within the community.”<sup>10</sup> The commission heard a broad variety of views about the concerns and expectations of community members through public meetings, written testimony, and consultations with the police and specialists. The commission reported:

Much of the testimony we have heard and read reports unacceptable behavior on the part of police officers and sergeants. Whites living in the inner city have been told, “Don’t call us, call a moving van,” when they report crimes. . . . Victims and witnesses of all races. . .report examples of police officers as exacerbators of community tension and violence at scenes of incidents, rather than as peace makers. Our police officers seem to need improved. . .training. . .to treat people as individuals, not as stereotypes and to see members of the community as allies. . .not as enemies.<sup>11</sup>

The Community Relations Service (CRS) of the U.S. Department of Justice has assisted police departments and communities in resolving disputes related to minority concerns about police behavior and the use of force.<sup>12</sup> The agency is authorized to assist communities in resolving conflicts that threaten peaceful race relations. “Among the causes of such disputes, none is more volatile than alleged unwarranted police use of deadly force against minority citizens.”<sup>13</sup>

To promote the adoption of policies and practices which afford maximum protection to police officers and citizens, the CRS revised and released in 1993, *Principles of Good*

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<sup>9</sup> Mayor’s commission, p. 10.

<sup>10</sup> Executive summary, mayor’s commission, p. ii.

<sup>11</sup> *Ibid.*, p. 21.

<sup>12</sup> The Community Relations Service is an agency of the U.S. Department of Justice. It has statutory responsibilities under Federal law to provide assistance to communities and citizens in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin (Civil Rights Act of 1964, 42 U.S.C. 3000g). The CRS utilizes the cooperation of State, local, public, and private agencies in its work. Police-citizen conflict accounts for a major portion of the disputes to which CRS responds.

<sup>13</sup> U.S. Department of Justice, Community Relations Service, *Principles of Good Policing: Avoiding Violence Between Police and Citizens*, March 1993, p. iii.

***Policing: Avoiding Violence Between Police and Citizens.*** In the report, CRS notes that all police departments have a culture, and this culture affects the way police officers relate and interact with the public.

The “culture” of a police department reflects what that department believes in as an organization. These beliefs are reflected in the department’s recruiting and selection practices, policies, and procedures. . .and ultimately in the actions of its officers in delivering services. . . . The key question is whether that culture has been carefully developed or simply allowed to develop without benefit of reflection or guidance. . . . It is important to recognize that the culture of a police department, once established, is difficult to change.<sup>14</sup>

To develop a positive culture in a police department the report recommended police departments should:

- ▶ involve the community in the delivery of services and be accountable to the community it serves,
- ▶ understand and acknowledge that cultural diversity is important to contemporary law enforcement efforts, and
- ▶ have a department complaint procedure that is set forth in writing and conveyed to the public and be open to receive complaints and willing to aggressively examine allegations of abuse.<sup>15</sup>

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<sup>14</sup> Ibid., p. 2.

<sup>15</sup> Ibid., pp. 5, 7, and 9.

## Chapter 2

# Violence in Milwaukee's African American Community

The Committee noticed an increase in violent crime in the African American neighborhoods of Milwaukee in the late 1980s and early 1990s. Shootings, murders, drug traffic, and other violence seemed to be overwhelming the black residential areas. High levels of violence are a source of instability for any community.

People engulfed in violence are less able to conform to social rules and are less able to be productive. Dr. George Palermo spoke to the Committee and offered as an exhibit a paper he authored, "Soaring Crime in a Midwestern American City: A Statistical Analysis." In the paper, he described some of the social costs incurred by the community:

Murder rates are primarily escalating in impoverished inner cities with large minority populations and heavy drug use. . . . Most of those slain continue to be young and black as are the killers. In 1987, for example, there were 26.9 black victims and 4.6 white victims for each 100,000 people. . . . Many of these victims are just poor folks who happened to be in the wrong place at the wrong time. Violent crime is a major problem in this country.

People are not only harmed by strangers but are victimized by the ones they love, in their own homes. . . . [Violence] keeps children and adults from being secure, children from being proficient in school, and all of them from properly relating to others, holding a job, creating a family, caring for themselves and their children. People eventually become marginalized from social structures and become dependent on the productive society, unable to conform to social rules until they reach the point of social inadequacy.<sup>1</sup>

When violence disparately affects communities along racial lines, community cohesiveness is disrupted. Racial polarity in the community increases, fostering prejudicial patterns of separation, suspicion, and residential segregation. Race relations becomes difficult, as the different communities live and move in two different worlds with little interaction.

Excluding homicides, the MPD does not compile information on crime victimization by race, so the exact victimization of crime by race in Milwaukee is uncertain. Two sources of information are available, though, that indicate the disparate impact of crime on the African American community: homicides and crime by census tract.

The police department does note the race of homicide victims. Analysis of murder victims by race gives a first indication of the disparate violence in the black community. In 1992 there were 153 homicides in the city of Milwaukee; blacks were 112 (73 per-

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<sup>1</sup> George B. Palermo, M.D., et al., "Soaring Crime in a Midwestern American City: A Statistical Analysis," *International Journal of Offender Therapy and Comparative Criminology*, 36(4), 1992, pp. 291-92. Palermo's study was a national study and the numbers cited are national statistics, not Milwaukee statistics.



**TABLE 2-1**  
**Homicides in Milwaukee, 1990, 1991, and 1992**

Year	Total	Black	Percent of total
1990	165	119	72
1991	168	127	76
1992	153	112	73

Source: *City of Milwaukee 1992 Public Safety Report.*

cent) of the victims. In 1991 there were 168 homicides; blacks were 127 (76 percent) of the victims. In 1990 there were 165 homicides; blacks were 119 (72 percent) of the victims.<sup>2</sup>

Public attention often focuses on homicides because loss of life is so serious. However, all violent crimes deserve public attention. In particular, aggravated assaults include some attempted murders, and some homicides began as attempts to hurt or frighten the victim. In 1990 the Milwaukee Police Department received nearly 10 times as many reports of aggravated assault as homicides, and in 1991 it received 8 times as many.<sup>3</sup>

The fire and police commission maintains crime statistics by census tract. Due to the segregation patterns of the city, a comparison of crime in black census tracts can be made with crime in nonblack census tracts.

To obtain a measure of the level of violence in the black community, census data were compared to crime statistics. Total population, black population, and crime statistics were compiled for each census tract. In Milwaukee, 48 of the 218 census tracts have a population at least 75 percent African American. In 33 of these tracts, blacks are more than 90 percent of the population. Nearly 70 percent of all African Americans living in the city live in these 48 neighborhoods.

**TABLE 2-2**  
**Correlations Between Population, Race, and Crime**

	Total population	Black population
Total crime	0.43	0.52
Violent crime	0.13	0.76
Property crime	0.45	0.33
Other crime	0.34	0.57

Source: U.S. Commission on Civil Rights, Midwestern Regional Office, from Milwaukee Fire and Police Commission data and census data.

<sup>2</sup> Milwaukee Fire and Police Commission, "City of Milwaukee Crime Reports," 1990, 1991, and 1992. Some of the homicides were considered justifiable. These included: in 1992, two black homicide victims engaging in attempted robberies; in 1991, four victims of justifiable homicide were black; in 1991, one black was the victim of a justifiable homicide.

<sup>3</sup> Ibid.

Analysis was conducted to determine the extent that black areas of the city suffered higher crime. Criminal activity was divided into three categories, violent crime, property crime, and other crime. Violent crime included homicide, rape, robbery, and assault. Property crime included burglary, theft, auto theft, and arson. Other crime "refers to those not included in the national Uniform Crime Reporting Index, and includes both violent crimes such as battery and property crimes such as vandalism."<sup>4</sup>

Analysis revealed that residents in these census tracts were suffering disproportionately high levels of violent crime. The total population in these 48 "African American" tracts is 131,329 (21 percent of the city's total). Yet these areas had 3,245 reported violent crimes, 47 percent of all violent crime in the city.

In this area of the city, where over 90 percent of the residents are black, one out of every 40 individuals is the victim of a violent crime. In the rest of the city, one of every 150 individuals is the victim of a violent crime.

There is a strong and positive statistical correlation between the black population in a census tract and the amount of violent crime in the census tract.<sup>5</sup> A higher number of African Americans living in a census tract is significantly associated ( $\rho=0.76$ ) with a higher level of violent crime. This presents a clear relationship between being black and being victimized by violent crime.

Statistical correlations between total crime, property crime, and black population are also high and positive. But these correlations are similar to correlations between total population and crime. It is the violent crime that is distinguishing the African American community from other racial and ethnic neighborhoods. Violent crime by itself is not associated with the population level in a neighborhood. The correlation between total population and violent crime is virtually zero ( $\rho=0.13$ ).<sup>6</sup>

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<sup>4</sup> Nicol Padway, letter to Constance M. Davis, Apr. 29, 1994, Midwestern Regional Office, USCCR, files (hereafter cited as Padway letter).

<sup>5</sup> Correlation is a statistic indicating the association of two variables, i.e., how two variables move together, controlling for units of measurement. Expressed as an expectation,

$$\rho_{xy} = E\left(\frac{X-\mu_x}{\sigma_x}\right)\left(\frac{Y-\mu_y}{\sigma_y}\right)$$

<sup>6</sup> Analysis by Midwestern Regional Office, USCCR, from census population data and fire and police commission crime data.

## Chapter 3

# The Milwaukee Police Department

The Milwaukee Police Department was established by a city ordinance in 1855.

The mission of the Milwaukee police department is to enhance the quality of life in the City of Milwaukee by working cooperatively with the public to enforce the law, preserve the peace, reduce the fear of crime, and provide for a safe environment.<sup>1</sup>

### Legislative and Executive Control

Several agencies have regulatory and administrative controls over the police department. Wisconsin is one of the few States in which the appointment and review of the police chief is regulated by State law and local law. The State legislature regulates, through statute, the appointment process of the chief of police.

Prior to 1885, Milwaukee mayors had been appointing and discharging chiefs of police pretty much at random. According to some, "a mayor's decision on whether to retain or fire a police chief depended on what house of prostitution the chief was enforcing the laws against."<sup>2</sup> In 1885 the Wisconsin State legislature established the City of Milwaukee Fire and Police Commission in order to take politics out of the police and fire departments. Under the statute the mayor appoints the fire and police commission, with each commissioner serving a 5-year term.

As Nicol Padway, chairman of the City of Milwaukee Fire and Police Commission, related, "the law was intended to eliminate the political cronyism that pre-existed [which had] resulted in eight police chiefs in a 30-year period with one chief appointed three times during that period."<sup>3</sup> The commission's initial authority was limited to setting employment standards, examining candidates for positions in the police and fire departments, and appointing the respective chiefs.

The initial legislation was followed by a modification 25 years later. In 1911 chapter 586 of the Wisconsin Laws gave the commission the authority to hear complaints of property owners and appeals of departmental disciplinary action; it also eliminated the power of the mayor to remove a chief for cause.<sup>4</sup> This amendment allowed the chief of police virtual immunity from intervention by local politicians. This effective lifetime tenure for the chief was responsible for a low turnover in Milwaukee police chiefs. At the time of his tenure, Harold A Breier was only the sixth man to hold the office of po-

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<sup>1</sup> Milwaukee Police Department, *1990-1991 Biennial Report*, facer.

<sup>2</sup> Report of the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, *Police Isolation and Community Needs* (hereafter cited as *Police Isolation*), December 1972, p. 7.

<sup>3</sup> Testimony before the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, factfinding meeting, Milwaukee, WI, Apr. 22, 1993, transcript p. 76 (hereafter cited as Transcript).

<sup>4</sup> *Ibid.*, pp. 76-77.

**TABLE 3-1  
Milwaukee Police Chiefs  
(Since the Fire & Police Commission was created in 1885)**

John T. Janssen	1888-1921
Jacob G. Laubenheimer	1921-1936
Joseph t. Kluchesky	1936-1945
John W. Polcyn	1945-1957
Howard O. Johnson	1957-1964
Harold A. Breier	1964-1984
Robert J. Ziarnik	1984-1989
Philip Arreola	1989-present

Source: Milwaukee Police Department.

lice chief in the past 100 years.<sup>5</sup> In the last 110 years, Milwaukee has had just eight police chiefs.

The Milwaukee Fire and Police Commission, established by State statute, appoints the chief of police. The mayor appoints the fire and police commission, with each commissioner serving a 5-year term. The fire and police commission also sets the police department's employment standards, carries out recruitment activities, hears disciplinary appeals by police employees, and hears citizen complaints of alleged police wrongdoing.<sup>6</sup>

In the 1970s a series of bills was introduced in the State legislature to amend the immunity of the local police chief. All of these legislative efforts failed to pass. However, in 1977 statutory changes permitted the commission to hear citizen complaints from any aggrieved person, gave the commission authority to conduct policy reviews of the department, and allowed the commission to suspend any rule deemed inappropriate. This was followed by a Milwaukee city ordinance in 1977 that limited future chiefs to a 7-year term.

Robert J. Ziarnik, a former inspector with the department, served as chief after the retirement of Harold Breier in 1984. Currently, the police department is headed by Police Chief, Philip Arreola, who was sworn in on November 6, 1989. The chief has a 7-year term. Chief Arreola was previously the chief of police in Port Huron, Michigan. He is the first chief of police in the history of the MPD to be selected from outside the ranks as well as the first person ever hired above the entry-level rank of police officer.<sup>7</sup>

In the late 1970s and early 1980s, the Milwaukee Police Department experienced a series of incidents that raised the issue of the department's accountability with the public. As Mr. Padway related to the Committee:

<sup>5</sup> *Police Isolation*, p. 7.

<sup>6</sup> The fire and police commission has similar responsibilities for the Milwaukee Fire Department and its employees.

<sup>7</sup> Report to Mayor John O. Norquist and the Board of Fire and Police Commissioners, Mayor's Citizen Commission on Police-Community Relations, Oct. 15, 1991, p. 9 (hereafter cited as Mayor's Commission).

Earnest Lacy died in police custody while being placed in restraints. James Schoemperlin, a white male, was beaten and seriously injured on the way home from a sporting event. And, the 1957 Daniel Bell slaying coverup was unearthed for the entire community. The department was not responsive to requests for information and other components of the criminal justice system complained of a lack of cooperation. The officers in the Lacy and Schoemperlin cases were not disciplined by the department. Citizens of Milwaukee wanted and demanded accountability.<sup>8</sup>

In 1984 the Wisconsin State Legislature passed State Bill 56. That legislation limited the tenure of local police chiefs and gave additional authority to the local fire and police commissions. According to Mr. Padway, under the legislation:

The commission acquired the authority to establish general policies and standards for both departments, the ability to inspect any property of the departments, including books and records, and the authority to review the efficiency and general good conduct of the departments. The board was also authorized to issue written directives to the respective chiefs based on the reviews performed by the commission. The board also acquired original rulemaking authority for both departments. After 99 years, the community, through its appointed citizen commission, obtained the necessary assurances that the police department, whose source of authority comes from the community, will be accountable to the community.<sup>9</sup>

### **Mission, Budget, and Officers**

The adopted budget for the police department in 1993 was \$131.9 million. This is nearly 30 percent of the city's entire budget. The 1993 police appropriation is a decrease of \$3.5 million from the 1992 budget of \$135.4 million, but the expenditure is still significantly higher than the expenditures of \$116.9 million in 1990 and \$117.1 million in 1991.<sup>10</sup>

In releasing the 1993 budget, Mayor John O. Norquist specifically mentions police service as a priority. In his words, this budget "holds down taxes [and] fights crime."<sup>11</sup> In addition, appropriations are in the budget to "hire. . . more police officers [bringing] the total number of police to 2,100 sworn officers."<sup>12</sup>

From 1990 to 1993 there has been a 12.8 percent increase in police expenditures. The change in real dollar expenditures,<sup>13</sup> however, has been an increase of 3.3 percent. During this same period, the number of sworn personnel in the MPD has increased 11.8 percent. In 1990 there were 1,820 sworn personnel. By the end of 1992, there were 2,035 police officers. Increases in the number of police have exceeded increases in real expenditures.

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<sup>8</sup> Transcript, p. 78.

<sup>9</sup> Ibid., pp. 78-9.

<sup>10</sup> City of Milwaukee, 1993 Budget, p. v.

<sup>11</sup> Ibid., p. i.

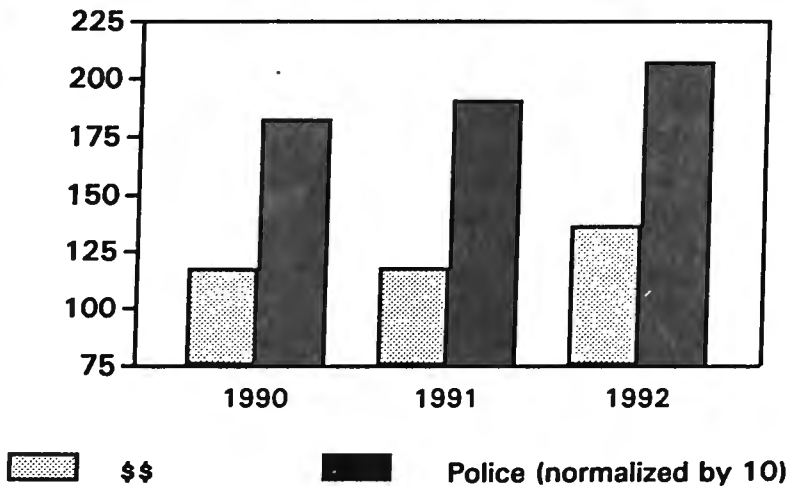
<sup>12</sup> Ibid., p. ii.

<sup>13</sup> Real dollars are expenditures adjusted for inflation, i.e.

$$R\$ = \frac{\text{nominal\$}}{P}$$

where P is the price level as measured by the implicit price deflator.

**FIGURE 3-1**  
**Expenditures and Police Strength, City of Milwaukee, 1990-1992**



Source: Midwestern Regional Office, USCCR, from Milwaukee Fire and Police Commission Demographic Profile and City of Milwaukee budget.

By December 1992, the MPD had 2,068 authorized police officer positions. The actual officer strength, however, was slightly lower at 2,035.<sup>14</sup> Overall, 232 new police officers were hired, trained, and placed on duty in 1992.<sup>15</sup> This is three times the 87 police officer terminations that occurred in 1992.<sup>16</sup>

### Organization and Deployment of Officers

The executive staff of the chief of police includes 2 assistant chiefs, 5 inspectors, 6 deputy inspectors, and 26 captains. These positions are exempt from competitive examination.

Within the department are two major divisions, each headed by an assistant chief: administration and field operations.

The administration division is responsible for technical services, personnel, and training. The field operations division is the primary crime fighting sector. It contains the patrol bureau, criminal investigation bureau, and the special operations bureau. The criminal investigation bureau has six divisions. They are the juvenile division,<sup>17</sup> vice

<sup>14</sup> City of Milwaukee 1992 Public Safety Report, Milwaukee Fire and Police Commission, part I, pp. 14-15. The position titles, authorized strength, and actual strength of the police department are shown in appendix III to this report.

<sup>15</sup> Ibid., part I, p. 2.

<sup>16</sup> The 87 terminations included: 35 resignation; 6 dismissals; and 47 retirements. (City of Milwaukee Fire and Police Commission, letter to the MWRO, USCCR, Apr. 29, 1993.)

<sup>17</sup> "The Juvenile Division has since been reorganized to include the Sexual Assault Unit and is now the Sensitive Crimes Unit." Philip Arreola, letter to Constance M. Davis, May 4, 1994, Midwestern Regional Office, USCCR, (hereafter cited as Arreola letter).

**TABLE 3-2  
District Manpower Allocation Matrix**

Criteria	Districts						
	#1	#2	#3	#4	#5	#6	#7
"A"	.049	.140	.193	.118	.181	.118	.198
"B"	.042	.127	.209	.111	.182	.121	.206
"C"	.058	.133	.198	.126	.187	.085	.205
"D"	.056	.124	.194	.132	.195	.081	.214
"E"	.055	.145	.141	.169	.153	.147	.186
Allocation factor	.052	.134	.187	.131	.180	.111	.202

**Criteria Definitions**

- "A" Represents the percentage of "CALLS FOR SERVICE" received by each district over a nine (9) month period.
- "B" Represents the percentage of "PRIORITY ONE AND TWO CALLS FOR SERVICE" received by each district over a nine (9) month period.
- "C" Represents the percentage of "OFFENSE REPORTS" filed by each of the districts over an eight (8) month period.
- "D" Represents the percentage of "PART ONE OFFENSE REPORTS" filed by each of the districts over an eight (8) month period.
- "E" Represents a coefficient percentage for each of the districts based on an average of the following information: 1) AREA; 2) POPULATION; and 3) POPULATION DENSITY.

Source: Milwaukee Police Department, "Manpower Allocation Matrix," April 1993.

control division, crimes against persons division, crimes against property division, special investigations services, and criminal intelligence division. Essentially these divisions investigate criminal activity that has occurred or is ongoing.

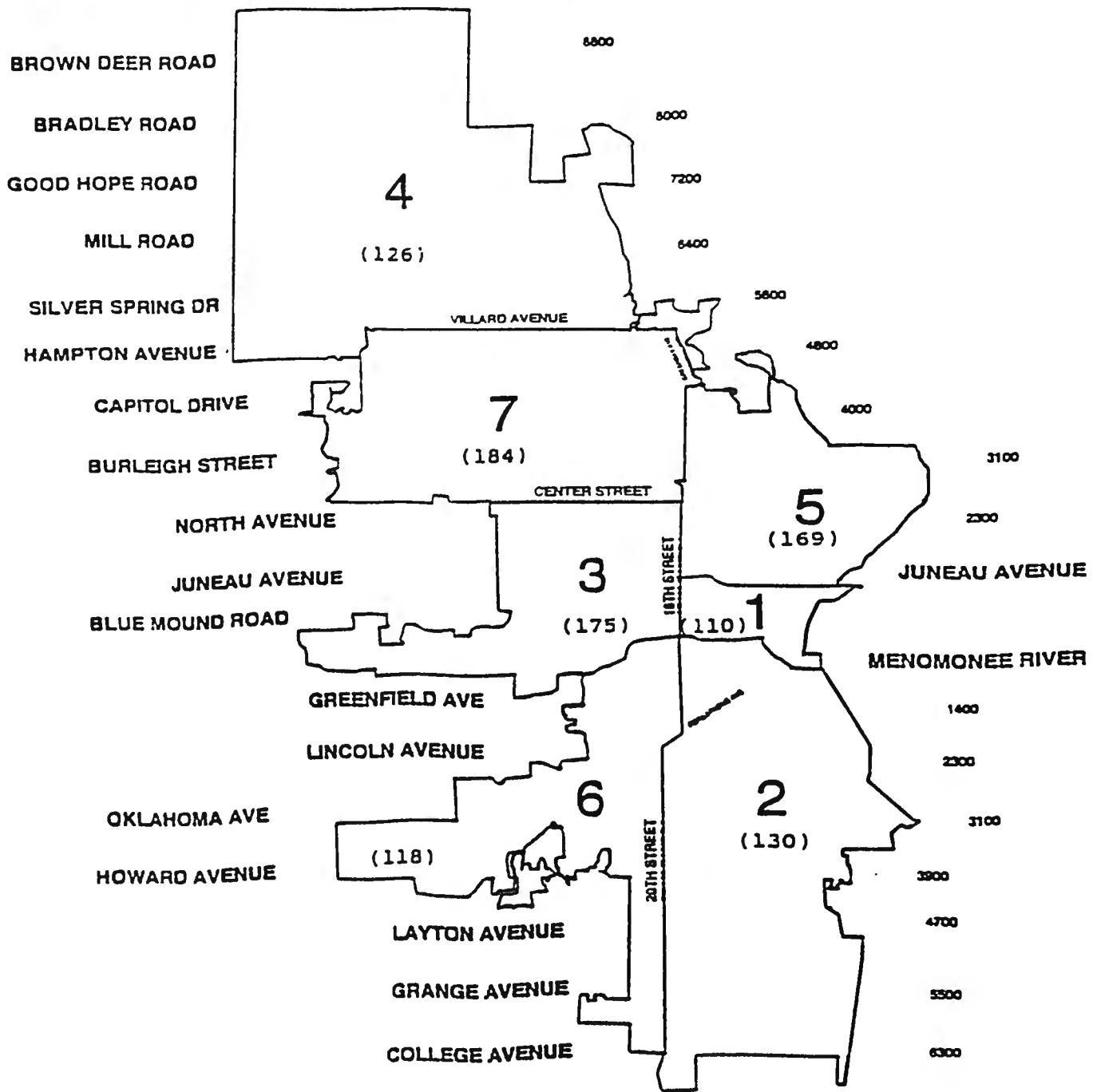
The first line of police protection is the patrol bureau. It operates seven districts in the city, with each district commanded by a captain. Beneath the captain are four lieutenants. Under the lieutenants are the sergeants and patrol officers. The district boundaries are shown in figure 3-2.

The allocation of police to the districts is weighted to put more police officers in districts where there is more crime and greater need of service. The police officer assignment to a district is determined by a formula based upon: (1) total calls for service, (2) priority one and priority two calls for service, (3) offense reports filed by the district, (4) part one offense reports filed by a district, and (5) a composite index reflecting a district's area, population, and population density.

Based on the five criteria listed in table 3-2, an average percentage is obtained for each district. Each district is then allocated its proportionate share of manpower equal to the allocation factor for the district. Officers on permanent limited duty in addition to district officers assigned to crime prevention and neighborhood foot patrol are not included as general duty officers for the purposes of determining manpower allocation.<sup>18</sup>

<sup>18</sup> City of Milwaukee Police Department, "Manpower Allocation Matrix," Apr. 22, 1993.

**FIGURE 3-2  
Milwaukee Police Districts and Police Strength**



Source: Milwaukee Police Department, *Biennial Report 1990-1991*, and MPD Equal Employment Opportunity Roster, April 1993.



In 1990 the MPD received approximately 1 million calls on 911 and the alternate emergency number calls, an average of more than 2,600 calls per day. In addition, over 800,000 calls were received on the nonemergency line, and many more calls were made directly to district stations and special units. In the first 7 months of 1991, officers were dispatched to 319,861 calls, an average of more than 1,500 per day.<sup>19</sup>

William Ward, representing the Milwaukee Police Association, told the Committee how the large number of calls affects police service.<sup>20</sup> He maintained that the large volume of calls and cutbacks in the 1980s forced the department to move from a full service department to a prioritized response.

About 10 years ago the way service was delivered to the citizens began to change. We went from a full service department to a prioritized response. By full service, . . . whenever a citizen of Milwaukee called the police department no matter what their call, a theft of a bicycle, a homicide, an armed robbery, [the department] sent a two-person squad to the home or business to take a complaint. That was just a routine practice. . . . About that time [the department] started experiencing manpower problems. . . so they cut from two person squads to one-person squads in most instances and would try to get two squads to respond to a call if it was a serious call.

There was a study done by the Milwaukee Police Department dated July 12, 1991. . . . It talks about the utilization rate of the hours of police officers available. . . . There is a 94 percent squad utilization rate or essentially total commitment of all available unit shift time, meaning that 94 percent of the squads that are out there, their time is totally committed to answering calls and they have little time to do anything else. Squad utilization reaching around 75 percent creates very serious problems in the handling of calls for service.<sup>21</sup>

The total manpower in the police department as of December 1992, was 2,035 sworn police officers. The total number of officers in the districts was 1,021. Half of all Milwaukee police officers are designated to first line service. In 1992 the police department had the following number of officers assigned to the districts: district 1, 110; district 2, 130; district 3, 175; district 4, 126; district 5, 169; district 6, 118; and district 7, 184.<sup>22</sup>

The districts with the largest African American population, districts 3, 5, and 7, have the greatest number of police officers. District 7 has the most assigned officers, 184. District 3 has the second highest number of officers with 175. District 5 has the third highest patrol strength, 169. This greater proportion of police officers in the black communities and this adherence to a weighted workload is in contrast to a similar study conducted in Chicago by the Illinois Advisory Committee to the U.S. Commission on Civil Rights.

That study found the Chicago Police Department used a system that assigned weights to different crime and service categories and then deployed officers based upon a

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<sup>19</sup> Mayor's commission, p. 8.

<sup>20</sup> The Milwaukee Police Association is the union which represents Milwaukee police officers. There is a separate union representing supervisors in the Milwaukee Police Department

<sup>21</sup> Transcript, pp. 98 and 105. In his remarks, and the remarks of some other police officers before the Committee, Ward refers to a "squad." A squad is a police patrol car.

<sup>22</sup> Milwaukee Police Department, "Equal Employment Opportunity Roster," Mar. 4, 1993.

district's weighted index.<sup>23</sup> The weighted index was: 15 points for violent crimes, 10 for indexed property crimes, 8 for nonindexed crimes, and 6 for noncriminal calls for service.<sup>24</sup> When the deployment formula of the Chicago Police Department was tested with patrol officers the independent variable, and reported weighted crime statistics as dependent variables. Only property crime was found to be a predictor of police deployment in a district.<sup>25</sup>

The analysis further found that contrary to official police strategy, the number of violent crimes did not determine the police patrol strength in a district.<sup>26</sup> Moreover, the correlation between the number of police assigned to a district and the total number of crimes in a district was only moderately positive, 0.5.<sup>27</sup>

The report concluded that the Chicago Police Department was not providing the same level of protection from violent crime to African Americans that it provides to the white community. Police districts predominantly African American had significantly fewer police per violent crime than other, nonblack police districts. In addition, officers in the nonblack districts with lower crime rates had more time to handle calls and were more readily available for immediate response to calls for service.<sup>28</sup>

Unlike Chicago, the MPD deployment formula is not specifically weighted by the number and type of calls for service. But similar to Chicago, the deployment of police officers in the city is weighted by the amount of service required of the department. As such, general crime and violent crime is embedded in a district's individual allocation factor as is that district's proportion of the total allocation factor.

For instance, criterion B represents the percentage of priority one and two calls for service received by a district. "The priority given to an assignment reflects the urgency of the situation and the need for an immediate response. Consequently, a gas leak, explosion, or personal injury traffic accident requires a priority on response even though a violent criminal act is not involved. At the same time, a violent crime such as a battery, which occurred days earlier, no longer requires an immediate response and is designated priority three."<sup>29</sup>

Three of the five criteria, B, C, and D, are related to criminal activity in a district. As mentioned above, criterion B is the percentage of priority one and two calls for service received by a district. Criterion C is the percentage of offense reports filed by each of the districts. Criterion D is the percentage of part one offense reports filed by a district.

The composite allocation factor for a district is the average percentage of all five individual criteria. In this manner, the MPD weights its patrol deployment to give more police officers to districts with higher service needs and higher levels of violence.

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<sup>23</sup> Report of the Illinois Advisory Commission to the U.S. Commission on Civil Rights, *Police Protection of the African American Community in Chicago*, September 1993.

<sup>24</sup> *Ibid.*, p. 6.

<sup>25</sup> *Ibid.*, pp. 17-21.

<sup>26</sup> *Ibid.*, p. 21.

<sup>27</sup> *Ibid.*

<sup>28</sup> *Ibid.*, p. 39.

<sup>29</sup> Arreola letter, appendix A, note 4.

**TABLE 3-3**  
**Average Squad Patrol in Districts 3, 5, and 7**

District	Average	Standard deviation	Maximum	Minimum
3	44.9	4.16	54	38
5	42.4	2.63	52	38
7	52.2	2.28	57	48

Source: Milwaukee Police Department.

Analysis of MPD deployment against actual crime statistics shows that, unlike the findings in Chicago, the correlation between the number of officers in the police districts of Milwaukee and the district allocation factor is 0.94. This indicates that the Milwaukee Police Department follows its allocation formula when dispersing manpower to the districts. It also demonstrates that the districts with higher crime levels, are receiving proportionately larger shares of patrol officers.

### Foot and Squad Patrols

The Committee obtained the police department's squad and foot patrols for districts 3, 5, and 7 for the month of September 1992. September was considered a month representative of average criminal activity. Squad patrol strength was compared to criminal activity to gauge the intensity of public protection required of the police in those three districts. The daily squad patrol in September 1992 for districts 3, 5, and 7 is in appendix V. On a daily basis, the average number of squad patrols for all shifts in the three districts ranged from 44.9 to 52.2.<sup>30</sup> (See table 3-3.)

George Butler, alderman of the city's 10th district and a former Milwaukee police officer, stated that foot patrols may be assigned, but they are not visible.<sup>31</sup> He added, "[The police] say they have neighborhood foot patrols. . .but I get a lot of my complaints from my constituents that we have a neighborhood foot patrol officer, but we never see him, and this is usually the case."<sup>32</sup>

Lt. Leonard Wells, president of the League of Martin<sup>33</sup> and a lieutenant with the MPD, cautioned the Committee that the district deployment numbers could be misleading.

We as a law enforcement agency dare not tell you how many officers we have doing what. It is counterproductive. . . . What you should watch for is that if the officers assigned. . .to squads at districts 3, 5, and 7 are the officers responsible for service calls. [But] a lot of times the strength of that district is reflected in a total number where the officers are actually on loan to some specialty unit. They are not helping out that district.

. . . Look at the number of officers and detectives that you have assigned through the armed robbery crimes task force, the number of officers and detectives assigned to the newly created

<sup>30</sup> Milwaukee Police Department (provided in response to request by the Wisconsin Advisory Committee).

<sup>31</sup> The 10th aldermanic district on the city's north side is over 90 percent African American.

<sup>32</sup> Transcript, pp. 185-86.

<sup>33</sup> The League of Martin is an association of African American police officers in the Milwaukee Police Department.

criminal intelligence division, gang crime unit. . . . Those are police officers and detectives who have been taken away from those districts in order to perform specialized functions.<sup>34</sup>

Shown in table 3-4 are the total levels of reported criminal activity in districts 3, 5, and 7.<sup>35</sup> Violent crime includes homicide, rape, robbery, and assault. Nonviolent index crime includes theft, vehicle theft, burglary, and arson. Nonindex crime includes battery and other crime.

From the data in table 3-4, on an average daily basis, in district 3, with a population 57.6 percent African American, there are approximately eight squad patrols for every violent crime, two squad patrols for every nonviolent index crime, and one and one-half police patrols for every nonindex crime. Overall, on an average daily basis there is approximately one squad patrol for every reported crime.

In district 5, which is 42.7 percent African American, there are on average approximately nine squad patrols for every violent crime, two squad patrols for every nonviolent index crime, and two patrols for every nonindex crime.<sup>36</sup> Overall, on an average daily basis there is approximately one police squad patrol for every reported crime.

District 7, which is 52.8 percent African American, averages approximately 11 police squad patrols for every violent crime, a little less than two patrols for every nonviolent index crime, and approximately two squad patrols for every nonindex crime. Overall, on an average daily basis there is approximately one police squad patrol in the district for every reported crime.

Mr. Ward told the Committee that the department is attempting to put more resources in the African American communities with high crime.

The [department is addressing [problems in the inner city] in some ways. They are assigning additional officers on a kind of as needed basis to patrol. Within the last week [they have started deploying] additional officers, like in district 3, to help take some of those calls that come in, to reduce the backlog of calls. In a number of other neighborhoods where the crisis. . . is not quite so great, the response is not that good. My neighborhood [is] on the far

**TABLE 3-4**  
**1992 Reported Crime Activity in Police Districts 3, 5, and 7**

District	Violent crime	Nonviolent index crime	Nonindex crime
3	2,066	7,646	10,024
5	1,701	9,892	7,909
7	1,691	11,168	8,627

Source: Milwaukee Fire and Police Commission.

<sup>34</sup> Transcript, pp. 347-48.

<sup>35</sup> Milwaukee Fire and Police Commission, *City of Milwaukee 1992 Public Safety Report*, appendix C.

<sup>36</sup> Source for the percent of African Americans in the police district is the Midwestern Regional Office, USCCR, from census tract data. Population for the city's three north police districts is: district 3, 105,632; district 5, 84,205; and district 7, 139,623. Black population for the city's three north police districts is: district 3, 60,898; district 5, 35,939; and district 7, 73,706.

southwest side. Many nights we have no squads in our area at all, no assigned squad, because it has been taken out of the area.<sup>37</sup>

Fredrick Gordon, alderman for the 7th district<sup>38</sup> in Milwaukee, stated that the police department, under the direction of Chief Arreola, is doing a better job in serving the black community.

The 7th precinct and the 3rd precinct in the city of Milwaukee encompass the area that I represent. . . . I think Chief Arreola and his staff and the department as a whole have done an exemplary job since he has arrived in terms of at least addressing or attempting to address some of [the] concerns [of the community].<sup>39</sup>

As of December 1990, there were 37 neighborhood foot patrol areas in Milwaukee and at least four in each district. Most are patrolled during afternoon and evening hours. The foot patrol areas are selected on the criteria of: (1) high crime rate, (2) high population density, (3) high population of juveniles, and (4) existence of community-based organizations. In addition, throughout the city, squad car officers "park and walk" when sergeants determine that time is available, and the Common Council has made this a part of the department's performance measures.<sup>40</sup>

The daily foot patrol in September 1992 for districts 3, 5, and 7 is in appendix VI. The exact locations of the foot patrols in the districts were not ascertained. On an average daily basis, there are 6.7 foot patrols in district 3, 4.7 foot patrols in district 5, and 4.9 foot patrols in district 7. Eliminating Sundays from the analysis, a day on which there are usually no foot patrols, on average there were 7.5 daily foot patrols in district 3, and 5.5 daily foot patrols in districts 5 and 7.<sup>41</sup>

### **Policing Strategy and the African American Community**

Chief Arreola stated that crime is a multifaceted issue and that fighting crime involves the coordination of all of society's institutions, not just the police department. He mentioned that the entire nation is suffering an epidemic of violence. The problem is so deep that the medical associations are now beginning to view it as a disease. He also recognized the particular plight of African Americans caught in the midst of this violence.

Crime is a multifaceted issue that affects the city of Milwaukee [and] every city, every urban area in the United States. And it is certainly an issue that affects far more than just one component of the criminal justice system; that is, the police. It affects many entities and other institutions. . . . There is no doubt that we as a nation are suffering in an epidemic of violence so deep that the medical associations are now beginning to view it as a disease.

For example, the [national] homicide rate among black males age 15 to 24 rose by two-thirds in the last 5 years. . . . The Center for Disease Control listed a number of contributing factors

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<sup>37</sup> Transcript, p. 131.

<sup>38</sup> The 7th aldermanic district on the city's north side is racially mixed.

<sup>39</sup> Transcript, p. 117.

<sup>40</sup> Mayor's commission, p. 14.

<sup>41</sup> Milwaukee Police Department data (provided in response to a request of the Wisconsin Advisory Committee).

[to violent homicides]; namely, immediate access to firearms, alcohol and substance abuse, drug trafficking, poverty, racial discrimination, and cultural acceptance of violent behavior.

Look again at those factors of violence, firearms, alcohol [and] drug abuse, poverty, racial discrimination, cultural acceptance of violence. Are all of these factors solely the purview of the police? Obviously not, . . .but the police officer is being asked to address every societal ill.<sup>42</sup>

Chief Arreola said that the public often has a misperception of the nature of police work. That may arise because the role played by the police in the criminal justice system is misunderstood.

Perception is reality [and] we [do] need to deal with that [when] looking at the equity of service. We try to provide a service where it is needed and if crime is highest in the inner city or in any area, that is where we are. . . . It does us no good, for instance, to hold people in reserve where nothing is happening. . .to the extent that other areas of the city. . .literally go without service.<sup>43</sup>

Stan Stojkovic, associate professor of criminal justice at the University of Wisconsin-Milwaukee, said that the effective delivery of police resources to minority communities involves three basic issues: (1) controlling crime without harassing the citizenry, (2) developing a strategic plan for the allocation of resources, and (3) learning the community concerns.

Anyone who has been in this community for at least 20 years knows the drastic change in the delivery of police services and the commitment. . .by the current chief [Arreola] to try to deal with these issues. . . . I think the police chief of Milwaukee [has acted to] develop a strategic plan that tells us where you are allocating your resources, what is your rationale. . . . I am working with the police chief at the present time to try to create a research scheme whereby the distribution of complaints. . . . This is long term research, it is ongoing research that is served as a feedback device in the department so they can generate accurate and appropriate policy. . . . This is the only police chief that has said this is a good idea.<sup>44</sup>

Chief Arreola listed six specific policing strategies designed to protect the African American community in Milwaukee. They included:

- ▶ specific community programs,
- ▶ priority service,
- ▶ interdistrict dispatching,
- ▶ block clubs,
- ▶ community-oriented policing, and
- ▶ community relations.

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<sup>42</sup> Transcript, pp. 9-11 and 13.

<sup>43</sup> Ibid., p. 52.

<sup>44</sup> Ibid., pp. 107, 108, 113-14.

### **Specific Community Programs**

The chief mentioned the police programs, DARE and GREAT, and provided information about the RAGE program. The DARE program is a youth antidrug program. GREAT and RAGE are antigang programs.

The DARE [Drug Abatement and Removal Effort] program involves uniformed police officers going into the elementary schools. [They] provide 17 weeks of training to youngsters to say no to drug abuse; providing them with the skills and the wherewithal to be able to cope with the threat and temptation of becoming involved in chemical abuse. . . . We have 11 officers assigned full time to the DARE program. The GREAT program [Gang Resistant Education and Training] took two officers who were DARE officers [and] sent them off for additional training. [They] provide training for seventh and eighth graders to say no to involvement in gangs and the violence contained therein. . . . We are going to two schools in the city, one which is on the south side. . .and [one] on the north side.<sup>45</sup>

RAGE, Remove Area Gang Environments, is an attempt to redirect neighborhood youth activity away from gang affiliation and towards positive social involvement. The effort tries to develop a total community effort, i.e., neighborhood residents, schools, law enforcement, in determining specific courses of action, activities, resources, and funding needed to implement an antigang strategy.

### **Priority Service and Interdistrict Dispatching**

The police department prioritizes incoming calls on a four tier basis. Priority 1 situations are emergency situations involving life or death. Priority 2 dispatches are situations such as property crimes in progress or just completed crimes with a high probability of apprehending the suspect.

In priority 3 situations there is a completed crime and the preservation of evidence is not urgent. Priority 4 calls are situations that are less urgent and noncriminal, such as landlord-tenant disputes. For priority 1 calls, dispatch should be made within 5 minutes; for priority 2 calls, dispatch should be within 20 minutes; for priority 3 calls, dispatch should be within the hour if possible; and for priority 4 calls, dispatch may be delayed for several hours.<sup>46</sup>

Priority dispatching and interdistrict dispatching are related strategies in the MPD. Interdistrict dispatching is a policing strategy that calls on a squad assigned to a district to attend to a situation in another district. Existing dispatch procedures of the communications division specify that interdistrict be restricted to priority 1 and priority 2 calls for service, with limited, justifiable use for priority 3 calls. Police department order 10261, dated May 7, 1990, reads:

Radio dispatchers shall preempt patrol units on Priority Three (3) and Priority Four (4) calls when necessary to promptly service Priority Emergency, Priority One (1), or Priority Two (2) calls. . . . When no patrol units are available in a given district to service Priority One (1),

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<sup>45</sup> Ibid., pp. 17-18.

<sup>46</sup> Summary of policy review committee meeting, Milwaukee Fire and Police Commission, Mar. 15, 1993.

Priority Two (2), or Priority (3) calls within the prescribed time constraints, patrol units from other districts shall be dispatched to service these calls.<sup>47</sup>

Some members of the public asserted that the use of interdistrict dispatching deprived white neighborhoods of adequate police protection. Glenn Frankovis, an 18-year police veteran of the MPD, related, "Regarding the subject of interdistrict dispatching, keep one thing in mind. Criminals are opportunists. When you deplete one area of protection in any way, you create a greater opportunity for criminal conduct."<sup>48</sup>

Representatives from the Southside Organizing Committee (SOC), a community group concerned about crime and deterioration in neighborhoods on the city's south side, maintain that interdistrict dispatching causes a disproportionate allocation of police resources.<sup>49</sup> Betty Grinker, an officer of SOC, said:

We learned that police squads were being regularly withdrawn from our neighborhoods through the practice of interdistrict dispatching. In other words, police squads that were assigned to our southside districts, 2 and 6, were being called out of the district to respond to calls elsewhere in the city. . . .

We went to the Milwaukee Police Association which confirmed for us that interdistrict dispatching was indeed occurring and that it had become so prevalent, sometimes, that police district 6 or the southside on one occasion had been left with just one patrol squad. . . . The real problem we saw in interdistrict dispatching was it was taking police protection from our neighborhoods which were being provided less police resources to begin with.<sup>50</sup>

Ms. Grinker also alleged that crime was rising faster on the southside than in any other part of the city:

Since the fire and police commission began issuing city crime reports in 1983, total reported crime on the southside has increased 50 percent faster than the city average. For nearly every crime category, the rate of increase on the south side has outraced the city average. . . . The only crime that has not increased as fast on the south side is homicide.<sup>51</sup>

The topic of interdistrict dispatching has been a public concern. Alderwoman Annette Scherbert, a representative of the city's 11th district located on the south side, has alleged that during the 2 months of May and June 1992, 288 squads left the 6th district responding to calls in the 3rd, 5th, or 7th districts on the city's north side. Ms. Scherbert said, "There were times when there were no squads patrolling my district."<sup>52</sup>

Grinker obtained from the police department the number of interdistrict dispatches for September 1992 from the south side districts by priority. These assignments were as follows:<sup>53</sup>

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<sup>47</sup> Police department order 10261, MPD, May 7, 1990.

<sup>48</sup> Transcript, p. 465.

<sup>49</sup> The African American population in the target area served by the Southside Organizing Committee is about 2 percent.

<sup>50</sup> Transcript, pp. 387-88.

<sup>51</sup> Ibid., pp. 389-90.

<sup>52</sup> "Committee points to Arreola's 'credibility gap'," *Community News*, Sept. 6, 1992, p. 1.

<sup>53</sup> Exhibit presented to the Wisconsin Advisory Committee, USCCR, from Betty Grinker at factfinding meeting, Apr. 23, 1992, Milwaukee, WI.



	<b>P1</b>	<b>P2</b>	<b>P3</b>	<b>P4</b>	<b>Total</b>
District 2	7	13	8	1	29
District 6	6	10	8	0	24
Total city	28	67	50	3	148

The data show that the two south side police districts, 2 and 6, did almost half of priority 1 interdistrict dispatches. The two districts accounted for approximately one-third of priority 2, 3, and 4 dispatches. Given that police districts 2 and 6 are approximately one-third of the police districts, the districts' proportion of priority 2, 3, and 4 interdistrict dispatching is proportionate to the rest of the city.

At the request of the fire and police commission, the MPD examined interdistrict dispatching for the month of September 1992. The report stated that there were 9,840 total squad hours worked in district 2, and 9,120 squad hours worked in district 6. The total district 2 squad hours worked out of district were 392 (3 percent); the total district 6 squad hours worked out of district were 641 (7 percent). The two districts combined had 5 percent of total squad hours worked out of district.<sup>54</sup> The report further showed:

Statistics indicate that response times for priority 3 and priority 4 dispatches are superior for south-side calls, as compared to north-side calls.

Statistics indicate that south-side squads currently expend 0.9 percent of their duty time responding to north-side priority 3 and 4 calls. This data specifies [that] an average of 3.5 district 2 and 6 squads per 24-hour day are dispatched to north-side assignments.

There has been a gradual abatement of the utilization of south-side squad units to the north-side of the City. . . .

Finally [the] investigation was unable to find any days when all the squads were sent out of districts 2 or 6, or when just one patrol car was left in district 6.<sup>55</sup>

### **Block Clubs and Community Policing**

Block clubs work on crime prevention at the grassroots level by organizing neighborhoods to watch and report crime and suspicious activities. Block clubs coordinate their efforts with police district crime prevention officers. Arreola told the Committee:

We have over 2,000 block watch clubs in this city. Block watches are neighborhood watches whereby we develop this partnership with our citizenry to prevent crime before it occurs [and] to intelligently make our citizens aware of the kinds of precautions that they can make to develop a network and restabilize the community.<sup>56</sup>

The mayor's commission discussed community-oriented policing in its report. It defined community-oriented policing as a philosophy that broadens the focus of police accountability and stresses community involvement in combating crime and disorder.

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<sup>54</sup> Survey of Inter-District Dispatching for the Month of September 1992, Milwaukee Police Department, Jan. 29, 1993.

<sup>55</sup> Ibid.

<sup>56</sup> Transcript, p. 32.

The commission supported the idea of community policing and encouraged the MPD to implement this policing strategy.

The purpose of community policing is to meet the needs of the community, as determined jointly by police and members of the community. It is a proactive, decentralized approach that involves the same officer in the same community on a long-term basis, building trust and cooperation with residents and businesses. Ultimately, community policing empowers the police officer and the community.<sup>57</sup>

There are three community policing projects in Milwaukee. One is Metcalfe Park, an area that is predominantly populated by African American citizens. It is bounded by West Center Street, North 27th Street, West North Street, and North 38th Street. The Metcalfe Park community policing project involves block watch groups, local churches, and other social, business, and government entities located in the area.<sup>58</sup> Chief Arreola described the accomplishments of the project:

In this program the development of the relationship with the community paid some important dividends. In the last 2 years, in this particular area, we have experienced some dramatic declines in the crime rate. . . .

Overall, you are looking at a 1 percent [decline]. . . . [There is a] reduction in robbery, reduction in sexual assaults, a reduction in homicides, a reduction in burglaries.

I am not going to tout this as a major success. This is an ongoing project and it is a development program so that [the department] can continue to work not only at reacting, but somehow working behind the scenes with our community.

Officers from the Milwaukee Police Department are coming down to see how they can resolve. . . complaints, to become more involved, and that is what community policing is all about. It goes. . . to working with the citizens to resolve this conflict [or] to resolve that problem.<sup>59</sup>

## **Community Relations**

Father Albert DiUlio, president of Marquette University and chairman of the mayor's commission, stated that relations between the police and the community have improved markedly in recent years. In his opinion, two things have impelled this process: (1) a streamlined complaint procedure, and (2) greater accessibility of the police. He commented:

The [mayor's] commission recommended much of actually what was going on in a lot of areas and has continued to go on in a much broader scale. [One] is [that] the complaint procedure be simplified and accessible. The second thing, far more important, was the accessibility of police officers in the neighborhood. . . . The fact that the captains of each district are available in the neighborhood every month within the district for just informal discussion, even if it is not used, the fact that it is available, does a great deal [of good].<sup>60</sup>

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<sup>57</sup> Mayor's commission, pp. 13-14.

<sup>58</sup> The other community policing projects are Avenues West and the Harambe Project.

<sup>59</sup> Transcript, pp. 33-34.

<sup>60</sup> Ibid., p. 73.

**TABLE 3-5  
Milwaukee Police Department Community Service Offices**

District	Location	Hours	Staffing
1	600 W Wisconsin	8am-9:30 pm, M-F	1 PO; 1 civ
2	1028 S 9th St.	10am-4pm, MW; 4pm-6pm, T	2 POs
3	2305 N 49th St. 3pm-6pm, W 2445 N 34th St. 2100 W Wells St.	2pm-5pm, M; 6pm-8pm, T&Th; 2 POs	2 POs 1 Lt, 3 Sgts, 3PAs, 10 POs
4	3524 W Villard	3pm-6pm, Th; 10am-2pm, Sat	1 PO
5	510 E Burleigh 1450 N 6th St. 2201 N Dr. MLK	3pm-6:30pm, T&Th 2:30-5:30pm, MWF 3pm-5pm, MTW&Th	1 PO 1 PO 1 PO
6	2137 Greenfield	2pm-4:30pm, T&Th	1 PO
7	4620 W Burleigh	3pm-6pm, MW&F	1 PO

Source: Milwaukee Police Department.

The mayor's commission report noted that the MPD has made efforts in recent years to demonstrate commitment to its policy of working with the public. District station captains meet regularly with community groups. Stations and their captains are accessible to any resident with concerns about crime-related issues or about the behavior of police department personnel.

Crime prevention activity is organized through six neighborhood advisory councils, one in each police district, with the exception of the downtown district. Functions of the neighborhood advisory councils include establishing goals and priorities for crime prevention in the district, liaison with community organizations, and coordination with the department for information and assistance.<sup>61</sup>

Chief Arreola discussed his department's policy of openness at the district level:

Captains [of districts] are directed now to be available to meet with their citizenry at least once a month out in the community. . . . The key is to have meaningful relationships with the community we serve; that is the entire community. . . . Captain Howard Linsted of the 3rd district [is] addressing the issues of prostitution [and] issues of drug abatement. Captain Johnny Smith of the 7th district is developing a special program on drug prevention. . . working with the community. Captain Grisham in the 5th district, [where there are] problems with drugs, problems with noisy radios, has begun to develop approachable, meaningful [solutions].

A lot of information that comes forward is anecdotal; you tell me you called the police, they did not show for an hour and a half. I take that to the next person I talk to and pretty soon it is a fact of experience. So for reinforcement, for feedback, we try. . . to encourage people to bring [issues up] so that we can look at it. If there is something we can improve or correct or at least explain so that people understand the system.<sup>62</sup>

<sup>61</sup> Mayor's commission, pp. 14-15.

<sup>62</sup> Transcript, pp. 53-54.

In addition, Chief Arreola said that at his direction a public information office has been established with police officials available to the press on a 16-hour basis to provide information from the department to the public. There have also been two symposiums at Marquette University for the press and the police so that the two entities could reach a cooperative understanding.

Finally, there are community service offices in each district, where citizens can come and discuss community concerns. Staffing and hours vary among the districts. Table 3-5 lists the schedules of the community service offices. Districts 3 and 5 both have three sites for the community service offices, the most sites among all the districts. In addition, among the residential districts, district 5 has the greatest number of actual police hours devoted to community service.<sup>63</sup>

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<sup>63</sup> District 1 has the most hours devoted to community service. Most of this time, however, is dedicated to staffing the recruitment office.

## Chapter 4

# Quality of Police Service to the African American Community

The quality of police service involves a number of issues, police courtesy and sensitivity, response time, and public access to the complaint process. The quality issue is more difficult to analyze than actual levels of service, as quality of service is not quantifiable. The issue is further complicated in Milwaukee by the fact that the African American community appears to have one impression of police quality in their community and the police another.

The dangers of even the perception of disparate police quality were related by James Hall, an attorney engaged in general practice, including a specialty in civil rights. He said that policing in a democracy must be considered fair and impartial by the citizenry. If it is not, an erosion of law and order begins to permeate and affect the entire community.

It is vital for all citizens of a community to believe that police can be relied upon to perform their duties in a fair and even-handed manner. Otherwise, our system of law and order breaks down for two reasons. First, when certain citizens feel that they cannot rely on police for protection or equal treatment, they may be encouraged to take matters into their own hands, thereby encouraging lawlessness. Second, at the same time, such a situation engenders conflict between that segment of the citizenry and the police. . . . Moreover constant confrontation. . . with those aspects of society engenders in some [police] officers such a view of the public that they are supposed to serve that they cast aside their role as servant for a role of soldier or warrior.<sup>1</sup>

According to Chief Arreola, the Milwaukee Police Department is committed to seeking on an ongoing basis, recommendations, suggestions, and participation from the African American community in order to maintain a positive relationship with the community. And there was testimony from many different organizations, presenters, and points of view that Chief Arreola has been actively committed to improving the relationship between the department and the African American community.<sup>2</sup>

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<sup>1</sup> Testimony before the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, factfinding meeting, Milwaukee, WI, Apr. 22-23, 1993, transcript, p. 232 (hereafter cited as Transcript).

<sup>2</sup> Such sentiments were expressed by Reverend DiUlio (president of Marquette University), Alderman Gordon, Stan Stojkovic (Criminal Justice Department, University of Wisconsin-Milwaukee), James Hall, Jeannetta Robinson, Felmers Chaney (NAACP), and Wesley Scott (Chamber of Commerce).

Rev. Albert DiUlio was quoted publicly, stating that the reality of racial bias among some Milwaukee police officers seems beyond question.<sup>3</sup> Responding to reporters' questions on the mayor's police-community relations commission, he said:

Many witnesses [before the commission] perceive that they or their group are singled out routinely for mistreatment and selective enforcement. That these perceptions bear considerable truth and reality seems beyond question.<sup>4</sup>

Jeannetta Robinson, president of Career Youth Development, related personal incidents of police rudeness and lack of cooperation.<sup>5</sup> She said that, although there are and have been many fine officers in the department, her negative experiences with the police were not untypical in the black community.

I do not want to just talk about the bad. People only will emphasize the bad. There are many fine white police officers [and] police officers of all colors that have always been good and always did good. But there are those who are still there and who. . .do not relate to African Americans as people.

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<sup>3</sup> The events leading to the formation of the mayor's commission on police-community relations is set out in its report:

On July 22, 1991, Milwaukee and the nation were shocked and horrified by the discovery of a serial killer in [the City]. A distraught man with a handcuff on his wrist flagged down a police car and reported that he had been attacked. The officers accompanied him to the apartment where the attack had allegedly occurred, noticed an offensive odor, and on investigation found human body parts and photographic evidence of mutilation. Jeffrey Dahmer, the 31-year-old white man who lived in the apartment, subsequently confessed to 17 homicides.

On July 25, it was learned that two months prior to Dahmer's arrest, the Milwaukee police department had been called to an incident involving Dahmer and Konerak Sinthasomphone, a 14-year-old Laotian boy, brother of the boy for whose sexual assault Dahmer had served ten months in the House of Correction and was still on probation. That incident occurred on May 27 at approximately 2 a.m., when two squad cars responded to reports of a naked young man on the street near Dahmer's apartment. . . . The officers escorted Dahmer and Sinthasomphone to Dahmer's apartment, where they noticed an offensive odor but attributed it to a bowel movement and made no further investigation. . . . Dahmer has since confessed to killing Sinthasomphone shortly after the officers left.

On July 26, chief Arreola suspended with pay the three officers involved in the incident, pending investigation by the MPD. The Milwaukee Police Association, the police union, stated that the suspensions were a form of prejudgment. The union polled its membership for a vote of "no confidence" in chief Arreola.

On August 1, chief Arreola released tapes relating to the May 27 call to 911. The tape began with a woman calling to report a naked young man on the street. This was followed on the tape by squad officers laughing as they reported back to the dispatcher. . . . [The caller] persisted in asking about "the child", and was told repeatedly that he was an adult and everything was alright.

On August 6, Mayor John O. Norquist announced the formation of a citizen commission on police-community relations. Mayor Norquist asked the citizen commission to "examine the Milwaukee Police Department's performance of service to the public, particularly in the areas of responsiveness and sensitivity to diversity with the community. (1991 Mayor's Commission, p. 1.)

On July 31, 1991, the Wisconsin Advisory Committee issued a statement calling for local and State officials to investigate the civil rights aspects of the Dahmer case. One of the specific topics recommended for investigation by the Committee was: "To what extent, if any, did the race. . .of the alleged perpetrator or victims affect the response of the police?" (See appendix IX.)

<sup>4</sup> Lisa Holewa, "Bias Seen Among Milwaukee Cops," *Chicago Sun Times*, Oct. 16, 1991, p. 5.

<sup>5</sup> Career Youth Development is an organization located on the north side of Milwaukee engaged in the rehabilitation of juvenile offenders. The organization works cooperatively with the Milwaukee Police Department in several programs.

[My organization] gives toys to [children] Santa Claus forgets. Because we work with gang kids, most [of them] never receive anything for Christmas, no love, no support. We served 5,000 people last year. . .so they could experience love, so they would not become gang members. I had \$600 in my pocket book to buy the kids toys and clothes. Usually when I get out of my car in my home, I live in the highest crime rate area, people usually help me; they know I have asthma. A young lady came up to me and said, "Ms. Robinson, may I help you?"

Well, when she got up on me she snatched my purse with the \$600. Well, I had to call the police. Two policemen come in who do not recognize who I am, however, that should not have made a difference-[and] they were very nasty and rude to me.

They asked me to recount the crime and I am telling them, "the lady is running that way and if you just go down that way you can catch her and then we can go through all of that." [The police officer] said, "Show me what she did." I told him. And he said, "Show me again what she did." So I touched his arm [to show him].

He snatched away [and] pulled out his gun. He said, "Don't you do that. You can get killed like that." I looked at him and found he was very serious. He was probably frightened to death, so he pulled a gun on me. I [was] an innocent person, [who] called on him for protection [because] my purse had been stolen, and he pulled a gun on me while the criminal got away.<sup>6</sup>

I have had my car stolen and could not get any help. I went from station to station, again to be treated like a criminal. [I] had to go out and find my own car. And then after I went into a very [heavy] drug area where they had stolen it and the drug people had it and were stripping it, I called [the police] and. . .could not get them to come.

So that is the ugly. But those things can be worked out and are not a reflection on the present [police] administration, because the present administration is trying to work these things out. But you do need to know that in spite of the fact that we have a wonderful police chief and he has put together a wonderful administration and many programs, there are still many divisive things going on, because the old regime of police officers who actively practiced racism [still] go out [and police] in the community.<sup>7</sup>

## **Police Interaction with the African American Community**

In reporting to the mayor, the mayor's commission on police-community relations made recommendations in five broad areas: community-oriented policing, police officer training, personnel management, citizen complaints against police officers, and the fire and police commission. In its general recommendations under personnel management, the commission was unambiguous about stating that the command staff has ultimate responsibility for the behavior of police officers. It further recommended that the department take steps to insure supervisors at all levels be held accountable for the actions of their subordinates.

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<sup>6</sup> Transcript, pp. 246-48.

<sup>7</sup> Ibid., pp. 252-53. Later in her testimony, Ms. Robertson spoke further of recent attitude changes among police officers. Referring to the theft of the \$600: "The police union also had heard over the [dispatch] that my purse had been snatched. And in less than 24 hours the policemen had taken up a collection of \$600. . . . The difference between the old system and [the new] is that [in the past] nobody would have cared." (Transcript, p. 272.)

The Department must institute policies and procedures to make supervisors at all levels accountable for reinforcing department values in those they supervise. Command staff must take ultimate responsibility for the behavior of officers in our community.<sup>8</sup>

Reverend DiUlio noted that the perception of lower quality of police service in the African American community may be rooted in two factors. On one hand, there is a residual feeling in the black community of lower standards of service stemming from a history of disparate treatment by the police department. On the other hand, there is also a sense of frustration with the increasing violence in the community and a feeling the police are not doing all they can to stop it.

I suspect the perception [that the quality of service is different in the African American community] stems very much out of an historical feeling that such has been the case for a long time. . . . And I think that this perception existed then and continues to exist. . . . I think some of that may go back to a long history of the department, at least until the 1980s, [having a] racial distribution [that] was not broad. It has become much more so, and that takes a long time to work it's way into community structures and into the community psyche.

You [also] have added criminal activity in certain parts of the city and. . . people do not feel comfortable that they are being protected . . . . Also there is a considerable stratification by social, economic status. And poor areas of the community tend regularly to feel less well served.<sup>9</sup>

Several individuals told the Committee of a perception in the African American community that the police would do little to help them. Marvin Pratt, alderman of the 1st district for the city of Milwaukee, related that a common attitude in the black community is that the police are only there to prosecute.<sup>10</sup>

There is a constant feeling of the policeman not being there to assist you, but being there to prosecute you. And we have been dragged through the water because we had the nerve to talk to other dissenting groups of individuals. . . about how we could collaborate to make this a better neighborhood.<sup>11</sup>

Testimony indicated that most police officers are courteous and helpful when dealing with members of the African American community. However, it also appeared that there are substantial numbers of occasions when police officers are overtly rude and uncooperative with members of the African American community.

Wesley Scott, member of the Metropolitan Milwaukee Association of Commerce and a member of the mayor's commission on police-community relations, related that the mayor's commission heard numerous allegations of police abuse.

Indignities. That came up often in terms of the hearings and we listened. . . how individuals were humiliated, demeaned. These were the kinds of stories that we heard. . . . This harassment, particularly in terms of gays and lesbians, was pointed out repeatedly. Profanity

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<sup>8</sup> Mayor's Commission, p. iii.

<sup>9</sup> Transcript, pp. 70-71.

<sup>10</sup> District 1 on the city's north side is more than 90 percent African American.

<sup>11</sup> Transcript, p. 451.



in terms of being on the scene and as. . .related to victims, not the criminals, but profane and vulgar language relating to the victims themselves.<sup>12</sup>

Dr. Stojkovic supported Mr. Scott's recollection of testimony before the mayor's commission on police-community relations concerning police decorum, and added that another theme that emerged from the minority communities was that the police often did little to help.

As a commissioner of the blue ribbon commission a few years ago in Milwaukee, this was a common current theme expressed by people who came to the public hearing that they believed response time was slow, they believed that there was not enough done, and that civility was an issue.<sup>13</sup>

Shirley Warren, representing the Milwaukee Urban League and a neighborhood block watch coordinator in police district 7, told about her experiences with police insensitivity.

When I call the police and ask them to come out because I have a need for their service. . .they come in and they are either very impatient. . . . This is a complaint that I hear from almost everyone that has called the police. . . . How the police handle the people [in the African American community] is tremendously different from other communities. And this is particularly true in one of the areas where it is a changing community. . . . The police kind of see that as a people of color and when they come they just handle them very crassly.<sup>14</sup>

Mr. Hall maintained that this disrespect for the African American community flows in part from individuals in the community, unfortunately including some elected officials, who make statements perceived as hostile relative to the right of African Americans to expect fair and respectful treatment from the police.

Rev. LeHavre Buck, executive director of Harambe Ombudsman Project,<sup>15</sup> maintained that rudeness by police officers to African Americans is routine. He also alleged that these practices have not changed as a result of new leadership at the police department:

Regardless of your age, whether you are a young African American male or an old African American male, you are treated with no respect from the police department. . . . We took a survey of 91 people over this week and found that out of that percentage 37 percent of those people indicated that the police acted rude or aggressive and that means 67 percent were very kind.<sup>16</sup>

[This] is business as usual, business as usual regardless of who is at the top. The people on the bottom are still doing what they did before. And the only way you are going to change that is to take some names and [discipline] the ranks.<sup>17</sup>

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<sup>12</sup> Ibid., pp. 260-61.

<sup>13</sup> Ibid., p. 115-16.

<sup>14</sup> Ibid., pp. 420-21.

<sup>15</sup> The Harambe Ombudsman Project is a community-based organization of African Americans with programs for drug treatment, housing rehabilitation, foster care, and job placement.

<sup>16</sup> Transcript, p. 425-26.

<sup>17</sup> Ibid., p. 456-57.

Ms. Warren and Mr. Hall supported Reverend Buck's allegation that things have changed little in terms of civility despite the new administration. Hall remarked that there remain in the department a number of officers "who view certain matters within the minority communities as trivial and not to be taken as seriously [as those in the white community]."<sup>18</sup> Warren stated:

I have experienced captains at three departments [and] all I know is people underneath them undermine them all the time. . . . Even though we have African American captains, [my complaints] get passed around. So even though the captain is saying [one thing] at his roll call and all of that, they still [act the same as always].<sup>19</sup>

Ms. Robinson also said that there were police officers in the department undermining attempts of the new administration to serve African Americans and improve the relationship between the department and the black community.

In spite of the fact that we have a wonderful police chief [Arreola] and he has put together a wonderful administration and many programs, . . . there are many divisive things going on whereas the old regime of police officers practice racism actively. . . . [Some of these police officers] pick on people who they know are unlearned, and this is divisive because people in the community begin to think what the chief who is trying to do what is right is not. [There is] too much leftover Breier people who are still carrying out that old regime.<sup>20</sup>

Einar Tangen, a staff participant of the mayor's commission on police-community relations, stated that the Dahmer incident is an example of the police culture that exists in Milwaukee.

It bothers me that the Dahmer incident has become a focal point [for studying police-community relations] because it really should not be the focal point. In fact I think it is an example. You should look at the outburst of that and say what does it say about the corporate culture of the Milwaukee police department.<sup>21</sup>

Alderman Butler agreed with Mr. Tangen and asserted that racism is still an integral part of the MPD. He served 27 years on the Milwaukee police department, and served during the Breier era and into the Arreola era. He related that when he was recently asked by a gentleman that came to his office last month if racism still existed on the police department, he replied there was racism in 1966 and it is just as prevalent today as it was then as far as he was concerned.

Hall said that the city, the African American community, and the police are in a period of transition. There are efforts with the new police administration to give better service to the African American community. But prior to the present chief, the police were perceived as overtly hostile to the black community, and this perception was abetted by reported comments of former Chief Breier.

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<sup>18</sup> Ibid., p. 237.

<sup>19</sup> Ibid., p. 456.

<sup>20</sup> Ibid., pp. 252-53.

<sup>21</sup> Ibid., p. 311.

The city of Milwaukee is emerging from an era during which the minority communities, particularly the African American community, perceived itself as and, in fact, was to a considerable degree faced with a blatantly hostile police department. . . . I personally recall an instance in connection with some research that I was doing for the chapter 220 student transfer program, whereby students from the central city could transfer to suburban communities and to communities within the city that were predominantly white. Former Chief Breier said he was opposed to [the program] because this means just transporting crime out to white areas.<sup>22</sup>

Others who appeared before the Committee testified that the police were helpful and cooperative. John Fuchs, an attorney in private practice with experience representing police officers, noted:

It is very difficult for an officer to spend many years in inner-city areas. . .to break up bar fights by guys that are an inch away from playing in the NFL, to pull a kid out of a burning building after the fire department has already decided they are not going in anymore, to do all of that sort of thing and then to be called a racist. . . . Please do not base findings on any erroneous assumptions, particularly that other than members of the human race can provide protection and good services to any part of the city.<sup>23</sup>

Sgt. Frankovis maintained that he and other police officers do not treat any complaint as a trivial matters, telling the Committee that as a police officer he does not tell someone that their complaint is insignificant because there is something more serious happening somewhere else. He stated that people in every community of the city wanted police service and that the police should try to be giving it to them.

Dr. Palermo, who worked as a psychiatric consultant to the City of Milwaukee, said that in his work experience in the jails he has only encountered empathetic and good police officers.

I do see a great number of black officers, police officers who are capable, who have empathy, who are good and who I would say are well trained and relate to the black inmates quite well. At the same time, I also have to say that there are many white officers that are empathetic and they are relating to the inmates well.<sup>24</sup>

Several presenters urged more sensitivity training for police officers. Alderman Gordon agreed that more sensitivity training is needed for police officers.

There is attitudinal responses by police officers when they arrive on the site, and that is something that has always been a problem with the [African American] community. I think those are the kinds of things that the department can deal with in terms of sensitizing officers as a part of their training how to respond. . . . That is the kind of thing that people who live in that area have a real concern about. They see it as being analogous to any hard core criminal situation that a police officer may take as not being very important. They see it as being critical. So, when the calls come in, one of the first things that officers generally do is [tell them] "call your alderman."<sup>25</sup>

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<sup>22</sup> Ibid., pp. 233-34.

<sup>23</sup> Ibid., pp. 293-94.

<sup>24</sup> Ibid., pp. 187-88.

<sup>25</sup> Ibid., p 118-19.

Dwight Welch, a Milwaukee police officer who trains police recruits at the police academy, said there is a need for police officers to learn about relating to the different parts of the community. The problem is that such issues are often left uncovered in training due to time constraints and the feeling by some that the topic is of secondary importance.

We are talking about relationships with the community and that is part of the problem. Because it is not in our training. Just the other day when we were at the academy, one of the issues we were supposed to discuss was sexual harassment. The instructor who is giving the overview of what we are going to be discussing says we are going to be discussing riot control. On yes and we are supposed to talk about sexual harassment. Sexual harassment is not good, and if we have time we will cover it. If we have time. And it was never covered. But if you check our training force, we probably have. Is that training?<sup>26</sup>

Ms. Robinson agreed that more cultural training is needed by the police. But she added that the present administration is working with her organization to provide such training.

I think the most horrendous thing that happens in the African American communities across the State is that victims are treated as if they are the criminals. They are spoken to that way, and then they act that way. So we must retrain our officers to treat people differently.<sup>27</sup>

[After the Dahmer incident] I presented a proposal [to the chief]. I said we don't want any money, we just want the recruits to come through so we can share and they can share with us how they feel. We can get to know each other. . . . After that the police did enact [the proposal] and right now at our place every recruit comes through our place. We have a group of 30 to 40 recruits for two days. Each one spends 2 days at our place.<sup>28</sup>

The mayor's commission on police-community relations addressed the issue of appreciating diversity. The report, submitted to the Committee by Reverend DiUlio, made a specific recommendation that diversity training be a specific focus of the department.

The content of recruit training and in-service training must clearly reflect the . . . goal of appreciating diversity. Officers must be trained in the practical topics of their profession, but they must also be trained in styles of behavior which respect all people as individuals. The use of stereotyped examples in training promotes thinking in stereotypes. The duty of police officers is not to be moral judges, but to uphold the law and to provide protection and service to all.<sup>29</sup>

## Response Time

The mayor's commission on police-community relations called for the implementation of community-oriented policing. The goal of community-oriented policing is to bring increased community resources to bear on the task of ensuring public safety. Traditional-

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<sup>26</sup> Ibid., p. 361-62.

<sup>27</sup> Ibid., p. 246.

<sup>28</sup> Ibid., p. 275.

<sup>29</sup> Mayor's Commission, p. 22.

ly, police agencies commit most of their time to answering calls for service. Problem-oriented policing looks for patterns and attempts to address the underlying problems that result in these calls.

Dr. Stojkovic noted that community policing is not new, nor is there one accepted definition. He argued that community policing as a strategy should be studied within the context of an overall crime fighting strategy, and police response time be examined in that framework.

Community policing. . .has a lot of definitional problems and needs to be understood in a larger context. . . . What we should do is develop a strategic plan that tells where [we] are allocating [our] resources and what is [our] rationale. A common theme expressed by people who came to the public hearing was that they believed response time was slow. [But] response time research indicates that getting there is not the problem, the problem is people call [the police] too late. . . . A lot of studies have been done that getting there is not the problem, . . .it is getting there in an appropriate time.<sup>30</sup>

So although response time is an important issue to the community, it is often a nonissue in terms of crime protection. Often there is a critical time lag between the commission of a crime and calls for police assistance, sometimes for very legitimate reasons. Instead of concentrating just on police response time, I think efforts would be better directed at improving police-community relations, what some would consider community policing, so that citizens will call the police right away, and I think that is what this department is trying to do.<sup>31</sup>

The Committee received average response times for priority 1 and priority 2 calls during 1992. The times are shown by district in table 4-1. The median average response

**TABLE 4-1**  
**Priority 1 and Priority 2 Median Squad Response Time By District, 1992**

District	Priority 1 Response time*	Priority 2 Response time
District 1	5.9	8.7
District 2	10.4	10.4
District 3	8.6	13.2
District 4	8.3	10.9
District 5	7.9	10.5
District 6	7.6	10.2
District 7	9.0	12.2
<u>Median average</u>	8.2	10.9

Note: Response time is defined as starting the second telecommunicators receive the call and ends when the squad actually arrives at the scene.

Predominantly African American districts are shaded.

Source: Milwaukee Police Department data.

<sup>30</sup> Transcript, pp. 109, 128-29, and 139.

<sup>31</sup> Stan Stojkovic, telephone interview, May 6, 1994.

time for priority 1 calls was 8.2 seconds. Excluding district 1, primarily the downtown commercial district, the average response time for the six residential districts in the city of Milwaukee is 8.6 seconds.

The three police districts that are predominantly black, 3, 5, and 7, had response times similar to the other districts. District 3 response time was equal to the median average; district 5 was below average; district 7 was higher than average. None of the district response times were significantly different from the median average.<sup>32</sup>

The median average response time for priority 2 calls was 10.9 seconds. Excluding district 1, the average response time for the six residential districts was 11.23 seconds. District 3 and district 7 average response times were above the average; district 5 response time was below the average; response times for districts 3 and 7 were significantly higher than the median average.<sup>33</sup>

Mr. Ward said that a 1991 study in Milwaukee showed that responding to calls uses virtually all of a police officer's time:

Of the number of hours of patrol time available, 94 percent of that time is committed to answering calls. There is very little other time to patrol neighborhoods and respond to other types of less serious types of calls.<sup>34</sup>

Still, the perception among many of those testifying was that police response was slow in minority communities. Mr. Ward, himself, acknowledged this:

I guess there is a problem with perception as to how certain people in the community are treated. I look at things that I have read in the paper where there is a beer party at the university on the east side and several hundred people were arrested; they found resources to respond to those calls. Yet when other citizens call with problems around their neighborhood, there is little or no response in many cases, or it is downgraded to a less severe problem.<sup>35</sup>

Alderman Pratt and NAACP president Chaney attested to slow police response in the black community. Mr. Pratt stated:

If you would ask me what is the major complaint from my constituents relative to the police department, it is poor response time, poor response time. Have I experienced that? Yes, I have. Because I had a burglary in 1988 and I remember it took at least an hour for the police department to respond. I remember saying [to my wife], "I don't want to use this alderman Pratt stuff, I just want to see how they respond to everybody else." Finally my wife said, "You have to call them and make sure they get here." So finally, after 45 minutes I said, "This is alderman Pratt, someone broke into my house." It took about 15 minutes then.<sup>36</sup>

Mr. Chaney asserted that the police only respond quickly to shootings in the black community. Everything else is ignored.

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<sup>32</sup> The standard deviation for the priority 1 calls for the six residential districts is 0.99. Testing the differences between means yields:  $z=-1.75$  for district 5, and  $z=1$  for district 7.

<sup>33</sup> The standard deviation for priority 2 calls for the six residential districts is 1.2. Testing the differences between means yields:  $z=4$  for district 3, and  $z=2$  for district 7.

<sup>34</sup> Transcript, pp. 135-36.

<sup>35</sup> Ibid., pp. 103-04.

<sup>36</sup> Ibid., p. 433.

Like the gentleman [Ward] said, if they [the minority community] have a crisis and they need a policeman, if they talk about a shooting someplace, police show up. If it is anything else, they say [the police] don't come.<sup>37</sup>

June Perry, executive director of New Concept Self Development Center, related that no response to calls for police assistance is often her professional experience.<sup>38</sup>

Many of the women in our community are in very vulnerable situations, and the only people that they feel can protect them are the policemen. Oftentimes there is no response. . . . The women are trapped and they are waiting on policemen to come and either take away the perpetrator or remove them to a situation where they are safe. And sometimes they sit [and wait] and [the police] never get there.<sup>39</sup>

Ramon Wagner, founder and director of Community Advocates, explained that those with cultural capital get police service. Those who can relate to whatever the mainstream culture is, can communicate better, and get a response.

Police protection really comes down to a question of access to the bureaucracy. Low income neighborhoods, and we can translate that into black neighborhoods, historically have difficulty in accessing institutions and bureaucracies that they need to maintain their security. . . . [An effective strategy to neutralize this difficulty] is for the leadership in the bureaucracy to commission people at the bottom level to use their ability to communicate. . . create the kind of freedom where people see their mission as relating to people instead of carrying out the authority of the institution.<sup>40</sup>

A theme of several presenters was that the combination of slow response and police indifference made many in the African American community reluctant to call the police about any matter. Mr. Hall related a personal incident:

I was a victim of an armed robbery in the central city. I was going to get into my car and someone came upon me and robbed me at gun point. . . . I was relieved that nothing else had happened, and I did not call the police.

When I went to work and I told people, everybody said, "Well, did you call the police?" I didn't call. . . because I didn't really feel that there was any use. I felt like I was already a victim and I would now be a victim of the police. . . . I am saying I think people [in the African American community] have these feelings of frustration.<sup>41</sup>

Ms. Warren expressed similar sentiments. She said calling the police often results in additional problems for the caller.

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<sup>37</sup> Ibid., p. 205.

<sup>38</sup> New Concepts Self Development Center is a private, non profit social service agency serving low-income children.

<sup>39</sup> Transcript, p. 413.

<sup>40</sup> Ibid., pp. 194 and 217.

<sup>41</sup> Ibid., pp. 269-70.

I am also told by many of those people that volunteer in other [community] programs that they are very reluctant to call the police because it is going to cause them additional problems. So they do not report the information.<sup>42</sup>

Reverend Buck also stated that there was a problem with reporting crimes to the police if you were an African American. He said he had personal concerns that calls to the police would give him additional problems. He said, "When I make a report of something [to the police], I am more nervous about making the report to the police than actually getting police help."<sup>43</sup>

### **Experience of Patrol Officers**

A collective bargaining agreement between the city of Milwaukee and the Milwaukee Police Association covers rates of pay, hours of work, and duty assignments. Article 55 reads:

An employee shall, upon appointment and after taking and subscribing his oath of office, be assigned to night duty in a police district designated by the Chief of Police. Employees shall be assigned to day duty according to seniority in their respective ranks and positions. Temporary exceptions to such shift assignments may be made in accordance with existing Departmental practices.<sup>44</sup>

The effect of the agreement is twofold: first, the city's least experienced officers are on duty during peak crime times, evenings and nights, and second, experienced officers are not policing with new officers, teaching them effective strategies for dealing with the variety of situations facing a police officer.

The *Milwaukee Journal* reported that nearly one-half of the city's police officers have less than 4 years' experience.<sup>45</sup> In 1990 the number of police officers in Milwaukee was 1,273. Since that time the department has hired 671 officers, who now make up about 48 percent of the police officer strength.<sup>46</sup>

James Fyfe, a criminal justice professor at Temple University, was quoted as saying that pairing two relatively inexperienced officers is generally not a good idea. More experienced officers socialize their younger counterparts into a proper style of policing. Inexperienced officers need the steady guidance of veteran officers during their early years on the job.<sup>47</sup>

The mayor's commission also expressed concern that this particular contract provision had negative consequences, and noted that this practice seemed to be unique to the city of Milwaukee:

The contract provision which has greatest impact on the daily operation of the MPD is that of duty assignments. While assignment to police districts or other work units is reserved as a management right, the contracts, specify that new personnel at any covered rank must be

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<sup>42</sup> Ibid., p. 421.

<sup>43</sup> Ibid., pp. 423-24.

<sup>44</sup> Agreement between the city of Milwaukee and The Milwaukee Police Association, Local #21, I.U.P.A., AFL-CIO, article 55.

<sup>45</sup> Tom Held, "New Officers Need Mentors, Expert Says," *Milwaukee Sentinel*, Dec. 1, 1993, p. 5A.

<sup>46</sup> Ibid.

<sup>47</sup> Ibid.



assigned to "night duty" (second or third shift, called late and early in the MPD), with assignments to "day duty" by seniority in rank and position. At the rank of police officer, the next person eligible for transfer to "day duty" has more than 17 years with the department. Some department members now on days indicated reluctance to apply for promotion because it would mean working nights again. [The commission has] been told that this provision is not usual among police departments, most of which rotate shifts, and that Milwaukee may be unique among large departments.<sup>48</sup>

The commission recommended that officers, once their probation has been completed, spend the next 3 years working in a variety of units and assignments. This would give all officers a breadth of experience within the department.<sup>49</sup>

### **Citizen Complaints**

Both Nicol Padway and Reverend DiUlio referred to the citizen complaint procedure outlined in the mayor's commission report. There are two separate processes for aggrieved citizens. First, citizens may file a complaint with the fire and police commission. Second, citizens may file complaints directly with the police department at any district station.

Rule XXV of the fire and police commission allows any citizen to file a complaint against a member of the police department. The complaint must be made in writing and contain (1) the complainant's name and address, (2) clear identification of the accused officer, and (3) facts on which the complaint is based. The written complaint is filed with the fire and police commission.<sup>50</sup>

At the next meeting of the commission, the complaint is referred to the rules committee for review. After review, the commission votes on whether there is provisional jurisdiction and whether the charges are sufficient for commission action. If there is, the complaint is again referred to the rules committee, this time for investigation. Most commonly, the complainant and the accused are brought together in an attempt to reach conciliation.<sup>51</sup>

If conciliation fails, the rules committee recommends to the commission whether there is cause for a hearing of the accused before the commission. If so, the commission determines whether the accused should be suspended pending disposition, and sets a date for the trial. The hearing itself is informal, with "a liberal interpretation of the civil rules of evidence." Each party is entitled to appear at the hearing with an attorney and there may be a pretrial conference to narrow the issues.<sup>52</sup>

Citizens may also file complaints directly with the MPD at any district station. These complaints are handled internally by the police department and are not reported to the fire and police commission. In addition, complaints of a minor nature which are brought to

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<sup>48</sup> Mayor's commission, p. 29.

<sup>49</sup> Ibid., p. 30.

<sup>50</sup> Ibid., p. 32. A fire and police commission citizen complaint form is in appendix VIII.

<sup>51</sup> Ibid. According to the mayor's commission, analysis indicates that conciliation is successful in approximately 10 percent of the cases.

<sup>52</sup> Ibid.

the attention of the fire and police commission are often referred to district commanders.<sup>53</sup>

Mr. Padway stated that incivility by the police officer is the basis for the largest number of complaints received by the fire and police commission. He said:

The largest number of complaints that we receive is in the civility area. The number of complaints varies widely from year to year. We have gone from a low in 1987 where we had 42 to a high in 1991 to somewhere close to 100. And then in 1992 I believe they dropped down to about the 50 range.<sup>54</sup>

Many presenters expressed dissatisfaction with the complaint procedures. Some alleged the system was flawed, others maintained minorities were intimidated from complaining, and still others said that complaints at the districts were ignored.

James Barrett, a retired police officer, argued that the complaint system is flawed. Complaints made to the fire and police commission have to go through such a lengthy process that justice is not served.

It is incumbent upon the person making the complaint to come to the police department downtown, come to one of the top floors [through] an entire area, which can be intimidating to a person who is frightened by a badge to begin with, file their complaint, and then get an attorney who is willing to spend the time for no money. And the whole process is one that I have heard over and over leads to grinding a person up and spitting them out. It does not work for them on a good basis. It takes a long time and a lot of courage and stamina on the part of the complainant to go through with that process.<sup>55</sup>

Mr. Hall, who has done pro bono work on behalf of complainants before the fire and police commission, agreed, saying:

When I get a call from a person saying the police treated me this way, this happened, a large part of it is not only did this happen to the person, but the person perceives himself or herself as having no outlet. They are intimidated to even go to the fire and police commission to try and address their complaint because there is this whole history that there is no relief available.

Two years ago I was getting a lot of complaints from individuals who had matters before the fire and police commission and they got no relief. I decided to take on a matter pro bono. My proceeding took in excess of a year, and this was a person with a lawyer. I would request a hearing and it is always adjourned, or it is rescheduled, or the officers are not there. It went on like this with so many [postponements] that it really took more than a year to just finally get the hearing.<sup>56</sup>

Mr. Chaney stated that the NAACP also receives complaints about police activity. He said he refers them to the district station and sometimes calls the chief. He said that at some district stations blacks are not welcome, and the complaint process is discour-

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<sup>53</sup> Ibid.

<sup>54</sup> Transcript, p. 52.

<sup>55</sup> Ibid., pp. 306-07.

<sup>56</sup> Ibid., pp. 267-69.

aged. He also mentioned that complaints made to the fire and police commission take a long time to resolve.

When we do get complaints, we take the information and then forward that to the chief and usually he will respond. But I always like to follow procedure [so] I always send them back to the district captain, because that is where they should have started. I tell them that "If you don't make it from there, then you come back." Some of them do not come back, but I do know that some of them get turned off at that district station. And one of the other things that happens is that somebody [at the station] will advise them to go to the fire and police commission. Well, that is a long way around.<sup>57</sup>

I do not think that the public would object to going to the district station on a lot of cases. But once they go there you have to be treated like you are wanted. That is what turned people off and made them do a lot of things. For example, in one of the district stations where they had no black people, when blacks went there, they were not treated as if they were welcome. If I come with a complaint, somebody ought to be there to take them in the next room and take the complaint and work with them.<sup>58</sup>

Ms. Robinson, whose organization works closely with the police, said that many minorities are afraid to complain against the police.

I feel that one of the weakest areas is community monitoring. People who have police complaints are literally afraid to go down to the fire and police commission and fill out these complaints. In the past they have experienced such discrimination that even though it is a new day with the fire and police commission, the people do not have the faith based on past atrocities.<sup>59</sup>

The Committee requested and received from the police department a listing of complaints filed with the department. The listing was by district and race of the complainant. The most recent year for which data was available was 1990. There were 301 complaints received and reviewed by the department during this period.<sup>60</sup> Of these, 133 (44 percent) were filed at the district stations (see table 4.2).

In 266 complaints, the race of the complainant was known. Virtually all of the complaints filed with the police department were from whites or blacks. African Americans filed 130 complaints (49 percent); whites filed 122 complaints (46 percent). There were far fewer complaints filed by the public with the fire and police commission. In the 5-year period, 1986 to 1990, 203 complaints alleging police misconduct were filed with the fire and police commission.<sup>61</sup> This is one-seventh the number of complaints filed directly with the police department.

An analysis of the 203 complaints filed with the fire and police commission showed excessive force to be the most prevalent complaint. Misconduct, verbal abuse, illegal searches, and harassment were the other citizen allegations.<sup>62</sup>

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<sup>57</sup> *Ibid.*, pp. 207-08.

<sup>58</sup> *Ibid.*, pp. 213-14.

<sup>59</sup> *Ibid.*, pp. 256-57.

<sup>60</sup> Milwaukee Police Department in response to request of the Wisconsin Advisory Committee.

<sup>61</sup> *Ibid.*, p. 35.

<sup>62</sup> *Ibid.*

Fourteen complaints (7 percent) resulted in a hearing before the commission. Of those, the complainant was found to have failed to meet his or her burden of proof in 13 cases (93 percent).<sup>63</sup> The mayor's commission noted that most complainants indicated that they simply wanted an apology from the offending officer.

The mayor's commission was aware that complaints were filed with the department, but reported:

The [police] department has a written procedure (Section 4 of Personnel Investigations) for handling these complaints, but to the best of our knowledge the department maintains no statistics on number of complaints, subjects, or disposition.<sup>64</sup>

The dispositions of the complaints filed with the police department are unknown to the Committee.

**TABLE 4-2  
Citizen Complaints by District and Race of Complainant, 1990**

	Whites	Blacks	Other	Unknown
District 1	7	11	2	0
District 2	10	2	1	0
District 3	7	17	1	1
District 4	6	7	0	6
District 5	13	9	0	0
District 6	9	0	0	0
District 7	1	19	1	3
I.A.D.	51	37	7	11
V.C.D.	7	13	0	12
C.I.B.	10	13	1	2
LUCAD	1	2	0	0
C.O.D.	0	0	1	0
	122	130	14	35

Source: Milwaukee Police Department. I.A.D. is Internal Affairs Division; V.C.D. is Vice Control Division; C.I.B. is Criminal Investigation Bureau; LUCAD is Lockup and Court Administration Division, and C.O.D. is Communications Operations Division.

**TABLE 4-3  
Citizen Complaints Filed with Fire and Police Commission, 1985-1990**

Number	Percent	Allegation
83	40%	Excessive force
67	33	Misconduct
42	20	Verbal abuse
6	3	Illegal search
8	4	Harassment

Source: Mayor's commission. The analysis excludes cases still pending in 1991.

<sup>63</sup> Ibid.

<sup>64</sup> Mayor's commission, p. 32.

## Chapter 5

# Diversity in the Milwaukee Police Department

The diversity of the Milwaukee Police Department has been an issue before the Federal courts and a source of contention among some members of the police department and some segments of the community. In the last 10 years the police department has moved from a department nearly 90 percent white to one approximately 75 percent white. In 1982, 1,832 of the 2,079 sworn officers were white.<sup>1</sup> At the time of the factfinding 1,546 (76.8 percent) of the 2,013 sworn officers were white.<sup>2</sup>

The Community Relations Service (CRS) has reported that understanding cultural diversity is important to contemporary law enforcement efforts. The CRS has publicly stated that one major challenge for law enforcement officials is recognizing community and cultural diversity and insuring that local law enforcement responds to the community needs of culturally diverse groups.<sup>3</sup>

CRS acknowledges that there is a wide range of opinion on what type of person is best suited to handle the rigors of police work. However, several basic areas are paramount and need to be incorporated into overall consideration of the type of individuals recruited and selected to be police officers. One of the primary areas is the recruitment of a police force similar in racial and ethnic composition to the community it serves.

►The department should have a ratio of minority-group employees in proportion to the community it serves.<sup>4</sup>

The other two areas are:

► Continued emphasis should be placed on bringing into law enforcement people with a college background.

► Individuals should be psychologically suited to handle the requirements of the job.<sup>5</sup>

Chief Arreola concurred with the importance of having a police force that is diverse. He said that it was a goal of both his department and of the city administration to have an organization reflective of the community it served:

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<sup>1</sup> Demographic Profile, Milwaukee Police Department, 1982-1992.

<sup>2</sup> City of Milwaukee payroll system database, Apr. 1, 1993.

<sup>3</sup> Community Relations Service, U.S. Department of Justice, *Principles of Good Policing: Avoiding Violence Between Police and Citizens*, rev. March 1993, p.7.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

The goal of this police department, the goal of this chief, the [goal of the] fire and police commission and certainly for all of us should be to have a department that, in effect, mirrors the community that we serve, that is representative of all segments of our community.<sup>6</sup>

The fire and police commission authorized a study relating to the recruitment of women and minority police officers.<sup>7</sup> The report noted: "Studies have indicated that community attitudes toward the police are influenced by the racial makeup of the community."<sup>8</sup> The report also stated that prior to recent efforts by police departments to attract and recruit minorities, "police forces were typically the domain of white men, creating—rightfully or wrongfully—the perception that police existed to enforce the status quo of discriminatory social structures."<sup>9</sup>

The study also stated several reasons impeding previous attempts by the city to increase its minority and female representation on the force. The study noted:

Police work does not have a positive image in the minority community, and is not widely seen as an option for women in the white community.

Retention is as serious a problem as recruitment. In particular, black women report a lack of acceptance by others in the department, and say they would not choose this job again. Statistics show that black women resign at a higher rate than any other group.<sup>10</sup>

Mr. Chaney concurred with the need for a diverse police force. Now retired, Chaney himself was the first African American sergeant on the Milwaukee police force. He said that people relate better to people of their own culture. He added that from his experience on the police force some white officers have resisted increasing minority and female representation on the force. He continued:

One thing we all have to remember is that Spanish people talk better to their people than I can. Chinese speak better to their own, African Americans speak better to theirs. We need to even the police department out—not that they all should be [assigned] to the same area.

I remember when the average policeman had an 8th grade education, but he was smart enough to get acquainted with the people in this area that he was in, be they black, white, or green. So he had a friend. We don't do that anymore. So now sometimes education is wrong because when this department started to spread years ago, the remark was that we were going to have trouble in number 5 because the blacks are moving in. That was the remark out of the inspector. Now, these are supposed to be educated people.<sup>11</sup>

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<sup>6</sup> Testimony before the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, factfinding meeting, Milwaukee, WI, Apr. 22 and 23, 1993, transcript, pp. 41-2 (hereafter cited as Transcript).

<sup>7</sup> Report of the Milwaukee Fire and Police Commission on Issues Related to the Recruitment of Women and Minority Police Officers, July 1991 (hereafter cited as FPC Recruitment Study).

<sup>8</sup> Ibid., p. 2, citing: Nancy Apple and David J. O'Brien, "Neighborhood Racial Composition and Residents' Evaluations of Police Performance," *Journal of Police Science and Administration*, vol. 11, no. 1, 1983.

<sup>9</sup> Ibid., p. 4, citing: Hubert Williams and Patrick Murphy, "The Evolving Strategy of Police: A Minority View," U.S. Department of Justice, NJ, no. 13, January 1990.

<sup>10</sup> FPC Recruitment Study, executive summary.

<sup>11</sup> Transcript, pp. 216-17.

## **Court Orders to Increase Minority Representation**

In 1975 two separate lawsuits were filed against the police department and the fire and police commission alleging race discrimination in hiring.<sup>12</sup> As a result of the lawsuits, two court orders were issued by a Federal district court mandating increases in minority hiring.<sup>13</sup>

Mr. Padway recalled that, despite the court order, real changes in the department's hiring practices did not occur until 15 years later. The perpetuation of the status quo continued because the police department returned to the court and obtained exemptions from the court order.

Since 1976 the commission and department have been under a federal court order mandating a 2 to 3 hiring ratio. That is two minorities hired for every three majority hired. The commission struggled to meet that order and for the period 1976 to 1989 returned to the Federal court for exemptions from complying with this court order.<sup>14</sup>

Chairman Padway said that this pattern changed around 1990. The fire and police commission was reconstituted with new members, and in 1989 a new chief of police was appointed. Since that time there has been a commitment to find and recruit qualified minorities for the police department.

To increase minority applicants, the fire and police commission began to maintain a continuous open application period for those covered by the 1976 consent decree.<sup>15</sup> In addition, the police department and fire and police commission started making concerted efforts to locate and recruit eligible minority candidates. The result has been a significant increase in minority representation in the department without a compromise in quality. Mr. Padway stated:

In 1990 things changed. First there was a significant change in the composition of the commission itself [and] in commission staff.<sup>16</sup> We recognized that there were sufficient numbers of qualified minority candidates available and willing to apply to the [police] department if approached properly.

The police department created a recruitment team to assist the commission in recruitment efforts. The commission created background guidelines and a background review process was developed to eliminate arbitrary exclusions through the background investigation.

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<sup>12</sup> *United States of America v. City of Milwaukee, Harold A. Brier, et al.*, CA-74-C-480, consent decree, July 25, 1975, as amended; and *Christine Ward v. Richard Block, John Giacomo, William I Gore, Marjorie Marshall, and Charles W. Mentkowski*, individually and in their official capacities as members of the Board of Fire and Police Commissioners of the City of Milwaukee, CA-74-C-333, consent decree, Sept. 2, 1975.

<sup>13</sup> *Ibid.* The consent decrees are in appendix VII. Specifically, the decrees stated: "[I]n filling current and future vacancies in the positions of . . . patrol officers, the Milwaukee Fire and Police Commission shall appoint two black, Latin and American Indian applicants for every three white applicants appointed."

<sup>14</sup> Transcript, p. 83.

<sup>15</sup> Report to Mayor John O. Norquist and the Board of Fire and Police Commissioners, Mayor's Citizen Commission on Police-Community Relations, Oct. 15, 1991, p. 26 (hereafter cited as Mayor's Commission).

<sup>16</sup> In 1985 the fire and police commission consisted of four white males. The commission in 1993 is racially more diverse. The current fire and police commission members are: Chairman Nicol Padway, a white male, attorney in private practice; Robert Harris, African American male, retired educator; Kathy Harrell-Patterson, African American female, educator and private entrepreneur; Phoebe Weaver-Williams, African American female, law professor; and Leonard Ziolkowski, white male, head of the Milwaukee Area Technical College Police Science Program.

The League of Martin assisted by conducting tutorial sessions available to all persons regardless of race, creed, color, or sex. . . .

Results have been quickly achieved. First, the commission has not been required to go to Federal court for an exemption since 1989. More importantly, the demographic profile of the [police] department has improved significantly. . . .

The following percentage gains have been achieved in the last 5 years: white females have increased by 60.9 percent, African American males increased by 48.9 percent, African American females have increased by 36 percent, [American] Indian males have increased by 35 percent, Hispanic males have increased by 64 percent, and Hispanic females have increased by 100 percent.<sup>17</sup>

Employment and recruitment standards have remained unchanged during this effort to attract minority applicants. The applications process requires all individuals, first to make an application to the fire and police commission. To make an initial application for a police officer position, the individual must meet five minimum qualifications: (1) be at least 21 years old, (2) be a citizen of the United States, (3) be a high school graduate or GED,<sup>18</sup> (4) possess a driver's license, and (5) have no felony convictions. The following are the steps in the application process:

- ▶ Apply to the Fire and Police Commission. Applicants are given information about the testing process.
- ▶ Take a written, multiple-choice test. Only about half of all applicants appear for the test, which might be considered a form of *self*-selection.  
From this point on, only those who pass each stage of the process are allowed to proceed to the next stage. Those who pass the written test:
  - ▶ Take a physical agility test. Practice sessions are offered, and one re-test is allowed for those who fail the first scheduled attempt. Those who pass go on to:
    - ▶ an oral interview. As with all proceeding steps, this is conducted by fire and police commission staff. Police department sergeants and lieutenants are paired with commission staff as oral raters. Those who pass the oral interview are asked to:
      - ▶ complete a detailed Personal History Questionnaire, used as the basis for a background investigation. The investigation is conducted by police department personnel. There is an appeal process for those who fail the background investigation. Those who pass achieve:
        - ▶ placement on an eligible list. These lists are ranked by overall score, a combination of written and oral scores, with a military service factor. Classes are appointed from these lists, in rank order. Appointment is contingent upon:
          - ▶ a medical examination and drug screen at the time of appointment.<sup>19</sup>

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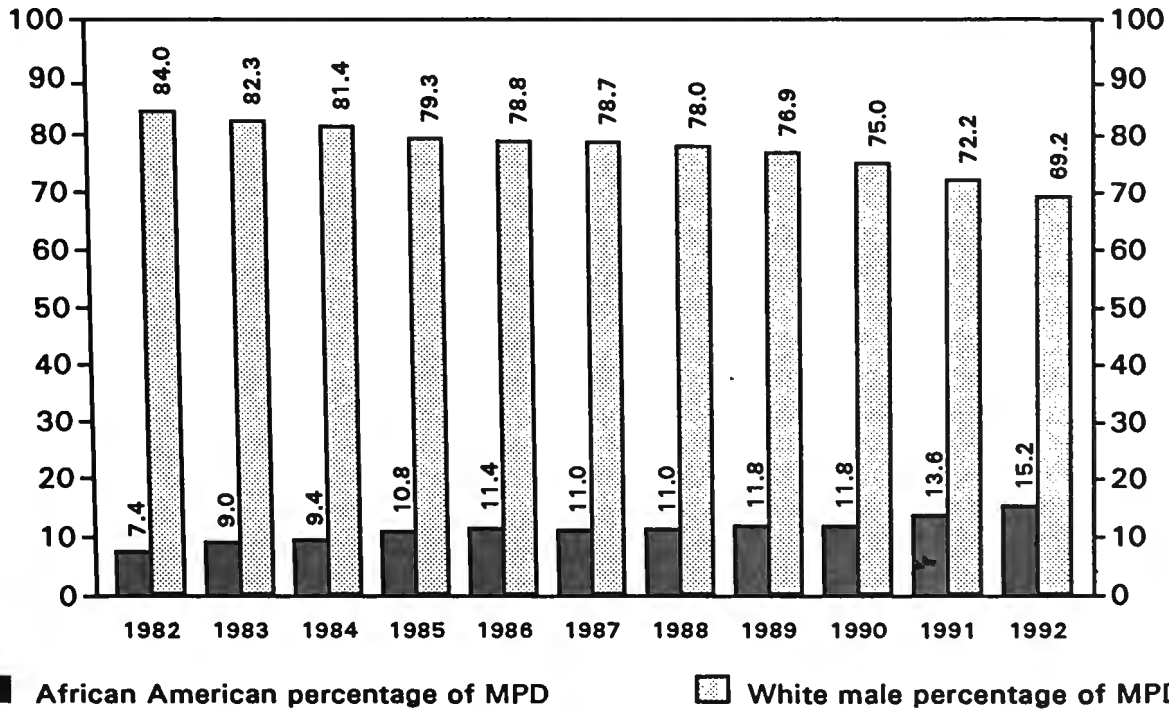
<sup>17</sup> Transcript, pp. 83-85.

<sup>18</sup> The mayor's commission reported that the Wisconsin Law Enforcement Standards Board intends to change the education requirements to 60 college credits beginning in 1994. (Mayor's Commission, p. 26.)

<sup>19</sup> Nicol Padway, letter to Constance M. Davis, Apr. 29, 1994, Midwestern Regional Office, USCCR, files (hereafter cited as Padway letter).



**FIGURE 5-1**  
**White Males and African Americans as Percentage of Milwaukee Police Department, 1982-1992**



Source: Midwestern Regional Office, USCCR, from MPD profile data.

Selected candidates for police officer must pass: (1) a multiple-choice exam, (2) a physical ability test that includes strength and agility, (3) an oral interview, (4) a detailed background investigation, and (5) a medical exam plus drug screen. The background investigation examines arrest and conviction history, employment history, financial history, and testimony of family, friends, and acquaintances as to general character. The majority of candidates fail at some point in the process; about 5 percent of the candidates are appointed to the police academy.<sup>20</sup>

Evidence was presented that the new recruits appear to be satisfied with the department. A survey conducted of 85 minority and/or female Milwaukee police officers found that generally women and minorities have positive attitudes about the police department. The survey, part of the FPC Recruitment study, noted in its report:

· Women and minorities in the Milwaukee Police Department perceive a positive movement towards more equitable treatment in recent years. . . . When the respondents were asked whether they thought promotional opportunities were available for them in the Milwaukee Police Department,  
 86 percent of white women,

<sup>20</sup> Mayor's Commission, p. 26.

79 percent of all women, and  
76 percent of minority men  
responded that they do believe promotional opportunities are now available to them.<sup>21</sup>

This commitment to increasing minority representation on the police force has not gone unchallenged. A group of police officers is in litigation with the city of Milwaukee alleging race (antiwhite) discrimination in the hiring and promotion of police officers. Similarly, the League of Martin challenges the assertion that the MPD and the fire and police commission have made any real commitment to increasing the diversity of the police force.

The group filing the recent lawsuit alleging racial discrimination in hiring is Law Enforcement Officers Against Reverse Discrimination (LEOCARD). Members of the group alleged that recent minority recruitment and promotion efforts have lowered the quality of the police force. Attorney Fuchs, who represents LEOCARD, stated:

Among the things I do in the course of my practice is represent an organization called LEOCARD and that organization is in litigation with Milwaukee. . . . In the course of my practice I have had the opportunity to represent an awful lot of Milwaukee police officers. . . . One of the things I have noticed and I want to share with you is this, I know an awful lot of members of the Milwaukee Police Department that carry with them a resentment, a resentment that often pervades the approach to your topic. . . . And that resentment is directed to those who assume that white male police officers cannot provide protection objectively and fairly in the African American community. That a white male cannot be sensitive to a female, cannot be sensitive to a member of the minority community.

. . . One of the best ways of providing good and adequate police protection, not only in the African American community, but in the city of Milwaukee, in any city, is to stress qualifications for being a police officer. To not recklessly lower or abandon them just to now say, "Well we must now be protecting the African American community because after all our police department is now x percent African American." It is [our] belief that that does not follow. That that is an erroneous factual premise.

It is also important to understand that if the approach to protecting Milwaukee's African American community inherently is destined to involve discriminatory practices as to white males, that you inherently cause resentments that are not healthy. . . . It is very difficult for an officer to spend many years in inner-city areas within the community. . . and then be called a racist if they resent that they are passed up for promotion.<sup>22</sup>

Officer Frankovis expressed similar sentiments. He also decried the notion that white police officers give a lower quality of service to minority communities than minority officers, and rejected the idea that recruitment be racially or gender based.

Mr. Chaney. . . tended to generalize that [African American] people are not treated right when they come to a police station to make a complaint. I will not deny that that may be the case in some instances, but I do not function that way, and I know too many dedicated supervisors across the Milwaukee Police Department's racial and gender lines who are very sensitive to

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<sup>21</sup> Bradley study, p. 6.

<sup>22</sup> Transcript, pp. 291-94.

concerns and complaints of all people. It not only hurts us when such general statements are made, because they totally discount and take away from the efforts of the majority of supervisors and police officers who try their best to provide the same kind of service they would want for themselves. The concerns of Mr. Chaney are not just a black thing that we white people would not understand.<sup>23</sup>

[To get good police officers] you have to start out with careful and selective recruitment. And I am not going to say that it has got to be a particular race [or a] particular gender. You have to look at individuals and somehow—and this is basically is asking for perfection which is unattainable—but. . .if we chase perfection we may catch excellence.<sup>24</sup>

Several members of the League of Martin believe that discrimination continues. They alleged that promotions of black officers have been thwarted and the new African American recruits are driven out of the department. There were allegations that the department and the fire and police commission were in an alliance to perpetuate this discrimination, that challenges from black officers to the status quo would effectively end a career, and that the local police union, the Milwaukee Police Association (MPA), was insensitive to minority members and primarily served the interests of the white officers. Lieutenant Wells said:

The city of Milwaukee is manageable, but we are en route to becoming a city that is out of control. Most of this is due to the Milwaukee Police Department's inability to stabilize internally. This instability is due to the inconsistencies that lie in management. . . . It has become evident that the Milwaukee Police Department and the [Milwaukee] Fire and Police Commission's intent is to continue policies and factions that prevent us from improving the racist climate within the Milwaukee Police Department.<sup>25</sup>

Since Arreola has been chief, he has had the opportunity to make significant changes in the management structure of the Milwaukee Police Department. Due to the high attrition rate. . .of white male officers in management positions, Chief Arreola and the fire and police commission could have placed minorities into decisionmaking positions. . . . For example, [Chief] Arreola has had the opportunity to promote approximately 15 captains in his tenure as chief. Before Arreola there were three [African American] captains that had been appointed; we currently have three African American captains; no change.<sup>26</sup>

Mr. Padway believes the statement that there has been no change in the number of black captains during Chief Arreola's tenure is misleading.

In November 1989, when chief Arreola was sworn in, the highest ranking African Americans in the MPD were deputy inspector Graham and captains Jones, Rodgers, and Smith. In May 1990, chief Arreola promoted Earl Marshall, who has since retired, to the rank of captain. In February 1991, he promoted Alphonse Graham to assistant chief. In August 1992, he promoted Arthur Jones to deputy inspector.<sup>27</sup>

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<sup>23</sup> Ibid., pp. 462-63.

<sup>24</sup> Ibid., pp. 474-75.

<sup>25</sup> Ibid., pp. 324 and 326.

<sup>26</sup> Ibid., p. 329.

<sup>27</sup> Padway letter.

Officer Welch said the Milwaukee Police Department has problems along racial lines. It has been, and remains, a fractious, disunited organization, with race the divisive factor.

You have certain officers on this job who come here with the mentality, I am going to kill someone, and that is their mentality. And you can go out and you can socialize with them. You can drink with them, you can get sloppy fall down drunk with them if you want to, and as soon as they get drunk, you become a nigger to them.<sup>28</sup>

I do not want to undermine the Caucasian officer in law enforcement because I have been on the job ten years and I have worked with some Caucasian officers that are good, that are sensitive and that do deal with the community. So it is not that we are saying that it is unmanageable or that as an alderman stated yesterday he wanted his entire area to be black, that is not what we are saying. . . . What I am saying is that there is a problem in the Milwaukee Police Department . . . . We have a race problem.<sup>29</sup>

The mayor's commission reported that racist and sexist remarks seemed to be a part of the culture of the police department, and rejected the suggestion that such comments were comrades joking and teasing to relieve the stress of police work.

It has been suggested to us that racist [and] sexist remarks within the MPD are actually joking and teasing to relieve the stress of police work. If this is true, it is evidence that officers need to learn techniques of stress reduction that do not victimize individuals and groups. . . . It is the awareness of bias which must be constant. . . . Verbal or behavioral expressions of racism, sexism, or differential treatment because of age or social class are totally unacceptable.<sup>30</sup>

### **Racial Composition of the Milwaukee Police Department**

Today the city of Milwaukee has a population that is 40 percent minority. African Americans, the largest minority group, are 30 percent of the city's population. The 1992 police department position profile showed minorities to be 22.9 percent of the police force. Blacks were 15.3 percent; Hispanics were 6.1 percent; American Indians were 1.4 percent; and Asians were 0.1 percent. The complete police department position profile is listed in appendix III. Because minorities have only recently been hired in any substantial numbers, whites in the department hold the greatest seniority. The average service of current white male officers is 18 years, compared to 11 years average service for men of other races. The average seniority of women of any race is 8 years.<sup>31</sup>

Chief Arreola related the changes in the department's diversity since his arrival.<sup>32</sup> He said that minority representation reached a plateau in the mideighties. Recently, however, that plateau has been broken and today minority representation in the department has increased substantially.

The increase of total sworn minority representation in the police department went from 17.9 percent to 23.6 percent minority representation. This becomes even more significant [for the]

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<sup>28</sup> Ibid., p. 378.

<sup>29</sup> Ibid., p. 355.

<sup>30</sup> Mayor's commission, p. 21.

<sup>31</sup> Ibid., p. 9.

<sup>32</sup> 1990 was Chief Arreola's first full year as chief of police.

TABLE 5-1

Sworn Personnel, Milwaukee Police Department, 1982-1991

	Total	White male	White female	African American male	African American female	Minority male	Minority female
1991	1,903	1,375	141	221	38	340	47
1990	1,820	1,368	123	184	33	290	39
1989	1,859	1,431	111	181	33	278	39
1988	1,947	1,521	111	181	33	276	39
1987	1,942	1,529	105	176	36	266	42
1986	1,974	1,556	100	182	43	269	49
1985	2,053	1,628	101	180	41	276	48
1984	2,044	1,664	90	163	31	253	37
1983	2,083	1,714	89	161	27	247	33
1982	2,079	1,747	85	144	18	222	25

Source: Milwaukee Police Department, demographic profile, rev. 8/21/92.

10-year projection from 1982 through 1992. There was a plateau [of minority officers] from 1985 through 1988. Then the dramatic spike [of increased minority representation] with the involvement of the department, with the involvement of the recruiting unit, with the involvement of the fire and police commission, and the very vigorous fashion to make the department accessible and available.<sup>33</sup>

He emphasized that the increase in the number of minority police officers has not compromised the quality of the department. He continued:

We have hired over 100 officers in the last 2 years, officers that have been trained successfully. And I will say that as applicants and entry individuals, they are all qualified and intelligent to be police officers. The goal of this police department, the goal of the chief, the fire and police commission, and certainly for all of us should be to have a department that, in effect, mirrors the community that we serve, that is representative of all segments of our community.<sup>34</sup>

I believe this is a good department. . . . We are on a path that is going to develop into a greater relationship with the community. Within my own authority and those prerogatives [I possess], I have tried to increase not only the [minority] entrants within the police department, but also. . .supervisory command officers who also [are] representative [of the community].<sup>35</sup>

Besides the position of chief of police, the next four highest ranks in the department are assistant chief, inspector, deputy inspector, and captain. One of the two assistant chiefs is African American; prior to Chief Arreola both positions were held by whites. Two of the five deputy inspector positions are now held by minorities; prior to Chief Arreola there were six deputy inspectors and all were white. The racial composition of

<sup>33</sup> Transcript, p. 40.

<sup>34</sup> Ibid., pp. 41-42.

<sup>35</sup> Ibid., p. 42.

**TABLE 5-2****Comparison of Milwaukee Police Department and the City of Milwaukee**

	Percent of MPD	Percent of city
White	77.1	60.8
Black	15.3	30.1
Hispanic	6.1	6.3
Asian	0.2	1.8
American Indian	1.3	0.8

Source: MPD department profile and City of Milwaukee Urban Atlas, 1992.

**TABLE 5-3****Racial Composition of High Police Ranks Prior and Subsequent to Chief Arreola**

Position	Before Arreola			After Arreola		
	White	Black	Minority	White	Black	Minority
Asst. chief	2	0	0	1	1	1
Inspector	6	0	0	3	1	2
Dep. inspector	5	1	1	5	1	1
Captain	22	3	4	22	3	4

Note: Minority includes blacks and other minority groups.

Source: Milwaukee Police Department position tables.

captains and inspectors has remained the same under Chief Arreola: 26 captains, 3 black, 22 white, and 1 American Indian; five inspectors, all white, although an additional black officer promoted to captain by chief Arreola has since retired.

At the second tier of supervisory ranks, there is significantly less diversity than in the entire department. The ranks of lieutenant and sergeant are predominantly white. The department's December 1992 position profile showed 253 lieutenants and sergeants. Of these, 223 (88 percent) were white, and 21 (8 percent) were African American.<sup>36</sup> There are many possible reasons for this disparity, one of which is the lower seniority of minority police officers.

The detective ranks are also dominated by white officers. The department has 208 officers in detective positions. One hundred sixty-seven (80.3 percent) are white.

At the other end of the spectrum, four of every five (80 percent) current black police officers are patrol officers, while two of out of three (67 percent) white male police officers hold that rank. Mr. Ward described the first promotion steps for a police officer. In so doing he advised the Committee that there are few promotion opportunities in law enforcement.

<sup>36</sup> Milwaukee Police Department Position Profile, December 1992.

**TABLE 5-4**  
**Lieutenants, Sergeants, and Detectives in the Milwaukee Police Department**

	Lieutenants	Sergeants	Detectives
White	62	161	167
Black	3	18	28
Hispanic	1	6	8
Asian	1	0	1
Amer. Indian	0	1	4
Total	67	186	208

Source: Milwaukee Police Department Position Profile, December 1992.

In law enforcement, the upward mobility is not great. The majority of officers are going to wind up retiring from the Milwaukee Police Department as police officers.

The initial promotion will be one of two. You will take an exam for sergeant or an exam for detective. . . . Now there are some other technical positions like maybe becoming a fingerprint expert or something along those lines, but primarily the largest number of promotional opportunities will be for sergeant and detective as a first step promotion.<sup>37</sup>

### Recruitment and Police Quality

Recent recruits who entered the police academy in the classes of March, July, and October 1991, and February 1992, closely parallel the ethnic and racial diversity of Milwaukee. A profile compiled from the personnel files of the 221 recruits shows 130 (58.8 percent) were white, 62 (28.1 percent) were African American, 26 (11.8 percent) were Hispanic, and 3 (1.4 percent) were American Indian.<sup>38</sup>

Most were natives of Wisconsin and several had law enforcement experience. One hundred and fifty-six (70 percent) were born in Wisconsin and 202 (90 percent) were living in Wisconsin at the time of their background checks. Of the 19 out-of-State applicants, 3 were already in law enforcement careers, and 4 came directly from the military, 2 of whom were military police.<sup>39</sup>

Some members of the community argue that the purposeful recruitment of minorities has caused a diminution of quality in the police department and has resulted in manpower shortages. John Fuchs wrote in an opinion piece for the *Milwaukee Journal*, the city's largest daily newspaper, that the MPD's hiring practices aimed at promoting diversity left the MPD "shorthanded or less qualified [to] serve the needs of its. . . citizenry."<sup>40</sup>

Ms. Grinker asserted that a lack of qualified minority recruits was responsible for police department staffing shortages and the consequent withdrawal of police services from her neighborhood on the south side. She maintained that the police department was over 200 officers short because they could not recruit enough qualified minorities.

<sup>37</sup> Transcript, p. 148.

<sup>38</sup> Profile of Police Recruit Classes, Milwaukee Police Department.

<sup>39</sup> Ibid.

<sup>40</sup> John Fuchs, *Milwaukee Journal*, June, 6, 1991.

**TABLE 5-5**  
**Composition of Police Recruit Classes, 1991 and 1992**

	<b>Number</b>	<b>Percent</b>
White	130	58.8
Black	62	28.1
Hispanic	26	11.8
American Indian	3	1.4

Source: Profile of Police Recruit Classes, Milwaukee Police Department

SHANKMAN [Chair, Wisconsin Advisory Committee, to Grinker]: You alluded to police positions that were budgeted but not filled. . . . I wonder if you have any. . . hypothesis about why this is occurring?

GRINKER: Cold hard facts on why it happened? No. Could be many factors. We have been told that they could not get the minorities, they could not recruit enough minorities.

SHANKMAN: Who told you this?

GRINKER: Word of mouth that came out. . . . In fact, we were told at the very beginning when we got these figures—and we got a lot of figures from the [Milwaukee Police] Association—we were told, you people are crazy, from the administration. They send people out to our meetings, no, this is not true and then they graduated a class of like 50. . . . We finally got them to admit about approximately a year ago they were down to 160 some vacancies. And I added my 160 [to] what they had just graduated [which] was 50 some, and it was even bigger than the figure that the committee had at that particular time. You take even 70 officers short on the streets, that is a lot of officers. And then you take a 200 [shortage and] the crime element is definitely going to increase.<sup>41</sup>

Ms. Grinker's testimony and other allegations that standards had been lowered and quality sacrificed to find minority recruits was directly challenged by Chairman Padway and Chief Arreola. Mr. Padway related that the fire and police commission is responsible for recruiting and testing all new applicants and that recruit quality has not been compromised.

He said that the fire and police commission worked with the police department and other groups and "as of this date, [there are] sufficient numbers of men and women, both majority and minority, on the eligibility list. . . to meet the department's hiring needs for the entire year."<sup>42</sup> Several others supported Padway.

<sup>41</sup> Transcript, pp. 404-06.

<sup>42</sup> Ibid., p. 85. Police Chief Arreola also testified that the standards in police recruitment have not been lowered in any way to attract minority candidates (see transcript pp. 39-40).



Lt. Wells disputed the implication that standards had been lowered for minority candidates. He told the Committee that the fire and police commission had sought the help of the League of Martin in locating and recruiting qualified minority candidates believing quality candidates were available if invited to apply.

**SQUIRES** [member, Wisconsin Advisory Committee, to Wells]: The [police] chief gave some numbers indicating that percentages of minorities had increased over the last few years. Have standards been lowered in order to accomplish that?

**WELLS**: No. No standards have been lowered. The question that comes to my mind when someone says that they have lowered standards is an old slave thing that they taught years ago that if you plant that seed into the mind of an African American, they will begin to think that they were given something or that they are inferior.<sup>43</sup>

[The League] used what we learned in school, that if you are going to take a test, prepare for the exam. We gave workshops on test taking skills [and] not to just applicants for the Milwaukee Police Department. We gave workshops for everyone preparing to take a promotional exam. We used members of other departments who had taken exams to come in and talk to our people about test taking for law enforcement exams.<sup>44</sup>

Mr. Chaney also argued that no quality standards had been diminished with the hiring of minority police officers. He added that the increased minority hiring had stirred some acrimony in the ranks and asserted that the minority hiring would never have come about without the intervention of the government.

If you did not have affirmative action, you would not have any blacks on the [police force]. . . I object to the union saying that the only reason they got blacks on is because of affirmative action and we get officers that are not qualified. Who are they to say who is qualified? Half of them have no more education than any of the blacks or any of the Spanish or any of the women. But all of a sudden they think they are more qualified than anybody else. And they do not want to deal with that.<sup>45</sup>

## **Terminations and Disciplinary Actions**

The chief of police has voiced his commitment to a diverse and representative police force. Diversity and equal employment opportunity in a work force, however, is more than recruitment, hiring, and promotions. It extends to issues of police discipline and termination. The FPC Recruitment study affirmed this in its report: "Few people are willing to invest themselves in jobs that they perceive as being unfairly biased against them."<sup>46</sup>

In April 1993 Chief Arreola issued a proposed draft of the department's equal employment opportunity policy. In it, he writes that the department is committed "to

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<sup>43</sup> Ibid., p. 353.

<sup>44</sup> Ibid., p. 352.

<sup>45</sup> Ibid., p. 227.

<sup>46</sup> Bradley study, p. 5.

providing a work environment that is free from employment discrimination, harassment or improper treatment based on race, sex, religion, . . ."<sup>47</sup>

Alderman Butler, however, charged that the disciplinary actions meted out by the department were biased against minorities. He also alleged that the police union only supports white police officers facing disciplinary action.

The punishments in [the department] are definitely unequal and it is along racial lines, just as are the separations. When you talk about morale problems because of the Dahmer incident, that again was along racial lines. It was a case where the Milwaukee Police Association went to bat for these officers. I firmly believe that had those been black officers, they would have been left out to dry.

So there is a split along racial lines. I am not saying that we have all bad white officers; there are a number of good ones in the department. To the extent that there are divisions between black and white officers, if it is better today, it is not much better.<sup>48</sup>

Members of the League of Martin alleged that although recruitment and hiring of minority patrol officers has occurred, racial disparities in the disciplining and termination of officers persists. This disparity has the effect of thwarting minority police officer advancement in the department. Disparate discipline gives minority officers disproportionately higher blemished service records handicapping their promotion opportunities. Disparate terminations resulted in minority officers continuing to be junior in seniority and ineligible for promotions.<sup>49</sup> Lt. Wells offered evidence of disparate treatment to the Committee:

**TABLE 5-6**  
Disciplinary Actions Against MPD Police Officers by Race and Penalty  
April 1990-February 1993

	White	Black	Hispanic	American Indian	Total
Not guilty	1	2	0	0	3
Returned to CO	1	2	0	0	3
Reprimand or counseling	12	7	0	0	19
Suspension 1-3 days	4	1	0	0	5
Suspension 5-10 days	9	6	2	0	17
Suspension 20-30 days	0	2	1	0	3
Extended probation	4	0	0	0	4
Termination (prob. emp.)	2	3	0	1	6
Termination	8	5	1	0	14
Abeyance	12	1	1	0	14
Reimburse/\$ forfeiture	3	0	0	0	3
<b>TOTAL</b>	<b>59</b>	<b>30</b>	<b>6</b>	<b>1</b>	<b>96</b>

Source: Midwestern Regional Office, USCCR, compiled from Milwaukee Police Department data.

<sup>47</sup> Proposed Anti-Discrimination Rule, Milwaukee Police Department Policy Statement, Apr. 8, 1993.

<sup>48</sup> Transcript, pp. 164-65.

<sup>49</sup> This assertion is dispute by the police administration. See appendix 1, Arreola letter, note 11.

Discrimination is evidenced by the fact that between April of 1990 and February of 1993 there have been 96 officers disciplined within the Milwaukee Police Department; 59 white, 30 black, 6 Hispanic, and 1 other. . . . These disciplines represent the African Americans' officers' discipline from the patrol board. Therefore, they are 31 percent of the disciplinary actions taken against [patrol officers] between 1990 and 1993.

Even more shocking than the high percentage of African Americans being disciplined is that white officers receive preferential treatment in the form of the discipline. . . . The League feels that we will not be able to overcome the disparity of discipline until we get strong African Americans in management positions that will not be captured by the mindset that magnifies misconduct of African Americans but recognizes that African American officers are entitled to the same treatment as white officers.<sup>50</sup>

The Committee requested and received a listing of disciplinary actions for the period, January 1991 through April 1993. The police department responded and the numbers comported with the assertions of the League of Martin. There were 96 disciplinary actions. Whites received 59 disciplinary actions; blacks, 30; Hispanics, 6; and 1 American Indians.<sup>51</sup> (Table 5-6 lists the disciplinary actions by race.) The data do not reconstruct the violation of the officer or circumstances of the infraction. The data show, though, that African Americans, as group, have received more and harsher penalties in the last 3 years than white officers. If each of the disciplinary actions represents a different individual, then approximately 1 of every 10 black officers has been disciplined in the past 3 years.<sup>52</sup> In contrast, less than 4 out of every 100 white officers has been disciplined. By way of comparison, Hispanic officers under this method of computation were disciplined at approximately the same rate as white officers, i.e., slightly less than 5 of every 100 Hispanic police officers were disciplined in the last 3 years.<sup>53</sup>

The fire and police commission provided information on police officer separations for the last 10 years. For the years 1983 through 1992, the rate of dismissal of African American police officers has been greater than the dismissal rate of white officers in every year except 1983. (Dismissal rates are in table 5-7.)

<sup>50</sup> Ibid., pp. 326-27.

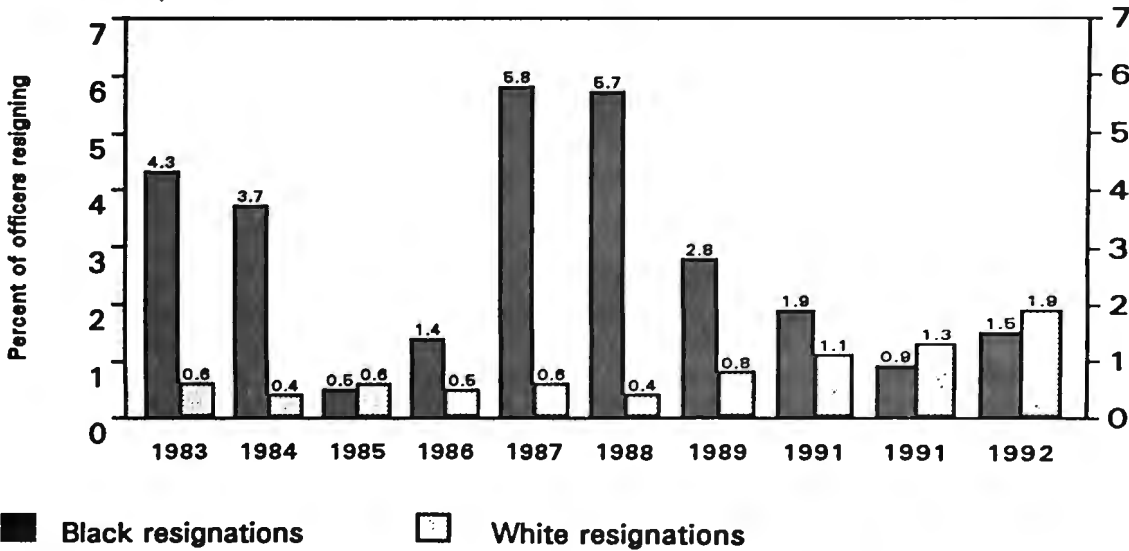
<sup>51</sup> Milwaukee Police Department data.

<sup>52</sup> See Arreola letter, appendix 1, note 12.

<sup>53</sup> Computations were on the basis of the department's racial profile as of 1992. The 59 white disciplines were set in a ratio against 1,568 white officers; a rate of 3.7 percent. The ratios for blacks and Hispanics were: 30:311 (9.6 percent) and 6:126 (4.8 percent). Computations of adverse impact are:

	30	
Black disciplines:	—————	= 9.64
	311	
	—————	= 2.56 > 1.2
	59	
White disciplines:	—————	= 3.76
	1568	

**FIGURE 5-2**  
**Resignation Rates of Milwaukee Police Officers by Race, 1983-1992**



Source: Midwestern Regional Office, USCCR, from MPD profile data.

**TABLE 5-7**  
**Dismissal Ratio of Milwaukee Police Officers, 1983-1992**

Year	White ratio	Black ratio
1983	0.6	0.6
1984	0.0*	0.5
1985	0.2	1.5
1986	0.2	0.4
1987	0.0*	2.2
1988	0.0*	0.5
1989	0.2	1.9
1990	0.1	1.4
1991	0.2	0.5
1992	0.2	1.6

Note: \* Indicates 0.0 due to rounding.

Source: Midwestern Regional Office, USCCR, from data provided by MPD and Milwaukee Fire and Police Commission.

Resignations are voluntary separations, excluding retirements. Resignations may be an indication of group satisfaction within the department as higher levels of resignations may mean higher dissatisfaction with the job. In the middle and late eighties, resignation

rates for African American officers in the department were substantially higher than for white officers. The exception to this was 1985.

The trend has been reversed in the nineties. In 1990 black officers continued the pattern of the eighties and resigned at a higher rate than white officers, 1.9 to 1.1. In 1991 and 1992, however, white officers resigned at higher rates than black officers. In 1991 the black officer resignation rate was 0.1 and in 1992 it was 1.5. Conversely, in 1991 the white officer resignation rate was 1.3 and in 1992 it was 1.9.

## Addendum

# Post Factfinding Controversy

Crime continues to be a major concern among the residents of Milwaukee and in the State of Wisconsin. The Wisconsin Policy Institute has polled Wisconsin residents for the last 6 years on the most important problems facing the State. The most recent poll, released in December 1993, found crime to be the leading issue of concern among the State's residents. The current survey reported that 22 percent of the respondents said crime was the State's most important problem.

In the city of Milwaukee and among African Americans, crime was a more important issue than in any other part of the State. Among Milwaukee residents, 47 percent put crime first, and among African American residents in Milwaukee, 63 percent put it first. Among residents of the suburbs of Milwaukee, 34 percent said crime was the most important issue.<sup>1</sup> The mayor, members of the Common Council, and the Governor have involved themselves in the discussion of police resources since the Committee's factfinding meeting in April 1993.

### The Mayor and the Common Council

During the summer of 1993, Mayor John O. Norquist expressed his concern about police programs and resources that do not directly fight crime, "Any bells or whistles, anything not relevant to the goal of reducing crime, should be dropped."<sup>2</sup> The mayor was also reported as saying, "Crime kills jobs. While crime may be caused by poverty, it is equally true that crime causes poverty. Crime is driving jobs out of neighborhoods that need them most."<sup>3</sup> The mayor's point of emphasis was that "crime must be reduced to the point where it is an unusual occurrence. That is what law-abiding residents in every neighborhood of the city are most interested in and need."<sup>4</sup>

In August 1993, members of the Common Council's central city caucus alleged that Chief Arreola was retreating from his commitment to community-oriented policing. The police department has established two community-oriented policing projects in the central city, but has not expanded the program since.<sup>5</sup> Alderman Butler, in joining with the caucus, reportedly declared that "Milwaukee's central city had reached a 'new high water-mark of terror and called on the mayor to request National Guard troops.'<sup>6</sup>

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<sup>1</sup> Kenneth R. Lamke, "Crime tops taxes as No. 1 worry for state, poll finds," *Milwaukee Sentinel*, Dec. 13, 1993, p. 1A.

<sup>2</sup> Kevin Harrington, "Norquist pushes crime cut," *The Milwaukee Journal*, July 11, 1993, p. 1.

<sup>3</sup> *Ibid.*, p. A16.

<sup>4</sup> *Ibid.*

<sup>5</sup> Leonard Sykes, "Police chief beset by new criticism," *The Milwaukee Journal*, Aug. 1, 1993, p. B1. In the article, Alderman Pratt acknowledged that the police chief has been under a dual attack by the League of Martin and the Milwaukee Police Association, the former alleging the chief is not supportive of African American police officers and the latter alleging the chief is not supportive of the rank and file police officers.

<sup>6</sup> *Ibid.*

The article also reported that police dispatching and the priority response system are continuing concerns among Common Council members.

One thing that has become clear is the increasing criticism by members of the Common Council about dispatching and priority calls. South side aldermen have long complained that their constituents have received the worst end of the deal on police service calls. On July 22, 1993, a letter signed by five of the city's south side aldermen was sent to Arreola asking him to rescind an order not to assign officers from the Tactical enforcement Unit to the south side unless absolutely necessary.

Gordon and Pratt [near north side aldermen] both said they, too, had received complaints from constituents about unanswered calls for service. Those complaints run across the board in all 17 aldermanic districts, the two aldermen charged.<sup>7</sup>

### **Fire and Police Commission Meeting**

The agenda item on the use of force and the release of interdistrict dispatching data for June, July, and August 1993 drew a restless overflow crowd to a public meeting of the fire and police commission in November 1993. At the meeting, Chief Arreola asked the commission to allow the city's attorney to review the draft of Rule 4—general rules and regulations, 2/445.00, use of deadly force by a police officer in the performance of duty.

The interdistrict dispatching (IDD) summary reported:

Overall, less than 1 percent of assignments each month took patrol squads out of their home districts, and less than 1 percent of available patrol hours were used for this purpose. The number of IDD assignments was very consistent, 353 to 358. The percentage of assignments out of district was lower on day shifts than on early/power or late shifts. Early/power shift had more than half of all inter-district dispatches each month.

There was considerable variation among districts in hours assigned to inter-district dispatch. Districts One and Six [downtown and south side] provided more than 60 percent of IDD hours each month, and had a larger proportion of available squad hours assigned out of district than other districts.

However, even for those districts, hours involved were minimal. In June, District One had a net "outflow" of 94 hours to other districts; that is, this district provided more assistance to others. . . than it received, equivalent to just over one-half the monthly hours of a full-time police officer. In August, District Three [near north side] had a net "inflow" of 94 hours from other districts. No other districts had net flows even this large, in either direction, during the three months reviewed. Up to twenty hours each month were used to provide Priority 4 assistance to other districts.<sup>8</sup>

Public comments were allowed at the fire and police commission meeting. These ranged from praise for the chief to outrage, with calls for the resignations of the chief

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<sup>7</sup> Ibid., p. B3.

<sup>8</sup> Summary Report, Inter-District Dispatch Data For June, July, August 1993, Milwaukee Police Department, Sept. 30, 1993. The complete report is in appendix X.

and the entire fire and police commission. Negative comments received the largest vocal support from the audience. The overall atmosphere at the meeting was charged by a general sense of frustration and discouragement at the lack of fairness and justice in citizen complaint procedures.<sup>9</sup>

### **Police Watch Group**

In fall 1993 a private citizens group began organizing a "copwatch" program, Restore Our American Rights (ROAR), to monitor police misconduct. The group is attempting to forge an alliance of private citizens, religious organizations, and neighborhood groups.

Jean and John Gorski, founders of the group, said that the program plans to perform a dual service, monitor police misconduct and compile a database on victims, patterns, and officers involved.<sup>10</sup> Gorski is reported as saying:

We want [the police] to know that there is always a possibility that they are under scrutiny. Citizens with scanners, tape recorders, and camcorders could be on the alert to monitor police actions, and record and report physical or verbal abuse, denial of rights, excessive force or violence. Many residents are afraid to speak openly about police brutality [in Milwaukee] for fear of retaliation.<sup>11</sup>

### **State Funding**

In January 1994, Governor Tommy G. Thompson proposed a multimillion dollar program to put more police on the streets. A spokesman for the Governor was quoted as saying, "[The Governor] believes the most fundamental right we have as Americans is to feel safe in our homes and places of work."<sup>12</sup> The spokesman was also quoted as saying that Milwaukee would receive most of the proposed money.<sup>13</sup>

The Governor's announcement came after he vetoed State funds for police officers to man the community-oriented Avenues West and Metcalfe Park police stations in Milwaukee. It was reported that the Governor based his decision in part on information from the Milwaukee Police Association, which argued that the community-oriented police substations took officers away from patrol duties.<sup>14</sup> The two projects place police beat officers in neighborhoods and have them working to develop crimefighting partnerships with residents. The State provided grant money to start the project and paid the salaries of four police officers and a supervisor. That funding expired at the end of 1993, and Thompson vetoed legislation to extend it.

Community-oriented policing has been a subject of intense debate in the Milwaukee community. Chief Arreola is a strong advocate of community-oriented policing. The concept is also completely endorsed by the mayor's commission on police-community

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<sup>9</sup> Emraida Kiram, member of the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights, attended the November 1993, fire and police commission meeting and made a written record of the meeting for the Committee.

<sup>10</sup> John Gorski and Jean Gorski testified at the Committee's April factfinding meeting, alleging their son was the victim of an unprovoked beating by Milwaukee police officers.

<sup>11</sup> Scott Kerr, "Cop Watch: A new trend, policing the police," *Shepherd Express*, Oct. 28, 1993, p. 7.

<sup>12</sup> Tom Held, "Thompson wants more police on the streets," *Milwaukee Sentinel*, Dec. 15, 1993, p. 5A.

<sup>13</sup> *Ibid.*

<sup>14</sup> *Ibid.*



relations. The commission called on the chief to submit an implementation plan to the fire and police commission. The Milwaukee Police Association opposes the concept, however, and has lobbied against its implementation.

Chief Arreola disputes that the community-oriented police substations took officers away from patrol duties. He reportedly said that the Governor was wrong to believe that closing the community-oriented police substations would put more officers on the street, "Officers working in the outstations as part of the Avenues West and Metcalfe Park projects spend most of their time on beat patrol now."<sup>15</sup>

Alderman Gordon said residents of the Metcalfe Park neighborhood, where crime had been reduced since the inception of the community-oriented police project, were outraged by the Governor's decision. Chief Arreola is reported to be committed to maintaining the community-oriented police projects despite the Governor's veto, and will do so with available officers.<sup>16</sup>

### **Probe of Black Police Officer Complaints**

In December 1993, a board of inquiry probing complaints of discrimination filed by African American Milwaukee police officers found no violations of department rules and recommended no disciplinary actions. A group of 30 black officers had alleged discrimination in the disciplinary and promotion practices of the department and called for a study of racism within the department. The original board of inquiry was created by Chief Arreola in November 1992. It included a police inspector, two captains, two lieutenants, and one civilian.<sup>17</sup> One lieutenant and the civilian left the panel before the final report was completed.<sup>18</sup>

The board completed its study and reported to the chief of police on December 3, 1993. The board concluded that the concerns expressed by the officers were not litigable or violations of internal directives. However, after reviewing instances and practices adversely impacting minorities and women, the board made 32 recommendations. The recommendations fall into five categories:

- ▶ assignments,
- ▶ discipline,
- ▶ ethnic/gender sensitivity,
- ▶ supervision, and
- ▶ training.

The complete report and its recommendations are included in appendix XI. The police chief has given his approval to proceed with the implementation of all recommendations. Some of the recommendations are:

Review existing disciplinary procedures and conduct research for the establishment of disciplinary guidelines.<sup>19</sup>

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<sup>15</sup> Ibid.

<sup>16</sup> Ibid.

<sup>17</sup> The board consisted of: Deputy Inspector Arthur Jones (chairman), Captain Johnnie Smith (vice chairman), Captain Anthony Bacich, Lieutenant Thomas Auger, Lieutenant Lenard Wells, and Rohne Jauernig, a personnel officer with the department.

<sup>18</sup> Tom Held, "Probe of black officers' complaints finds no violation," *The Milwaukee Sentinel*, Dec. 8, 1993, p. 1A.

<sup>19</sup> Milwaukee Police Department, Board Of Inquiry Summary Report, Dec. 3, 1993, p. 2.

**Greater emphasis placed on the need to be courteous.<sup>20</sup>**

**Establish on-going, multicultural committees throughout the department.<sup>21</sup>**

**The implementation of on-going, annual diversity training.<sup>22</sup>**

**Establishment of training for first line and lower level management supervisors identified as exhibiting racial and/or gender bias.<sup>23</sup>**

Some officers initially involved in the issue are reported as seeing contradictions in the board's finding. The board finds no discrimination or rule violations but recommends more training and changes in the districts.<sup>24</sup>

The issue remains unresolved. In the summer of 1993 a number of minority police officers, unhappy with the board's work on this issue, filed discrimination complaints against the department with the Equal Employment Opportunity Commission (EEOC). The EEOC's investigation of the complaints is ongoing.

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<sup>20</sup> Ibid., p.2.

<sup>21</sup> Ibid., p. 3.

<sup>22</sup> Ibid., p. 4.

<sup>23</sup> Ibid., p. 7.

<sup>24</sup> Ibid.

## **FINDINGS AND RECOMMENDATIONS**

The issue before the Committee is whether the Milwaukee Police Department is providing a lower level of protection and service to the African American community from violent crime than it is providing other segments of the community. Analysis of the demographics of Milwaukee point to a changing population in the city. The African American population has grown from 10 percent of the population in 1960 to 30 percent of the population in 1990.

The Committee recognizes that crime is a multifaceted problem. Many determinants, e.g., economic problems, institutional factors, family issues, community instability, and hopelessness, affect the level of crime in a community.

But the Committee asserts that policing strategy, commitment, and actions of individual police officers in the provision of service to the community influence the level of violence. This Committee is interested in determining whether the African American community is afforded a disparate level of protection from violent crime in terms of the quantity and quality of police service provided. It does not make recommendations on the efficiency or effectiveness of specific police strategies, believing such decisions to be the purview of the police administration.

The current chief has been in his position for five years. The transition period from previous administrations is over. The Committee makes findings in five general areas:

- (1) the quantity of resources the department devotes to protecting the African American community from violent crime,
- (2) the quality of service the department provides to the African American community and its working relationship with that community,
- (3) the commitment by the department to equal employment opportunity,
- (4) racial divisions within the department,
- (5) further study on police-community relations, and
- (6) crime victimization as a civil rights issue.

### **1. Quantity of Resources**

**Finding 1.1** The deployment of patrol officers to the seven police districts is done in an equitable manner. Patrol officer assignments to the districts are based on a formula with predetermined criteria. The department is consistent in following that strategy in the

number of officers it assigns to all districts, including those with large numbers of African Americans.

Concern was expressed during the factfinding over the deployment of officers within the districts. The Committee acknowledges that it does not know the exact deployment of officers within the districts.

Concern was expressed during the factfinding over district manpower being on assignments outside the district. The Committee is not able to verify whether police officers assigned to a district are serving outside the district.

**Finding 1.2** Foot patrols are assigned in districts that are predominantly African American, and the number of foot patrols assigned in these districts is proportionate to the number of foot patrols assigned in the other districts. The African American community perceives foot patrols to be an important component of an effective police strategy in their communities.

**Recommendation 1.2** Foot patrol deployment within the district should be made in consultation with members of the public. The police department states that it is earnest in its desire to work with the community.

Many individuals in the African American community believe police foot patrols are nonexistent in their districts. Foot patrol deployment, which is a minor portion of manpower allocation in a district, is an ideal opportunity for the police to demonstrate their desire to work with the community. The Committee recommends that district commanders coordinate foot patrol strategy and assignments in their districts with the African American community.

**Finding 1.3** The police department's use of interdistrict dispatching is done on a minimal basis and its strategy provides all citizens of the city with the opportunity for equal protection from violent crime. Interdistrict dispatching is principally reserved for emergency situations, and as such, is a strategy capable of providing swift assistance to citizens most urgently in need of police service.

Interdistrict dispatching provides every citizen in the city assurance that police resources will be provided in an emergency situation. A segment of the community, however, seems to resent this strategy. Citizens are legitimately concerned about garnering and holding their share of scarce police resources.

Interdistrict dispatching is a contentious issue in the community. The resentment divides along racial lines, i.e., the white community on the south and the black community on the north. Police discussions with the community on this issue have been futile.

**Recommendation 1.3** The Committee recommends that the United States Department of Justice, Community Relations Service, mediate between the police and the community on the issue of interdistrict dispatching. This issue is polarizing the community along district, geographic, and racial lines. It needs to be addressed, mediated, and reconciled to prevent an erosion of race relations within the city.

**Finding 1.4** The police department has developed two community- oriented policing programs. One of the projects is located in an area that is predominantly African American. Crime has been reduced in this area. The Committee finds the decision of the police to place a community-oriented policing project in a high-crime African American neighborhood to be a commitment by the department to give protection to the African American community.

In December 1993, Governor Tommy G. Thompson vetoed State funding to continue these two community-oriented policing projects. The decision was based in part on opposition from the Milwaukee Police Association. The police department, however, is committed to maintaining these two community-oriented police substations.

The Committee found evidence that the initial community-oriented policing projects had reduced crime and had not taken police officers off the streets. In addition, there is widespread support within the community for these projects to continue.

**Recommendation 1.4** The Committee recommends that the State continue its funding for these community-oriented policing projects, and recommends that the Governor support this funding.

## **2. Quality of Service**

**Finding 2.1** The police use a priority dispatch system in responding to calls for service. The priority dispatch system is a policing strategy designed to provide the swiftest service to those most in need.

The priority dispatch system, however, is subjective. A request for police service becomes a priority 1, 2, 3, or 4 call based both upon the judgment of the dispatcher and the caller's input. Calls relegated to a lower priority receive a slower and less immediate response.

The Committee heard allegations from *whites* and *blacks* that calls from the African American community were apparently given a lower priority rating. Median response time by the police for priority 1 and priority 2 calls, however, are proportionately equal across districts. Although some members of the African American community believe response time is slow, the Committee does not have evidence that response time in predominantly African American districts is slower than similar priority calls in the other districts.

**Recommendation 2.1** Although there is debate on how critical current response time is to crime prevention, the issue of assigning calls a priority in the equal delivery of police services is not disputed. The Committee recommends that the police department do a detailed audit of its dispatch service with the specific purpose of examining:

- ▶ the nature of each call for service by neighborhood;
- ▶ the priority given the call,
- ▶ the time and manpower response by the police, and
- ▶ correlations between the nature of the call, its assigned priority, and police response and the neighborhood of the call.

The Committee intends, in 1995, one year after releasing this report, to revisit the issue of police service in Milwaukee, focusing its attention on the dispatch practices resulting from calls for service. If there has been a police study, the Committee will examine that study; if there has been no study, the Committee intends to undertake an independent initiative.

**Finding 2.2** There has been a marked increase in recent years by the police department in community outreach efforts to the African American community. In years past, the Wisconsin Advisory Committee recommended that the police department establish community service offices so citizens could come and discuss community concerns. The department has established community service offices in all police districts.

In addition, the Committee finds district captains are available to the public on a regular basis; the police department has accessible public information officers; and numerous block clubs and community programs are in place in all parts of the city, including the African American community. However, much of the community still is not aware that these avenues of communication are available.

**Recommendation 2.2** The Committee recommends that public meetings between the police and the community be structured so as to recognize cultural diversity and break down stereotypes. In addition, it is recommended that such meetings be publicized in the community papers as well as the two major daily newspapers.

**Finding 2.3** The complaint process is onerous and not trusted by the African American community. Complaints made to the fire and police commission take months to resolve, and most of these complaints, by the commission's own admission, are simply disputes between officers and citizens over police civility.

The citizen complaint procedure at the fire and police commission is informal by design so that such matters do not linger unresolved for months. Yet onerous and time-consuming resolutions are the rule. This is unfair to the accused officer, frustrating to the citizenry, and undermines public confidence in the procedure. Moreover, many citizens are unaware of the fire and police complaint procedure.

Complaints made to the police department are completely outside the purview of the fire and police commission. The number of these types of complaints is *seven* times the number of complaints filed with the fire and police commission. Yet, the investigation and disposition of these complaints is unknown to the public, and the process is so secretive that even the mayor's recent citizen commission on police-community relations reported being unaware of any information on the number and disposition of such complaints.

**Recommendation 2.3a** In its previous study of the Milwaukee Police Department, the Wisconsin Advisory Committee recommended that:

*All* complaints received by the Milwaukee Police Department be conveyed to the fire and police commission for review.<sup>1</sup>

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<sup>1</sup> Police Isolation, p. 123.

The Committee repeats this recommendation:

*All* complaints received by the Milwaukee Police Department should be conveyed to the fire and police commission for review. The fire and police commission is independent of the police department. Investigations by this agency give the process greater credibility.

**Recommendation 2.3b** The Committee recommends that the fire and police commission examine its complaint procedure and find ways (1) to expedite the process, and (2) to make the process more accessible to the citizens. In addition, the complaint procedure needs much greater publicity in the community. The outreach efforts of the police enumerated in finding 2.2 could be utilized in this effort, and this effort needs to be ongoing.

**Finding 2.4** The Committee finds that most Milwaukee police officers are providing quality service to all citizens regardless of race, color, or national origin. However, it is clear to the Committee that a subculture of antagonism and disrespect against the African American community still exists among some officers on the police force. This subculture is not necessarily confined to white officers.

The chief of police has been in office for five years. The police department has records of the number, type, location, and disposition of citizen complaints filed with the department alleging police misconduct. The chief is responsible for the conduct of police officers. The Committee finds the chief to be in a position, and with the authority, to impose behavioral changes on the department.

**Recommendation 2.4** The Committee recommends that the chief of police and the fire and police commission make a series of joint public statements, decrying police incivility to the public, particularly with regard to the African American community. We urge that these announcements be coupled with a public resolution by the department and the commission to discipline officers who are guilty of incivility. We further recommend that the department and the commission publicize through their public information offices all punishments meted out to officers for uncivil behavior toward the public, so that officers and the public learn that such "cultural" behavior is no longer tolerated.

Police-community relations is an issue of paramount importance in this community. The fire and police commission should consider improvements in police civility and police-community relations in determining police chief appointments.

**Finding 2.5** To learn the nature of complaints filed by citizens on police service and better understand existent police-community relations, the police chief has voluntarily initiated an indepth study of all complaints received at district stations. This study is being conducted by faculty of the criminal justice department at the University of Wisconsin-Milwaukee.

**Recommendation 2.5** The Committee commends the police chief for doing an analysis of citizen complaints lodged with the police department at the district stations. Such a study should give the police department valuable information on the nature of police-community relations. Moreover, the study signals a commitment by the department to

be responsive to the needs of the community. The Committee recommends that the findings and observations of that study be made public.

### **3. Equal Employment Opportunity**

**Finding 3.1** After decades of minimal minority hiring despite an increasing minority population and a residency requirement, the Committee finds that under the new police administration and the new fire and police commission, the recruitment and the hiring of minorities, and in particular of African Americans, has increased significantly. The police department and the commission have developed and taken a concerted effort to locate, recruit, and select qualified minority candidates.

The Committee finds that there has been no diminishment of quality among the recruits. The Committee finds that the fire and police commission has not lowered any standard to find minority applicants, and rumors and insinuations of such are unfounded, untrue, and a smear against these officers.

The Committee believes that many of these unfounded and negative assertions are grounded in racial bigotry. Such charges divide the community along racial lines and undermine the effectiveness and credibility of minority police officers.

The Committee finds there has been no curtailment of service to the community because of these recruitment efforts. Manpower shortages that may have occurred were the result of normal time lags in the authorization, recruitment, and training of new officers.

The Committee notes that the success of these efforts is an indictment of the equal employment opportunity policies and practices of the two previous police administrations and the fire and police commission during that period.

The Committee further finds that under Chief Arreola, one of the two appointed deputy chiefs is an African American, and that minority appointment to inspector and deputy inspector have shown some improvement.

The positions of detective, lieutenant, and sergeant, however, remain disproportionately white. These positions are merit promotion positions. The low ratio of African Americans and other minorities in these positions reflects, in part, the lower seniority of minorities in the department.

**Recommendation 3.1** The Committee feels it is imperative that the false allegations that minority recruitment has resulted in a lower police quality be rebutted. The police department and fire and police commission have not lowered standards and have not delayed hiring police officers in their recruitment of minority police officers.

The Committee recommends that the department and the fire and police commission engage in a specific public relations campaign to emphasize to the public that the recruitment of minority officers has been consistent with predetermined standards and that the quality and excellence of recent recruits has not been diminished in any respect.

**Finding 3.2** Minority officers at the police department have suffered adverse impact in disciplinary actions. Adverse impact in disciplines is defined as a rate which is more than six-fifths (6/5) (or 120 percent) of the rate for the group with the lowest rate.



Adverse impact does not imply discrimination. Rather, it is an indication of a possible problem area. The Committee is unaware of any internal equal employment opportunity examination of the disciplinary actions meted out under the current chief.

The League of Martin believes that the disciplinary actions imposed by the current police administration are racially biased. This perception is driving a wedge between the police administration and the African American officers. Much of the commendable effort by the police department and the fire and police commission to recruit and hire minority police officers is being undermined by the acrimony between the League of Martin and the police administration over this issue.

The Committee finds the police administration and representatives of the League of Martin to have integrity and a desire to cooperate in providing effective police service to the community. This is demonstrated by the cooperation of the league and the commission in the recruitment of minority police officer candidates. The issue of disparate minority discipline is straining this relationship.

**Recommendation 3.2** The Committee recommends that the League of Martin and the police department enlist the services of the Community Relations Service, U.S. Department of Justice, to mediate their differences concerning disciplines and promotions.

The Committee further recommends that the police administration routinely conduct an equal employment opportunity audit of all department personnel activity, including disciplines and promotions. Where there is disparate impact, the department should develop and execute action-oriented programs designed to eliminate problems and attain established objectives.

The Committee also supports the five recommendations made by the board of inquiry regarding police discipline.

1. The department should promulgate and disseminate a policy setting forth the department's philosophy of discipline.
2. The department should review disciplinary procedures and conduct research for the establishment of disciplinary guidelines.
3. The department should require that minor infractions be documented if they are to be used in future discipline. These infractions may simply be documented in a department-approved manner, e.g., memo book, sergeant's report, etc. If documentation does not exist, previous infractions cannot be used as a basis for currently pending disciplinary action. The offender must be informed of infractions that are to be documented.
4. Greater emphasis should be placed on the need to be courteous.
5. The department should put increased emphasis on first-line supervision to identify and attempt to reduce the number of incidents which lead to disciplinary problems.

In addition, the Committee recommends that the department conduct annual equal employment opportunity audits of all disciplinary actions to insure that minority officers are not receiving disparate discipline.

#### **4. Racial Divisions Within the Department**

**Finding 4.1.** There have been numerous studies in the past two decades examining the Milwaukee Police Department and its relationship with the minority community. Studies by the Wisconsin Advisory Committee to the U.S. Commission on Civil Rights and other commissions and agencies concluded that the Milwaukee Police Department, during the 1970s and 1980s, manifested a police culture unsympathetic, and even antagonistic, in its dealings with the minority communities of the city.

There is a broad consensus among many different citizens, representing many different organizations, constituencies, and points of view, that this police culture is changing and that the new administrations in the police department and at the fire and police commission are committed to improving the relationship between their agencies and the African American community.

The Community Relations Service of the U.S. Department of Justice has stated that once a police culture is established, it is difficult to change. The Committee finds that part of the entrenched culture of the Milwaukee Police Department is a division of police officers along racial lines. Some of the evidence for this finding is:

- ▶ the mayor's commission on police-community relations finds that racist remarks are still part of the police culture of the MPD,
- ▶ the president of Marquette University and chair of the mayor's commission on police-community relations publicly states that the reality of racial bias among some MPD officers is beyond question,
- ▶ numerous police officers comment on the estrangement of white and black officers within the department,
- ▶ the lawsuit of LEOCARD, alleging that the recent hiring and promotion of minorities into and within the department discriminates against white officers, and the counter allegation by the League of Martin that the department discriminates against black officers in its promotions and disciplinary actions,
- ▶ allegations made by black police officers and challenged by white police officers that the Milwaukee Police Association only represents white police officers, and
- ▶ comments by police officers to the Southside Organizing Committee that standards are lowered to find minority police recruits.

**Recommendation 4.1** It is imperative that the racial divisions within the police department be addressed and ameliorated. The Committee recommends that the United

States Department of Justice, Community Relations Service, mediate and conciliate the racial tensions among the police officers in the department.

The department and the fire and police commission should cooperate in this endeavor, maintain such efforts on an ongoing basis, and incorporate CRS training into curriculums for new and veteran officers. Further, such a program should involve all officers, regardless of rank and seniority.

**Finding 4.2** On December 3, 1993, a police board of inquiry completed a summary report on allegations of racial and sexual discrimination brought by 28 minority officers of the Fourth and Fifth Districts. The board made 32 recommendations designed to help the Milwaukee Police Department attend to these concerns.

A number of the recommendations are already being implemented and the police chief has given his approval to proceed with the implementation of those initiatives not yet underway. The Committee notes, however, that no timetable has been established for implementing the recommendations of the board.

**Recommendation 4.2** The Committee commends the police chief on his decision to form a board of inquiry to examine allegations of race and sex discrimination in the department. To insure that these efforts to improve race relations in the police department continue, the Committee requests the police chief to develop a liaison with this Committee. Specifically, the Committee requests that the police department write to the Committee on a quarterly basis and inform the Committee on the implementation of the recommendations of the department's board of inquiry.

The Committee is resolved to see an improvement in the racial climate of the Milwaukee Police Department. One year from the release of this report, in conjunction with the Committee's commitment to return to the issue of police service, the Committee will make public its reaction to the implementation of the recommendations of the board.

## **5. Mayor's Citizen Commission on Police-Community Relations**

**Finding 5.1** In 1991 Mayor John O. Norquist established a citizen's commission on police-community relations. The commission was created in response to public expression of dissatisfaction with police department service. Residents complained of slow response time, racist attitudes, and a general lack of respect from police officers. These claims are not new. In 1981 a study of community attitudes conducted for the fire and police commission found similar complaints. The challenge to the mayor's citizen commission was to make recommendations that would get to the root of the problem.<sup>2</sup>

The members of the commission heard testimony from all segments of the community and made more than 50 specific recommendations for change. The commission's recommendations were in five broad areas:

- ▶ community-oriented policing,
- ▶ police officer training,
- ▶ personnel management,

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<sup>2</sup> Mayor's commission, p. ii.

- ▶ citizen complaints against police officers, and
- ▶ the fire and police commission.

The commission was composed of a blue ribbon panel of prominent citizens from all segments of the community. It was chaired by the president of Marquette University. The commission's central conclusion was that good relationships and effective policing are best fostered by community-oriented policing with appropriate training, in a department which values both its own diversity and the community's.<sup>3</sup>

There has been no followup to the report. There has been no public action by the mayor to reconvene the commission to determine if any, some, or none of the recommendations have been implemented. It is another in a series of reports on the Milwaukee Police Department that has been "put on the shelf."

The mayor has ultimate responsibility for the safety and welfare of the public. The mayor appoints the fire and police commission, which in turn selects the police chief and oversees the activities of the department.

**Recommendation 5.1** We recommend to Mayor John O. Norquist that he reconvene a citizen's commission on police-community relations for the specific purpose of determining the implementation, if any, of the "more than fifty specific recommendations" to the police department and the fire and police commission. The Committee recommends that this commission include some members of the original blue-ribbon panel as well as new members.

Such action will pull the report "off the shelf" and back into the community consciousness. The issue of police-community relations has not gone away. The mayor's commission and its report can have a real impact in improving police-community relations. It should be utilized by the mayor, the police department, the fire and police commission, and the citizenry to finally begin to resolve issues that have been festering in the community for several decades.

## **6. Crime Victimization as a Civil Rights Issue**

**Finding 6.1** The Committee finds that African Americans are disproportionately victims of violent crime in the city of Milwaukee. This disparate victimization is occurring independently of police efforts to curb such violence. Crime victimization is a denial of civil rights in the most fundamental sense—personal security.

**Recommendation 6.1** As part of its duties to investigate denials of equal protection of the law, the Committee urges the U.S. Commission on Civil Rights to consider a national examination of the crime victimization borne by minorities and minority communities.

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<sup>3</sup> *Ibid.*, p. i.

## **Appendix I**

### **Response of the Milwaukee Police Department**

Pursuant to U.S. Commission on Civil Rights administrative procedures, a draft copy of the report, *Police Protection of the African American Community in Milwaukee*, was given to the Milwaukee Police Department on April 5, 1994, for review and comment. The following May 4, 1994, letter from chief of police Philip Arreola is in response to the draft report.<sup>1</sup>

Advisory Committee response to Arreola's May 4, 1994, letter:

#### **Page 2, Public Safety**

The Committee examined crime for the years 1990, 1991, and 1992. Its finding set out in chapter 2 is that crime, particularly violent crime, is much higher in the African American neighborhoods than in the white neighborhoods. This forms the basis for studying whether the Milwaukee police give the same level of protection to black neighborhoods as to white neighborhoods.

#### **Notes, appendix A**

- 1) A correction is made to the text.
- 2) The text is updated reflecting the reorganization.
- 3) Corrections are made to the text.
- 4) The entire note is added to the text and cited.
- 5) The MPD denied requests from the Committee to provide deployment information of such special units, arguing it would compromise police efforts to combat crime.
- 6) Reference in the text to interdistrict dispatching being used for priority 4 calls is deleted from the text.
- 7) Comments of Dr. Stojkovic in the text are clarified following a telephone interview.
- 8) The Committee acknowledges the comment.
- 9) Corrections are made to the text.
- 10) The word "supervisor" is deleted from the text.
- 11) A footnote is placed in the text referring the reader to note 11 of the police response.
- 12) The Committee acknowledges that its disciplinary analysis is based on the assumption that each disciplinary action represents a different individual. The Committee remarks that it only observed adverse impact, not discrimination. In its recommendations it urges the police to investigate such disparities to insure that there is no discrimination.

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<sup>1</sup> A draft copy was also provided to the Milwaukee Fire and Police Commission. The response of Nicol Padway, chair of the fire and police commission, noted technical errors in the text. These corrections were incorporated into the text and attributed to Padway in footnotes.



Department of Police

Philip Arreola  
Chief of Police

May 4, 1994

Ms. Constance M. Davis, Regional Director  
United States Commission on Civil Rights  
Midwestern Regional Office  
Xerox Centre, Suite 410  
55 West Monroe Street  
Chicago, Illinois 60603

Dear Ms. Davis:

I appreciate the opportunity to review and respond to the draft report entitled "Protection of the African-American community in Milwaukee." I view the report as being favorable toward our efforts to improve policing in Milwaukee and reach out to all segments of the community. However, I have not been provided with a full and complete copy of the report including any conclusions, comments, or recommendations that may be made. Therefore, a comprehensive response is difficult to present.

As noted in the report, the department cooperated fully in providing any and all records the committee requested. Hundreds of documents and other information were made available, upon request, to the committee. I presented testimony and answered questions at the committee hearings, and my staff was made available for interviews. In addition, the committee heard from various groups representing various segments of the city's population. This information provided the basis for the report. The draft report, as presented so far, accurately reflects the progress that the department has been made in recent years. However, it does contain some factual errors which I feel compelled to address. A summary of those errors and the correct information is included in Appendix A.

The committee also relied to some degree on anecdotal information in preparing this report. The testimony of individuals is certainly a valid method of collecting information. However, I would caution that several factors must be considered before reaching any conclusions based on the testimony.

First, the experience of one or even a few individuals does not provide sufficient evidence to demonstrate a general practice. More importantly, the opinions of an individual are often formed by experiences which may have occurred years earlier, as is the case with some of the presenters. While such opinions may reflect an individual's current perception of an agency, it may not reflect current practices. Finally, some of the individuals who provided testimony did so as representatives of a group representing the interests of a narrow constituency.

With that in mind, there are several broad areas of concern which I would like to address in some detail.

## PUBLIC SAFETY

Public safety for all citizens is a top priority within the city of Milwaukee. As the committee noted, police services account for nearly 30 percent of the city's entire budget. In recent years, the police department budget has increased, even as other city departments have faced diminishing appropriations. This strong commitment to reducing crime has the support of the public, as well as our elected officials.

This commitment has paid great dividends to the citizens of our community in enhancing their safety and reducing the level of crime and disorder. While we are not satisfied with the crime rate in Milwaukee, it is important to note that Milwaukee compares very favorably to other cities with similar populations. While duly noting this progress, the committee reported that the level of crime in the African-American community in Milwaukee "appears to be increasing with little sign of abatement." While the incidence of crime in the African-American community is far too high, I do not concur with this conclusion.

Employing the 48 census tracts which the committee identified as predominantly African-American, we compared 1989 (the base year used by the committee) to 1993 Part I offenses. These were the same index crimes used by the committee to evaluate the "general public safety" in the city as a whole. The data shows that the total number of crimes actually declined by 1,415. That translates into a 10 percent reduction in crime in these predominantly African-American neighborhoods. A graphic comparison of this data is provided in Appendix B.

## PERSONNEL ALLOCATION

The report accurately points out that the department's manpower is actually allocated according to its declared allocation matrix. Allocation of the patrol force between police districts is based on a matrix which weighs five separate criteria. However, the report contends (page 24) that "priority one calls are responses to a crime in progress, priority two calls are responses to victims of violent crime." Not only is this statement an error, but it would seem to suggest that the allocation matrix is flawed because it does not give enough weight to victims of violence. The presence or absence of violence is only one element of a call. While our call priority system considers the level of violence involved in an incident, it does so in terms of a need for immediate response. The priority given to an assignment reflects the urgency of the situation and the need for an immediate response. Consequently, a gas leak, explosion, or personal injury traffic accident requires a priority one response even though a violent criminal act is not involved. At the same time, a violent crime such as a battery, which occurred days earlier, no longer requires an immediate response and is designated priority three. To over emphasize violence in assigning priorities would result in a skewed response that would ignore the danger of injury or death in other categories of calls. Accordingly, the allocation matrix is weighted by the number and type of calls within a district which require an immediate response.

While this matrix allows us to consider the number and urgency of service requests, population density, geographic area and crime rate, this formula alone was not enough.

As noted by the committee, community concerns were raised that the experience level on the night shifts was too low to permit mentoring by more senior officers. In addition, an analysis of our call volume indicated that a more equitable distribution of the workload could be achieved by modifying the existing shift schedules. These concerns were addressed with the establishment of a new shift with the hours of 12 p.m. - 8 p.m. The effect of this change was to better match the number of personnel working at any time to the workload and to better mix the experience level of the officers. Appendix C and D display our allocation before and after this change.

### **DISCIPLINARY ACTION**

The decision to abide by or disregard the department's rules and standards of conduct rests solely with the individual officer. Any breach of discipline is an individual act and must be judged and responded to as such. It is my position that the fairness of disciplinary actions cannot be evaluated by simply tabulating the demographic characteristics of the members who have been disciplined. Rather, each disciplinary matter must be evaluated individually, based on the circumstances of the particular incident. During my administration of the department the race, gender, or other demographic characteristics of those disciplined have never been, are not now, and never will be a determinate factor in deciding discipline. It would be completely inappropriate to administer or withhold discipline in order to assure a proportional distribution of discipline across all demographic groups.

The first suggestion of racial inequity in disciplinary matters was raised with respect to discharge. At that time, I provided a written response to all department members, which is included in Appendix E. Upon review of the circumstances of these cases, it is difficult to conclude that termination was an inappropriate consequence in any of them. The specifics of each case have been and will continue to be the basis upon which disciplinary decisions are made.

### **RECRUITING**

In January of 1991 the Milwaukee Police Department instituted a Recruiting and Background Investigation Section. We became convinced that through aggressive recruiting efforts, the diversity of the department could be enhanced. We sought to more closely mirror the demographics of the city by increasing the pool of qualified minority applicants. These efforts have proven worthwhile and highly successful and have moved us closer to the goal of mirroring the diversity of the community we serve. In conjunction with these efforts, representation of women and minorities has increased within the command ranks of the department as well.

At the end of 1990, the Milwaukee Police Department employed 217 African-American, 87 Hispanic, and 162 female officers. In April of 1994, there are 340 African-American officers, an increase of 57 percent. There are now 135 Hispanic officers, an increase of 55 percent. Female officers number 255, an increase of 57 percent over the number in 1990.

This statistical data only serves to underscore the department's commitment to valuing diversity and to establishing credibility and trust with all citizens in this community. While these efforts have been very successful, we realize that constant effort is necessary and must be sustained. This type of progress can be expected to continue in the future.

### **TRAINING**

The department recognizes that in order to implement community oriented policing, change its management style, impact on promotions and assignments, and become a more customer focused organization, sufficient training must occur. To accomplish this, all components of our training have been examined and updated. Community oriented policing concepts and strategies have been added to all levels of training. Increased numbers of department members have received specialized training that will result in more effective performance at their work levels. More supervisors and managers have received higher levels of management training than in the past. This training includes Northwestern University Traffic Institute's School of Police Staff and Command, the International Association of Chiefs of Police Senior Police Institute, the Federal Bureau of Investigation's National Academy, and others.



In 1993 the department began a training program entitled "Valuing Diversity." This program was developed in conjunction with the Police Foundation. It identifies community policing as our organizational philosophy, sought input from many community groups and groups within the department and designed a program unique to this department. It uses training methods that enable all the participants to understand and acknowledge the cultural diversity of the department and of the community. The 16 hour course will have been presented to all members of the department by the summer of 1994. In addition the theme of valuing diversity will also be a component of future training programs.

### **COMMUNITY ORIENTED POLICING**

Throughout the report there are numerous references to the Milwaukee Police Department in the past as being, "isolated from the community" and "uncooperative with other agencies." In contrast in 1993 the department cooperated with the Wisconsin Advisory Committee and has to a great extent improved its relationship with the community. This improvement is due in part to the implementation of community oriented policing as the "corporate philosophy" of the department. Prior to my arrival specialized programs were implemented that paved the way for community oriented policing. The establishment of a Crime Prevention Division and its related activities, neighborhood foot patrols, and an increased level of interaction with all segments of the community, were the foundation on which community oriented policing in Milwaukee was based. Since my appointment to the department, these efforts have been expanded. The department has increased its participation in such programs as DARE and GREAT. It formed "school squads" to deal with the problems in the schools. The Community Oriented Policing Advisory Committee (COPAC) and Remove Area Gang Environments (RAGE), joint citizen/police committees, were formed to deal with larger community issues. District Commanders meet regularly with their constituents. These meetings include the identification of problems as indicated by the community, the joint development of strategies designed to impact on those problems and an evaluation of the methods employed. Several districts now employ citizen/police problem solving teams to deal with more localized issues.

We began community oriented policing demonstration projects in two areas of the city. The Metcalfe Park Project, began in 1990 and Milwaukee's first major community oriented policing project, has had a sustained 52 percent drop in Part I, UCR crimes and a sustained 29 percent reduction in all crimes. Of equal importance are the housing rehabilitation, youth activity programs, health care facility and a functioning neighborhood organization accomplished within the project. This project is in the heart of the African-American community.

A second project, Avenues West, began in November of 1992, also shows similar positive progress.

However, community oriented policing is more than just an increase in citizen interaction, better community relations, beat level problem solving and foot patrol. While these tactics have been successfully employed before in apprehending criminals and preventing crime and can be successful community oriented policing strategies, they are not the core principles. A focus on our customers (citizens) needs, a desire to serve (not control) the public, and a recognition of the public demand that we deal with the causes of crime are at the heart of this concept. The department recognizes that adding these new principles to the police mission is not an easy task. Every component of police work, recruitment, training, evaluation, promotion, assignment and management style has to be examined and adapted. Successfully implementing a change of this magnitude must be thought out thoroughly and managed carefully and patiently. To suggest, as the report does, that the implementation of community oriented policing has been slowed, or is not succeeding in Milwaukee, is incorrect. Progress, while slow to some, is and will continue to occur.

## **OUR MISSION**

The draft report quoted the department's mission statement on (page 15). This mission statement was developed by the department in 1990 in recognition of the changing community needs. It and its related value statements reflect our strong and sincere commitment to serving all members of this community. It is the basis for many of the recent changes made in the organizational structure and philosophy of the department and it drives our daily activities.

The committee's draft report cites the Community Relations Service (CRS) of the U.S Department of Justice which stated that all police department's have a culture and this culture impacts on how the police relate and interact with the community. To develop a positive culture, CRS recommends that a police department should:

- involve the community in the delivery of services and be accountable to the community it serves;
- understand and acknowledge that cultural diversity is important to contemporary law enforcement efforts and;
- have a department complaint procedure that is set forth in writing and conveyed to the public and be open to receive complaints and willing to aggressively examine allegations of abuse.

With the advent and acceptance of community oriented policing as the corporate philosophy of the Milwaukee Police Department, the first recommendation is being adequately met. Second, cultural diversity is visibly recognized by the Milwaukee Police Department as a prerequisite to a successful implementation of community and enforcement initiatives. Finally, the citizen complaint process is being revised by both the Milwaukee Police Department and the Fire and Police Commission to make it more accessible and meaningful to the community.

Significant changes have taken place within the Milwaukee Police Department in recent years. While remaining focused on crime, our efforts to reach out to all parts of the community and enlist their cooperation and support have expanded. The success of these efforts can be measured in part by some of the comments quoted in the report itself:

Alderman Frederick Gordon: " the police department under the direction of Chief Arreola, is doing a better job in serving the black community." (page 27)

Father Albert Diulio, president of Marquette University: "Relations between the police and the community have improved markedly in recent years." (page 34)

"There was testimony among many different organizations and points of view that Chief Arreola is committed to improving the relationship between the department and the African-American community." Footnote made reference to Stan Stojkovic (Criminal Justice Department, UW-Milwaukee), Jeannetta Robinson, Felmers Chaney and Wesley Scott (Chamber of Commerce). (page 37)

These changes are the result of the implementation of our mission statement.

In conclusion, these and other efforts have contributed to the department's progress in addressing the problem of crime in Milwaukee. To the extent they have been successful, credit must be given to those officials who have made law enforcement a top priority, the citizens who have offered their cooperation and support, and department members who have carried out their duties with zeal and discretion. At the same time, we recognize that much more remains to be done and it is to that effort that we are committed.

Sincerely,

  
PHILIP ARREOLA  
CHIEF OF POLICE

pa:pr  
attachments

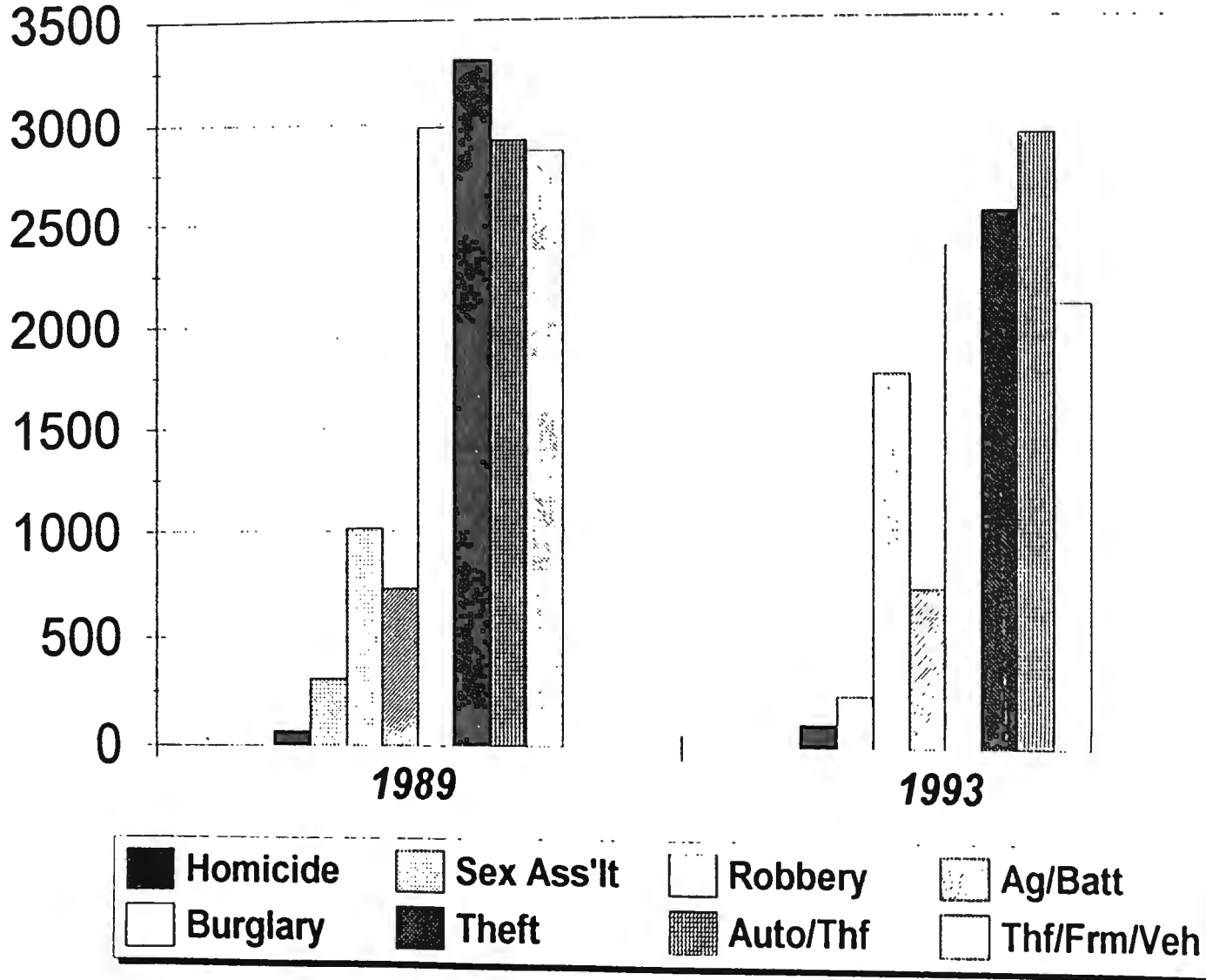
## APPENDIX A

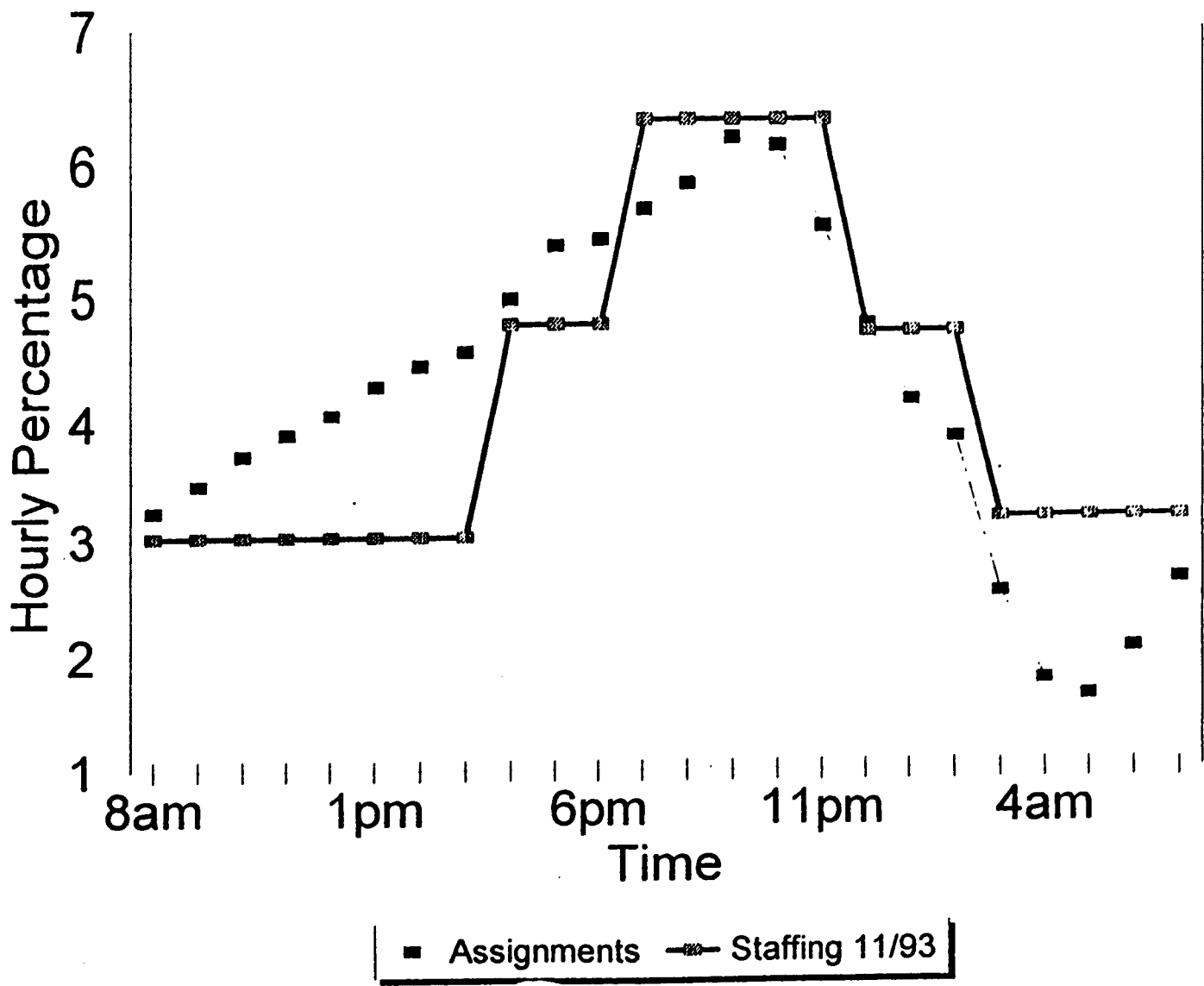
- 1) Page 4 - Reference to information attained from Fraternal Order of Police; the Milwaukee Police Association is the labor organization representing police officers in Milwaukee. They are not affiliated with the Fraternal Order of Police.
- 2) Page 20 - Reference to Juvenile Division; this division has been reorganized to include the Sexual Assault Unit and is now the Sensitive Crimes Unit.
- 3) Page 20 - Reference to the chain of command in the police districts; each district has three Lieutenants. They do not have a separate Lieutenant for the Power shift. However, District One has an additional Lieutenant assigned to the Tactical Enforcement Unit.
- 4) Page 24 - Reference to deployment formula and priority one and two calls for service; it is incorrect to claim "priority one calls are responses to a crime in progress, priority two calls are responses to victims of violent crime." Neither does a priority necessarily reflect the level of violence involved in an incident. Rather, the priority given to an assignment reflects the urgency of the situation and the need for an immediate response. Consequently, a gas leak, explosion, or personal injury traffic accident requires a priority one response even though a violent criminal act is not involved. At the same time, a violent crime such as a battery, which occurred days earlier, no longer requires an immediate response and is designated priority three.  
  
Consequently, the deployment formula is weighted by the number and type of calls within a district which require an immediate response.
- 5) Page 25 - Table 3-4; this table and subsequent analysis attempts to compare squad patrol with crime rates in police districts. An accurate comparison would require the addition of patrol performed by specialty units, such as the Tactical Enforcement Unit, Violent Crimes Task Force, Gang Crimes Unit, etc.
- 6) Page 30 - Reference to inter-district dispatching; inter-district dispatching is a management tool that allows us to respond to unusual service demands in a particular area of the city. Inter-district dispatching is used when necessary to provide timely response to priority emergency, one, two, and three calls for service. Inter-district dispatching is not authorized for response to priority four calls.
- 7) Page 47 - Reference to the importance of response time; I believe that the statement attributed to Dr. Stojkovic, that "an essential key to effective policing is response time" is a misunderstanding of his position. The research shows, and Dr. Stojkovic is aware, that in the vast majority of calls, police response time is not related to the likelihood of apprehending the perpetrator. The reason for this is that the victims often delay notifying police until a rapid response is no longer of any value. While we strive to respond to calls as expeditiously as possible, response time cannot be equated with effective policing.
- 8) Page 51 - Reference to Day shift assignment by seniority; contract provisions of this nature are not unique to Milwaukee. In a recent survey of 10 cities of comparable size, six had some form of shift assignment preference based on seniority. These cities include Columbus, Ohio; Boston, Massachusetts; Cleveland, Ohio; Indianapolis, Indiana; San Francisco, California; and Memphis, Tennessee.

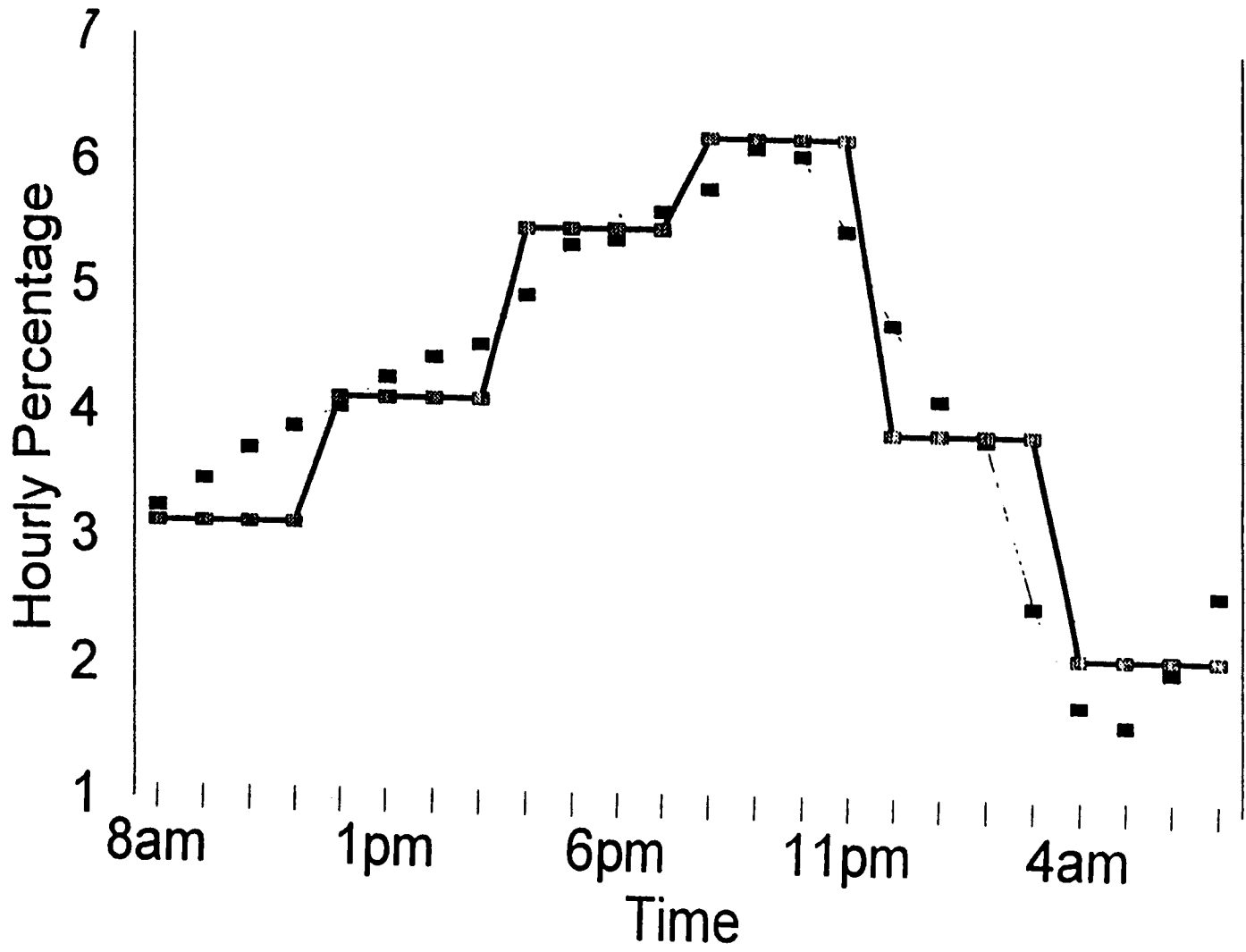
## APPENDIX A - CONT'D

- 9) Page 67 - Reference to the highest ranks in the department; the ranks in descending order are Assistant Chief, Inspector, Deputy Inspector and Captain.
- 10) Page 68 - Reference to certain ranks being predominantly white; there is no rank of "supervisor" in the department. If this reference is intended to mean the promoted rank of Detective, I would add that Detective is not a supervisory rank.
- 11) Page 72 - Reference to disparate discipline handicapping promotion opportunities for minority officers; a "blemished service record" is not a component in the testing process for promotions within the Milwaukee Police Department. Since past disciplinary actions are not considered, they do not have any impact on opportunities for promotion.
- 12) Page 74 - Reference to the proportion of black officers disciplined is based on an assumption that each disciplinary action represents a different individual. The assumption is incorrect. For example, you will note in Appendix E that a single officer was disciplined repeatedly before being discharged.

### COMPARISON OF SELECTED TRACTS







Assignments Staffing 1/94



## APPENDIX E

### MILWAUKEE POLICE DEPARTMENT

MEMORANDUM

August 11, 1993

TO: ALL DEPARTMENT MEMBERS  
FROM: CHIEF PHILIP ARREOLA  
SUBJECT: DISCIPLINARY ACTIONS

Recently, allegations have been raised that members of the Milwaukee Police Department have been discharged for "trivial" reasons.

I wish to assure all members of the Department that my responsibility in disciplinary matters is taken very seriously. Disciplinary action is only taken after a thorough investigation and after affording the member an opportunity to meet and discuss the matter in person. Consideration is given to the best interests of the member, bearing in mind the need to maintain public confidence in the Milwaukee Police Department. Termination of employment is undertaken only in instances of serious misconduct. It must also be remembered that such action is subject to the oversight of the Board of Fire and Police Commissioners, various regulatory agencies and the judiciary.

The following is a summary of the Police Officers discharged from the service since January of 1992, with a brief description of the incident which resulted in termination. The identities of the individuals have been omitted to avoid any personal embarrassment. I hope that this information will help to allay any concerns that may exist regarding the factual basis of disciplinary actions.

May 28, 1993 - A Probationary Officer was discharged after engaging in actions which resulted in criminal charges of having Sexual Intercourse with a Child and Battery - Domestic Violence.

May 27, 1993 - A Probationary Officer was discharged after an incident in which the member was intoxicated and arrested for Endangering Safety by Use of a Dangerous Weapon.

May 27, 1993 - A Probationary Officer was discharged after an incident in which the member was cited for Duty Upon Striking Property Adjacent to a Highway and was untruthful regarding his actions in the incident.

May 13, 1993 - A Police Officer was discharged after an investigation revealed that the member was residing outside the City and engaged in the operation of a business without the approval of the Chief.

**PAGE TWO  
MEMO - DISCIPLINARY ACTIONS**

**May 13, 1993 - A Probationary Officer was discharged after it was learned that the member was the subject of an on-going federal investigation of corporate theft. The theft occurred at the member's former place of employment, immediately preceding appointment to the police department. The gravity of the offense and supporting evidence warranted discharge prior to final adjudication.**

**May 6, 1993 - A Police Officer was discharged in connection with an off duty incident which resulted in criminal charges. The member was intoxicated, struck an occupied vehicle causing personal injury and fled the scene.**

**April 8, 1993 - A Probationary Officer was discharged after an investigation which led to the member's arrest and prosecution in connection with a felony offense of Theft.**

**January 29, 1993 - A Probationary Officer was discharged after an investigation revealed that the member accepted \$100 to assist another person in fraudulently obtaining a motor vehicle operator's license.**

**January 15, 1993 - A Probationary Officer was discharged for medical reasons. The member was unable to meet the physical requirements associated with recruit training. A medical evaluation concluded the member was medically unfit for the position of Police Officer.**

**January 14, 1993 - A Probationary Officer was discharged after an incident in which the member, while off-duty and intoxicated, pointed a handgun at another person and made threatening statements. The member was also untruthful in the subsequent investigation of the matter.**

**November 13, 1992 - A Police Officer was discharged in connection with several acts of misconduct. The member was convicted of a felonious crime involving insurance fraud. The member also reported for duty while intoxicated, disobeyed orders to submit to an alcohol test, and was residing outside the City.**

**October 20, 1992 - A Police Officer was discharged after pointing a firearm at a citizen while on duty and intoxicated and being charged criminally in the matter. The member also engaged in a business without approval of the Chief and used his position to advance that business.**

**August 14, 1992 - A Police Officer was discharged in connection with separate incidents of misconduct. While on suspension, the member contacted a reporter with information regarding an active homicide investigation and accompanied the reporter to a witness' place of employment, while withholding the information from the Department. The member also engaged in an act of non-consensual sexual activity.**

**PAGE THREE**  
**MEMO - DISCIPLINARY ACTIONS**

July 13, 1992 - A Police Officer was discharged after an incident in which the member used force against a citizen unnecessarily and was criminally charged with 2 counts of Battery.

June 19, 1992 - A Police Officer was discharged after an investigation revealed multiple acts of misconduct. The member left his assigned area while in uniform and on duty, and engaged in non-consensual sexual activity. That same member also failed to investigate or report a complaint of Recklessly Endangering Safety. (Reduced to sixty day suspension by the Fire and Police Commission).

June 19, 1993 - A Police Officer was discharged in connection with an incident in which an off duty injury was falsely reported as having occurred while on duty. This was the seventh time the member faced formal disciplinary action for misconduct.

May 4, 1992 - A Police Officer was discharged after an investigation of sexual harassment allegations. The member engaged in inappropriate sexual conduct over a period of several years.

February 28, 1992 - A Probationary Officer was discharged following a series of rule violations. The member failed to inform the Department that his motor vehicle license had been suspended and operated a vehicle after the license was suspended. The member was arrested for Battery (Domestic Violence), but not charged because the victim refused to prosecute. The member was discovered sleeping on-duty and was untruthful regarding the matter. The member was also late for work five times during a seven month period.

January 29, 1992 - A Probationary Officer was discharged following several incidents of misconduct. Several days after citing a female driver, the member began repeated attempts to proposition her, resulting in a complaint of stalking. The member also failed to inventory a confiscated firearm and was untruthful in the subsequent investigation.

**Appendix II  
Milwaukee Population and Crime by Census Tract**

<b>CT</b>	<b>pop</b>	<b>black pop</b>	<b>viol. crm</b>	<b>prop crm</b>	<b>mis crm</b>	<b>tot crm</b>
1	7838	1349	72	1171	548	1791
2	9193	1400	34	574	376	984
3	9260	1767	17	378	241	636
4	2507	276	11	254	89	354
5	8447	720	49	934	333	1316
6	6437	825	12	473	257	742
7	3842	810	25	378	154	557
8	4854	1166	9	248	161	418
9	3727	1186	13	309	189	511
10	3534	908	19	241	179	439
11	3096	1514	19	260	181	460
12	3079	1928	44	268	297	609
13	3771	1092	36	369	229	634
14	2506	519	11	136	103	250
15	3214	772	26	249	203	478
16	2813	410	12	168	124	304
17	4367	451	18	349	164	531
18	3471	1650	22	184	178	384
19	3756	1572	42	268	185	495
20	2710	853	28	264	146	438
21	2569	1283	37	281	238	556
22	1987	640	7	121	96	224
23	4912	4068	31	399	222	652
24	2619	2007	60	355	228	643
25	2233	1362	52	178	160	390
26	3243	2138	30	239	148	417
27	2240	1132	13	90	68	171
28	2428	1311	20	171	138	329
29	2190	548	21	123	87	231
30	3672	764	14	283	174	471
31	3252	889	21	378	127	526
32	2584	331	24	180	97	301
33	4777	580	21	314	172	507
34	5043	87	16	258	123	397
35	3211	551	31	322	174	527
36	1926	747	52	657	320	1029
37	2362	739	7	174	80	261
38	2392	1386	25	196	98	319
39	2942	2386	40	248	170	458
40	3019	2207	39	232	211	482
41	2751	2086	30	274	181	485
42	3629	3442	87	352	364	803
43	6605	6255	84	712	381	1177
44	3409	2300	54	476	261	791
45	3440	3295	63	388	250	701
46	3593	3467	86	351	221	658

**Milwaukee Population and Crime by Census Tract (continued)**

<b>CT</b>	<b>pop</b>	<b>black pop</b>	<b>viol. crm</b>	<b>prop crm</b>	<b>mis crm</b>	<b>tot crm</b>
47	5371	5155	96	369	341	806
48	4695	3854	86	422	365	873
49	5090	2722	59	440	234	733
50	4802	808	17	372	145	534
51	3176	498	19	262	142	423
52	1629	34	9	105	15	139
53	1932	16	6	84	36	126
54	3878	70	4	114	95	213
55	3636	19	2	83	47	132
56	2289	19	1	42	15	58
57	2422	17	7	62	41	110
58	3380	46	10	264	85	359
59	3552	363	31	326	160	517
60	2730	1254	24	253	152	429
61	2709	1794	31	301	219	551
62	3817	3105	71	303	361	735
63	3675	3520	98	396	378	872
64	3868	3741	89	314	392	795
65	3675	3561	69	219	296	584
66	4688	4621	102	306	461	869
67	2266	2215	67	165	205	437
68	3798	3688	72	268	303	643
69	3418	3061	51	205	282	538
70	4150	3603	109	310	425	844
71	2208	421	35	217	182	434
72	3141	482	20	347	173	540
73	2566	44	17	189	89	295
74	3495	122	0	73	43	116
75	2826	57	7	202	60	269
76	3614	102	13	325	137	475
77	4110	179	33	486	223	742
78	3668	65	28	312	144	484
79	1950	215	35	211	140	386
80	2531	689	54	209	227	490
81	1962	1486	58	151	171	380
82	1489	1441	80	128	251	459
83	1873	1842	77	170	255	502
84	2017	1975	71	202	217	490
85	1906	1873	61	178	230	469
86	2395	2342	58	166	275	499
87	2477	2413	66	192	259	517
88	3326	3257	1	61	339	452
89	2471	2230	109	310	367	786
90	3837	3304	97	382	479	958
91	3106	2182	83	415	428	926
92	2106	765	25	314	217	556
93	2750	197	24	206	110	340

**Milwaukee Population and Crime by Census Tract (continued)**

CT	pop	black pop	viol. crm	prop crm	mis crm	tot crm
94	2780	82	8	114	46	168
95	2462	253	7	110	56	173
96	3501	2599	91	414	571	1076
97	2993	2322	81	258	366	705
98	2437	2210	106	293	471	870
99	2684	2403	97	273	459	829
100	1380	1305	72	229	254	555
101	1440	1411	46	183	236	465
102	1355	1330	60	169	207	436
103	1036	1025	37	137	90	264
104	1120	1074	77	205	162	444
105	1379	1279	31	123	129	283
106	1812	1242	32	102	162	296
107	2419	750	57	245	206	508
108	2603	230	33	389	177	599
109	5317	304	45	530	238	813
110	3209	370	27	286	154	467
111	1310	105	17	236	103	356
112	1923	221	23	198	135	356
113	1506	102	13	321	71	405
114	421	206	12	121	41	174
115	536	371	14	70	59	143
116	1746	1518	24	142	123	289
117	504	499	17	55	79	151
118	1039	993	22	78	113	213
119	1091	1018	50	134	240	424
120	1251	1023	56	117	199	372
121	1091	763	29	107	146	282
122	3655	2184	86	294	397	777
123	1413	633	38	299	212	549
124	2787	388	13	196	135	344
125	2158	25	7	125	54	186
126	2578	18	6	88	59	153
127	1306	2	5	63	40	108
128	2868	59	7	77	85	169
129	3193	17	1	70	104	175
130	2067	26	0	52	58	110
131	724	145	0	16	17	33
132	943	65	17	451	207	675
133	1358	183	8	110	78	196
134	3415	1292	45	209	258	512
135	2482	1580	110	249	468	827
136	3406	1794	76	279	323	678
137	2378	1643	130	327	538	995
138	1824	1530	16	114	129	259
139	1077	908	23	46	81	150
140	972	724	31	136	80	247

**Milwaukee Population and Crime by Census Tract (continued)**

<b>CT</b>	<b>pop</b>	<b>black pop</b>	<b>viol. crm</b>	<b>prop crm</b>	<b>mis crm</b>	<b>tot crm</b>
141	1245	1171	15	160	102	277
142	571	533	25	258	110	393
143	2129	83	9	262	86	357
144	2091	113	43	694	272	1009
145	847	568	42	485	485	1012
146	4149	792	49	288	229	566
147	2659	707	44	278	197	519
148	2482	1000	102	340	375	817
149	2755	912	77	327	300	704
150	672	74	12	176	52	240
151	1462	63	6	186	77	269
152	436	89	61	1006	465	1532
153	223	9	19	523	259	801
154	273	5	14	144	75	233
155	1169	24	23	302	177	502
156	1394	69	24	133	126	283
157	3903	150	43	231	287	561
158	3326	138	39	206	339	584
159	3331	91	30	302	248	580
160	2687	47	9	172	198	379
161	2910	22	8	157	128	293
162	2989	39	11	186	161	358
163	4673	99	38	287	387	712
164	4840	212	53	343	465	861
165	2913	146	18	188	309	515
166	2168	70	16	136	184	336
167	3067	75	40	353	393	786
168	2923	91	35	389	365	789
169	3414	71	28	253	358	639
170	4920	47	22	297	324	643
171	2069	11	4	140	91	235
172	1992	3	6	81	62	149
173	2878	24	10	204	162	376
174	2560	24	23	186	229	438
175	3620	71	28	338	373	739
176	2513	50	20	226	222	468
177	1740	33	5	119	128	252
178	246	0	7	107	137	251
179	3535	18	13	198	201	412
180	3162	17	8	126	133	267
181	2003	10	2	110	91	203
182	1962	10	2	96	64	162
183	3016	6	10	161	120	291
184	1549	8	3	120	62	185
185	1714	2	2	159	112	273
186	2492	17	8	200	189	397
187	3072	24	8	178	184	370

**Milwaukee Population and Crime by Census Tract (continued)**

<b>CT</b>	<b>pop</b>	<b>black pop</b>	<b>viol. crm</b>	<b>prop crm</b>	<b>mis crm</b>	<b>tot crm</b>
188	1584	20	6	123	158	287
189	1331	5	0	89	88	177
190	4334	4	4	142	88	234
191	2964	27	3	134	71	208
192	3240	15	3	54	48	105
193	2831	1	2	34	42	78
194	3470	3	4	78	92	174
195	3677	4	1	55	77	133
196	3673	2	1	66	67	134
197	5632	6	7	118	81	206
198	5066	42	6	120	147	273
199	3799	5	1	73	55	129
200	3141	33	11	392	214	617
201	3124	39	11	207	182	400
202	2824	66	6	156	87	249
203	3263	3	6	197	84	287
204	2518	6	16	163	165	344
205	2501	12	3	173	109	285
206	3780	39	5	142	104	251
207	4718	7	5	131	110	246
208	3715	11	2	113	88	203
209	2640	3	5	71	63	139
210	2254	10	1	57	49	107
211	1508	2	4	42	39	85
212	2229	6	2	83	69	154
213	1410	59	2	82	61	145
214	3065	78	11	199	113	323
215	2679	5	2	68	51	121
216	4452	23	9	304	153	466
217	6598	19	5	277	217	499
218	2569	6	2	63	43	108
<b>tot</b>	<b>628202</b>	<b>191259</b>	<b>6889</b>	<b>51593</b>	<b>41184</b>	<b>99666</b>

Source: U.S. Commission on Civil Rights, Midwestern Regional Office. Census tract data is from the 1990 census. Crime figures are from City of Milwaukee 1991 Public Safety Report, Milwaukee fire and police commission. Violent crime includes homicide, robbery, rape, and assault. Property crime includes burglary, theft, auto theft, arson. Other crime includes battery, vandalism, and other crimes.



**Appendix III  
Milwaukee Police Department, Position Profile, December 1992**

Position title	Auth	Actual	White	Black	Hisp	Indian	Asian
Chief of Police	1	1	0	0	1	0	0
Asst Chief	2	2	1	1	0	0	0
Inspector	5	4	4	0	0	0	0
Deputy Inspector	6	6	4	1	0	1	0
Captain of Police	26	26	23	3	0	0	0
Lieutenant	36	37	33	2	1	0	1
Admin. Lt.	1	1	1	0	0	0	0
Sergeant	182	180	156	17	6	1	0
Admin. Sgt.	5	6	5	1	0	0	0
Lt of Detectives	29	29	28	1	0	0	0
Detective	208	207	167	28	8	4	1
Police Officer	1472*	1462	1080	253	106	23	2
Safety Officer	1	1	1	0	0	0	0
Payroll Supervisor	1	1	1	0	0	0	0
Elec. Tech. Foreman	1	1	1	0	0	0	0
Electronic Tech.	10	9	9	0	0	0	0
Chief Police Alarm	1	1	1	0	0	0	0
Disp. Sys. Spec.	1	1	1	0	0	0	0
Alarm Operator	39	26	24	2	0	0	0
Police ID Sup.	1	1	1	0	0	0	0
Identification Sup.	2	2	2	0	0	0	0
Chief Doc. Exam.	1	1	1	0	0	0	0
Document Examiner	3	3	3	0	0	0	0
Latent Print Exam.	1	1	1	0	0	0	0
Ident. Tech	28	23	20	2	1	0	0
Audio Visual Spec	1	1	1	0	0	0	0
Cust. Police Prop	1	1	1	0	0	0	0
Court Liason Officer	2	0	0	0	0	0	0
Narcotics Control	1	1	1	0	0	0	0
<b>TOTAL</b>	<b>2068</b>	<b>2035</b>	<b>1568</b>	<b>311</b>	<b>123</b>	<b>29</b>	<b>4</b>

\* Includes policewoman and police matron. These positions will convert to police officer when incumbents retire.  
Source: Milwaukee Fire and Police Commission, City of Milwaukee 1992 Public Safety Report.

**Appendix IV  
Milwaukee Police Department, Dismissals and Resignations, By Race, 1983-1992**

Year	start of yr emp		resignations		terminations	
	W	B	W	B	W	B
1983	1832	162	12	7	11	1
1984	1803	188	7	7	1	1
1985	1754	194	11	1	4	3
1986	1729	221	10	3	3	1
1987	1656	225	11	13	1	5
1988	1634	212	8	12	0	1
1989	1632	214	13	6	3	4
1990	1542	214	17	4	2	3
1991	1491	217	20	2	4	1
1992	1516	259	30	4	3	3

Source: Midwestern Regional Office, USCCR, from data provided by Milwaukee Fire and Police Commission.

**Appendix V**

SQUADS - DISTRICT THREE				
DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	13	16	7	10
09/02/92	13	14	8	10
09/03/92	15	17	9	12
09/04/92	14	18	6	12
09/05/92	11	15	6	12
09/06/92	11	15	7	11
09/07/92	13	17	8	8
09/08/92	15	15	8	10
09/09/92	14	15	8	9
09/10/92	13	15	9	10
09/11/92	14	17	9	14
09/12/92	13	14	7	11
09/13/92	11	11	6	10
09/14/92	12	12	6	8
09/15/92	14	13	5	7
09/16/92	13	15	8	11
09/17/92	14	16	9	10
09/18/92	11	14	7	13
09/19/92	13	12	6	11
09/20/92	12	12	8	8
09/21/92	13	14	9	7
09/22/92	13	16	9	10
09/23/92	14	15	8	10
09/24/92	14	14	7	15
09/25/92	13	15	6	11
09/26/92	13	12	7	10
09/27/92	12	12	7	9
09/28/92	10	12	7	9
09/29/92	11	15	9	9
09/30/92	14	12	7	11

**SQUADS - DISTRICT FIVE**

DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	11	14	6	11
09/02/92	11	16	6	12
09/03/92	11	15	6	12
09/04/92	11	16	6	11
09/05/92	11	13	6	12
09/06/92	11	14	5	11
09/07/92	11	14	6	11
09/08/92	12	14	6	11
09/09/92	13	14	6	12
09/10/92	11	14	6	12
09/11/92	11	13	5	10
09/12/92	11	14	5	10
09/13/92	11	14	5	11
09/14/92	12	15	5	11
09/15/92	11	15	6	12
09/16/92	12	16	6	11
09/17/92	12	16	6	10
09/18/92	11	14	6	11
09/19/92	11	13	5	10
09/20/92	12	14	6	10
09/21/92	12	14	6	12
09/22/92	11	14	5	11
09/23/92	11	14	5	12
09/24/92	11	14	5	11
09/25/92	11	13	5	11
09/26/92	12	14	5	12
09/27/92	11	13	5	9
09/28/92	13	12	5	12
09/29/92	12	14	5	11
09/30/92	11	12	6	10

**SQUADS - DISTRICT SEVEN**

DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	14	24		14
09/02/92	13	23		14
09/03/92	12	23		14
09/04/92	12	26		14
09/05/92	13	25		14
09/06/92	13	26		13
09/07/92	14	27		13
09/08/92	14	28		14
09/09/92	14	25		13
09/10/92	15	26		14
09/11/92	14	24		14
09/12/92	13	23		13
09/13/92	12	26		13
09/14/92	14	26		14
09/15/92	14	26		13
09/16/92	13	28		14
09/17/92	13	27		14
09/18/92	13	26		12
09/19/92	9	26		13
09/20/92	12	28		13
09/21/92	13	27		14
09/22/92	13	27		13
09/23/92	14	25		14
09/24/92	14	27		14
09/25/92	15	28		14
09/26/92	14	25		13
09/27/92	14	25		12
09/28/92	13	24		12
09/29/92	15	22		11
09/30/92	14	25		13

**Appendix VI**

**FOOT PATROL - DISTRICT THREE**

DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	1	7	0	0
09/02/92	1	6	0	0
09/03/92	1	7	0	0
09/04/92	2	5	0	0
09/05/92	2	0	0	0
09/06/92	0	0	0	0
09/07/92	0	1	0	0
09/08/92	2	10	0	0
09/09/92	2	9	0	0
09/10/92	2	10	0	0
09/11/92	2	9	0	0
09/12/92	2	6	0	0
09/13/92	0	4	0	0
09/14/92	1	6	0	0
09/15/92	2	7	0	0
09/16/92	1	6	0	0
09/17/92	1	7	0	0
09/18/92	1	3	0	0
09/19/92	1	2	0	0
09/20/92	1	1	0	0
09/21/92	1	6	0	0
09/22/92	2	9	0	0
09/23/92	1	7	0	0
09/24/92	1	8	0	0
09/25/92	1	3	0	0
09/26/92	1	7	0	0
09/27/92	0	0	0	0
09/28/92	1	4	0	0
09/29/92	2	6	0	0
09/30/92	2	9	0	0

**FOOT PATROL - DISTRICT FIVE**

DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	0	8	0	0
09/02/92	0	8	0	0
09/03/92	0	8	0	0
09/04/92	0	4	0	0
09/05/92	0	4	4	0
09/06/92	0	0	0	0
09/07/92	0	2	0	0
09/08/92	0	6	0	0
09/09/92	0	8	0	0
09/10/92	0	6	0	0
09/11/92	0	4	0	0
09/12/92	0	4	0	0
09/13/92	0	0	0	0
09/14/92	0	5	0	0
09/15/92	0	6	0	0
09/16/92	0	7	0	0
09/17/92	0	6	0	0
09/18/92	0	3	0	0
09/19/92	0	0	0	0
09/20/92	0	0	0	0
09/21/92	0	5	0	0
09/22/92	0	7	0	0
09/23/92	0	5	0	0
09/24/92	0	5	0	0
09/25/92	0	6	0	0
09/26/92	0	6	0	0
09/27/92	0	0	0	0
09/28/92	0	8	0	0
09/29/92	0	7	0	0
09/30/92	0	5	0	0

**FOOT PATROL - DISTRICT SEVEN**

DATE	DAY SHIFT	EARLY SHIFT	POWER SHIFT	LATE SHIFT
09/01/92	0	6		0
09/02/92	1	4		0
09/03/92	1	5		0
09/04/92	1	6		0
09/05/92	0	2		0
09/06/92	0	3		0
09/07/92	1	5		0
09/08/92	1	5		0
09/09/92	1	5		0
09/10/92	1	5		0
09/11/92	1	3		0
09/12/92	0	1		0
09/13/92	0	1		0
09/14/92	1	6		0
09/15/92	1	5		0
09/16/92	1	6		0
09/17/92	1	5		0
09/18/92	1	5		0
09/19/92	0	1		0
09/20/92	0	0		0
09/21/92	1	5		0
09/22/92	1	6		0
09/23/92	1	6		0
09/24/92	1	6		0
09/25/92	1	6		0
09/26/92	1	1		0
09/27/92	0	1		0
09/28/92	1	5		0
09/29/92	1	7		0
09/30/92	1	5		0

**Appendix VII**

**UNITED STATES DISTRICT COURT  
for the  
EASTERN DISTRICT OF WISCONSIN**

UNITED STATES OF AMERICA,

Plaintiff,

-vs-

CITY OF MILWAUKEE, a municipal corporation, HAROLD A. BREIER, Chief of Police, City of Milwaukee Police Department; WILLIAM STAMM, Chief, City of Milwaukee Fire Department; MARJORIE L. MARSHALL, CHARLES W. MENTKOWSKI, RICHARD BLOCK, JOHN GIACOMO, and WILLIAM I. GORE, Commissioners, City of Milwaukee Fire and Police Commission,

Defendants.

U. S. Dist. Court East Dist. Wis.  
**FILED**  
SEP 2 1975

at \_\_\_\_\_ o'clock \_\_\_\_\_ M  
RUTH W. LA FAYE, Clerk

**CIVIL ACTION  
No. 74-C-480**

CHRISTINE WARD, individually and on behalf of all other persons similarly situated,

Plaintiffs,

-vs-

RICHARD BLOCK, JOHN GIACOMO, WILLIAM I. GORE, MARJORIE MARSHALL, and CHARLES W. MENTKOWSKI, individually and in their official capacities as members of the Board of Fire and Police Commissioners of the City of Milwaukee, and their AGENTS, EMPLOYEES, SUCCESSORS IN OFFICE, ASSISTANTS, AND ALL OTHERS ACTING IN CONCERT OR COOPERATION WITH THEM OR AT THEIR DIRECTION OR UNDER THEIR CONTROL,

Defendants.

**CIVIL ACTION  
No. 74-C-333** ✓



UNITED STATES DISTRICT COURT  
EASTERN DISTRICT OF WISCONSIN

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UNITED STATES OF AMERICA,

Plaintiff,

v.

CITY OF MILWAUKEE, a municipal corporation; HAROLD A. BREIER, Chief of Police, City of Milwaukee Police Department; WILLIAM STAMM, Chief, City of Milwaukee Fire Department; MARJORIE L. MARSHALL, CHARLES W. MENTKOWSKI, RICHARD BLOCK, JOHN GIACOMO, and WILLIAM I. GORE, Commissioners, City of Milwaukee Fire and Police Commission,

Civil Action  
No. 74-C-480

Defendants.

CHRISTINE WARD, individually and on behalf of all other persons similarly situated,

Plaintiffs,

v.

RICHARD BLOCK, JOHN GIACOMO, WILLIAM I. GORE, MARJORIE MARSHALL and CHARLES W. MENTKOWSKI, individually and in their official capacities as members of the Board of Fire and Police Commissioners of the City of Milwaukee, and their AGENTS, EMPLOYEES, SUCCESSORS IN OFFICE, ASSISTANTS, AND ALL OTHERS ACTING IN CONCERT OR COOPERATION WITH THEM OR AT THEIR DIRECTION OR UNDER THEIR CONTROL,

Civil Action  
No. 74-C-333

Defendants.

INTERIM ORDER

IT IS ORDERED that in filling current and future vacancies in the positions of police aide and patrol officer, the Milwaukee Fire and Police Commission shall appoint two black applicants for every three white applicants appointed.

IT IS HEREBY STIPULATED by and between the United States of America, Plaintiff, and the Defendants by their respective attorneys, that the first paragraph of the Interim Order which reads as follows:

"IT IS ORDERED that in filling current and future vacancies in the positions of police aide and patrol officers, the Milwaukee Fire and Police Commission shall appoint two black applicants for every three white applicants appointed."

shall be amended to read as follows:

"IT IS ORDERED that in filling current and future vacancies in the positions of police aide and patrol officers, the Milwaukee Fire and Police Commission shall appoint two black, Latin and American Indian applicants for every three white applicants appointed."

Dated this 20<sup>th</sup> day of August, 1975.

UNITED STATES OF AMERICA,

By James S. Angus  
James S. Angus  
United States Attorney  
Attorney for Plaintiff

Maurice L. Markey  
Maurice L. Markey  
Assistant City Attorney, City of Milwaukee  
Attorney for Defendants

IT IS ORDERED that the Interim Order of July 25, 1975 be amended in accordance with the above stipulation.

Dated this 9<sup>th</sup> day of October, 1975

U. S. Dist. Court East Dist. Wis.

**FILED**

9079 1975

JOHN W. REYNOLDS  
JOHN W. REYNOLDS  
United States District Judge

IT IS FURTHER ORDERED that the defendants take such steps as may be necessary to accomplish the recruiting and hiring of females for subsequent appointment to the Milwaukee Police Department as patrol officers; that not less than five females be appointed as patrol officers no later than October 1, 1975; and that five additional females be appointed as patrol officers no later than January 5, 1976.

IT IS FURTHER ORDERED that defendants shall inform plaintiffs in writing of all appointments, setting out the number of positions filled by black applicants, by female applicants, and by white applicants.

IT IS FURTHER ORDERED that defendants report to the Court by October 1, 1975, on what promotional opportunities, if any, are or will be available to incumbent police women and police matrons. If promotional opportunities do not exist, a statement of the reasons therefor must be provided.

IT IS FURTHER ORDERED that:

1. This interim order is entered without prejudice to any party seeking a modification upon a proper showing, and shall remain in effect until further order of this court.


2. Entry of this interim order is without prejudice to all motions currently pending before the court.

3. The temporary restraining order entered in Ward v. Block, C.A. No. 74-C-333, on August 21, 1974, upon stipulation of the parties, and as modified by order of this court, is vacated and superseded by this order.

4. In the event the named plaintiffs in Ward v. Block, C.A. No. 74-C-333, ultimately prevail on the merits and they or any member of the class they allege to represent demonstrate that they would have been hired as patrol officers absent vacation of the temporary restraining order of August 21, 1974, the court will take appropriate action at that time.

5. A status conference will be held on January 5, 1976, at 9:30 A.M., in Room No. 471, Federal Building, Milwaukee, Wisconsin.

Dated at Milwaukee, Wisconsin, this 25th day of July, 1975.

  
U. S. District Judge

**Appendix VIII**

**FIRE AND POLICE COMMISSION  
Milwaukee, Wisconsin  
CITIZEN COMPLAINT FORM**

Complaint No. \_\_\_\_\_

NAME: \_\_\_\_\_ BIRTHDATE: \_\_\_\_\_  
                    First                      Initial                      Last

PRESENT ADDRESS: \_\_\_\_\_ CITY: \_\_\_\_\_ ZIP: \_\_\_\_\_

TELEPHONE NUMBER - Residence: \_\_\_\_\_ Business: \_\_\_\_\_ Other: \_\_\_\_\_  
(Notify this office of any change in residence or telephone number.)

IF FILING ON BEHALF OF MINOR, GIVE NAME: \_\_\_\_\_ BIRTHDATE: \_\_\_\_\_  
(If minor is 14 years of age or over, complete following:)

I have read this complaint consisting of \_\_\_\_\_ pages. The contents are true to the best of my knowledge.

\_\_\_\_\_  
Minor

ACCUSED MEMBER/MEMBERS - Fire or Police Department (Name, Badge Number or Other Identifying Information)

\_\_\_\_\_  
\_\_\_\_\_

WITNESSES: (Names and Addresses) \_\_\_\_\_  
\_\_\_\_\_

ALLEGED MISCONDUCT: (Give specific details, stating exactly what the Accused Member(s) did, or said, that causes you to complain, including date, time and place of incident. Use reverse side or attach additional pages, if necessary.)

ALLEGED MISCONDUCT:

DATE: \_\_\_\_\_

\_\_\_\_\_

Complainant

VERIFICATION

STATE OF WISCONSIN )  
CITY OF MILWAUKEE )

\_\_\_\_\_ being first duly sworn on oath, deposes and says that \_\_\_\_\_ is the complainant in the above entitled action; that \_\_\_\_\_ has read the foregoing complaint and knows the contents thereof, that the same is true of \_\_\_\_\_ own knowledge, except as to those matters stated therein on information and belief and as to those matters \_\_\_\_\_ believes them to be true.

\_\_\_\_\_

Complainant

Subscribed and Sworn to before :  
this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_.

\_\_\_\_\_  
Notary Public, Milwaukee County, Wisconsin

My Commission Expires \_\_\_\_\_

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# Civil rights commission seeks look at Dahmer case

*Advisory panel has  
questions about hate  
statute, police response*

By MARK J. ROCHESTER  
of The Journal Staff

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The Wisconsin Advisory Committee to the US Commission on Civil Rights is calling for a thorough investigation of possible civil rights violations related to the Jeffrey L. Dahmer serial killings case.

In a written statement, the committee on Tuesday called on local and state officials to determine whether the murders were hate crimes, meaning the victims were targeted because of their race or sex; whether the race or sexual orientation of Dahmer or the victims affected police response; and whether law enforcement practices in the city should be changed.

The 11-member citizen panel advises the federal commission on civil rights problems in the state.

The mutilated and dismembered remains of 11 bodies were found in Dahmer's Near West Side apartment on July 22. Dahmer has admitted to killing 17 males since 1978, according to police.

Elected officials and civil rights

advocates have called for an independent investigation of the Milwaukee Police Department since it was revealed that three officers questioned Dahmer on May 27, then allowed Konerak Sinthasomphone, 14, to stay with him. The boy's body was found later in Dahmer's apartment.

Police have been accused of failing to conduct a thorough investigation of that incident because the boy was Laotian and the complainants were black. Dahmer lived in a predominantly black neighborhood and many of the victims were black.

Chairman James L. Baughman said the Dahmer case unexpectedly dominated discussion during the committee's regular meeting July 31. The panel decided that a statement had to be issued to make sure alleged civil rights violations were addressed, he said.

"I do think that it's important that we do not prejudice the actions of law enforcement [officers] who have a tough job. On the other hand, it was our feeling at the time that the concerns of many Milwaukeeans over many aspects of this investigation be heard and investigated. We wanted to be a voice, one of many voices being heard right now," he said.

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## Appendix X

### INTER-DISTRICT DISPATCH DATA FOR JUNE, JULY, AUGUST 1993

#### SUMMARY

Overall, less than 1% of assignments each month took patrol squads out of their home districts, and less than 1% of available patrol hours were used for this purpose. The number of IDD assignments was very consistent, 353 to 358. The percentage of assignments out of district was lower on day shifts than on early/power or late shifts. Early/power shift had more than half of all inter-district dispatches each month.

There was considerable variation among districts in hours assigned to inter-district dispatch. Districts One and Six provided more than 60% of IDD hours each month, and had a larger proportion of available squad hours assigned out of district than other districts.

However, even for those districts, hours involved were minimal. In June, District One had a net "outflow" of 94 hours to other districts; that is, this District provided more assistance to others (not including HQ/PAB and County) than it received, equivalent to just over one-half the monthly hours of a full-time police officer. In August, District Three had a net "inflow" of 94 hours from other districts. No other districts had net flows even this large, in either direction, during the three months reviewed. Up to twenty hours each month were used to provide Priority 4 assistance to other districts.

In addition to assignments covered for other districts, hours were reported out of district for juveniles, medical, and prisoner conveyances to Headquarters (Police Administration Building) and to County Institutions (Medical Center, Children's Center, Mental Health Center). In June, District Six provided 80% of the hours assigned to HQ/PAB, and 100% of the hours assigned to County. Over the next two months, this burden was distributed among Districts One, Six, and Seven.

Again, actual hours involved were minimal. In June, District Six provided 78 hours to HQ/PAB and County; no other district provided more than eight hours. In July, District Six provided 32 hours to HQ/PAB and County; no other district provided more than 19 hours. In August, District Six provided 43 hours to HQ/PAB and County; District One provided 89 hours; and District Seven provided 45 hours. Six hours in July and 24 hours in August were used for Priority 4 conveyances.

Inter-district dispatch appears to be a reasonable, probably essential tool for managing unpredictable workload with demands for immediate service. The Department has made some adjustments in District patrol staffing, and it does not appear that IDD places an onerous burden on any district, although some data are lacking. Full analysis would require, at minimum, available hours by shift for each district, a tally of how often multiple cars are gone simultaneously or individual cars are gone for several hours, and determination of whether IDD assignments are spread evenly throughout the month or grouped on certain days.

Additional detail and tables follow.



# **BOARD OF INQUIRY**

## **SUMMARY REPORT**



**PHILIP ARREOLA  
CHIEF OF POLICE**

**December 3, 1993**

## INTRODUCTION

*The Board of Inquiry was impaneled on November 2, 1992 to address concerns of racial and sexual discrimination forwarded by 28 minority officers of the Fourth and Fifth Districts. Over a period of many months, said Board of Inquiry conducted various meetings in an effort to determine the issues and concerns which prompted the submission of the Matter Of documents on October 30, 1992. This was a laborious task and required dedication to the Department and to the concerns of the officers. Never in the history of the Milwaukee Police Department has such an inquiry been conducted.*

*Early in the process, the Board of Inquiry realized that the concerns expressed by the officers were not litigable or violations of internal directives. (Three items were investigated by the Internal Affairs Division and were not sustained). The officers described instances and practices which they interpreted to be either racially motivated or resulting in adverse impact on minorities and women. After listening carefully and reviewing written reports, the Board of Inquiry crafted 32 recommendations designed to help the Milwaukee Police Department attend to these concerns whether real or perceived. The recommendations fall into five categories of organizational behavior:*

**ASSIGNMENTS  
DISCIPLINE  
ETHNIC/GENDER SENSITIVITY  
SUPERVISION  
TRAINING**

*The information comprised in this report consists of the 32 recommendations which the Board of Inquiry made to me through the office of Assistant Chief James Koleas. A number of these recommendations are already underway such as the cultural diversity training emphasizing civility and the Probationary Evaluation Board. Some of the remaining recommendations can be implemented immediately while others will require more work, changes in procedures, and command review by the Operations Decision Unit, the Training Bureau, and the Personnel Section. Also included in this summary report is a chronological listing of events that transpired while the Board of Inquiry was conducting its mission.*

*I am happy to report that I have given my approval to proceed with the implementation of those initiatives not yet underway.*

***R E C O M M E N D A T I O N S***

MILWAUKEE POLICE DEPARTMENT

REPORT

DECEMBER 3, 1993

IN THE MATTER OF: BOARD OF INQUIRY RECOMMENDATIONS

TO: JAMES W. KOLEAS  
ASSISTANT CHIEF OF POLICE

SIR:

I. ASSIGNMENTS

RECOMMENDATION A

CURRENTLY, THE DEPARTMENT HAS A SIX-MONTH PERFORMANCE EVALUATION PERIOD FOR THE MAJORITY OF ITS OFFICERS. THE DEPARTMENT SHOULD IMPLEMENT A CONCURRENT, SIX-MONTH EVALUATION OF PERSONNEL ASSIGNMENTS DEPARTMENT-WIDE.

RATIONALE: Each commanding officer would be required to evaluate squad, beat (NF) and special assignments at their respective locations for all shifts. The evaluation should be done to determine if the assignments reflect a fair representation of the ethnicity and gender of the personnel assigned to the respective work locations by shift.

RECOMMENDATION B

DISTRICT COMMANDERS SHOULD MAKE AN EXAMINATION OF THE DISTRICT'S POPULATION TO DETERMINE THE ETHNIC COMPOSITION CONTAINED THEREIN.

RATIONALE: The intended goal would be to have the assigned squad personnel represent the ethnic diversity of the patrolled area as close as practicable.

RECOMMENDATION C

EVERY WORK LOCATION SHOULD MONITOR ASSIGNMENTS BY RACE AND GENDER.

RATIONALE: Goals should be set to achieve diversity on each shift. These goals should be part of the commanding officer's evaluation of each shift.

## **II. DISCIPLINE**

### **RECOMMENDATION A**

**PROMULGATE AND DISSEMINATE A POLICY SETTING FORTH THE DEPARTMENT'S PHILOSOPHY OF DISCIPLINE.**

**RATIONALE:** Although the policy must contain provisions for negative discipline, the emphasis should be placed on positive discipline. Constructively coaching and training officers in ways that improve their job performance not only increases the efficiency of the Department, it also tends to create a work environment where officers share in a cooperative spirit of pride in themselves and the Department. (Correction does much but encouragement does more--Goethe)

### **RECOMMENDATION B**

**REVIEW EXISTING DISCIPLINARY PROCEDURES AND CONDUCT RESEARCH FOR THE ESTABLISHMENT OF DISCIPLINARY GUIDELINES.**

**RATIONALE:** Previously imposed discipline has sent a confusing message to employees with regard to the severity of discipline in apparently similar incidents involving members of different races. Under the guidelines to be developed, officers should be able to observe consistency in discipline for similar infractions. These guidelines could possibly cover alternate methods of discipline such as community service, career enhancement training, or personal action plans.

### **RECOMMENDATION C**

**REQUIRE THAT MINOR INFRACTIONS BE DOCUMENTED IF THEY ARE TO BE USED IN FUTURE DISCIPLINE. THESE INFRACTIONS MAY SIMPLY BE DOCUMENTED IN A DEPARTMENT-APPROVED MANNER, I.E. MEMO BOOK, SERGEANT'S REPORT, ETC. IF DOCUMENTATION DOES NOT EXIST, PREVIOUS INFRACTIONS CANNOT BE USED AS A BASIS FOR CURRENTLY PENDING DISCIPLINARY ACTION. THE OFFENDER MUST BE INFORMED OF INFRACTIONS WHICH ARE TO BE DOCUMENTED.**

**RATIONALE:** This practice would ensure that the commanding officers have a record/basis for administering discipline recommended by subordinate supervisors.

### **RECOMMENDATION D**

**GREATER EMPHASIS PLACED ON THE NEED TO BE COURTEOUS.**

**RATIONALE:** The Department's stated philosophy on community oriented policing and current rules and regulations dictate that officers treat citizens and each other with civility and professionalism. This philosophy should be emphasized on a daily routine basis by all members of the Department.

### **RECOMMENDATION E**

CONSIDER INCREASED EMPHASIS ON FIRST-LINE SUPERVISION TO IDENTIFY AND ATTEMPT TO REDUCE THE NUMBER OF INCIDENTS WHICH LEAD TO DISCIPLINARY PROBLEMS.

**RATIONALE:** The Department has a significant number of probationary and inexperienced officers. In the event that additional supervisors cannot be promoted, the available supervisors should be placed in those areas most critical such as field supervision.

## ***III. ETHNIC/GENDER SENSITIVITY***

### **RECOMMENDATION A**

ESTABLISH ON-GOING, MULTI-CULTURAL COMMITTEES THROUGHOUT THE DEPARTMENT (ONE AT EACH DISTRICT/DIVISION AND "GROUPINGS" OF OTHER WORK LOCATIONS). THESE COMMITTEES, CHOSEN FROM AMONG THEMSELVES, WOULD BE COMPRISED OF A CROSS SECTION OF CIVILIAN AND SWORN MEMBERS OF DIFFERENT RACES AND GENDER. THE COMMITTEES WOULD BE MADE UP OF FOUR TO SIX MEMBERS AND WOULD MEET QUARTERLY TO DISCUSS DIVERSITY ISSUES AND CONCERNS AND WOULD BRAINSTORM TO MAKE RECOMMENDATIONS TO IMPROVE RELATIONSHIPS AMONG MEMBERS OF THE DEPARTMENT. COMMITTEE MEMBERS WOULD ALSO SERVE AS AN ON-GOING SUPPORT GROUP FOR MEMBERS OF THE DEPARTMENT WITH RESPECT TO DIVERSITY ISSUES. AN ANNUAL MEETING WOULD BE HELD FOR ALL DEPARTMENT COMMITTEE MEMBERS TO DISCUSS MEANS OF ENHANCING RELATIONS AMONG DEPARTMENT MEMBERS.

**RATIONALE:** The establishment of multi-cultural committees would allow for an on-going forum in which suggestions and recommendations could be made for organizational changes and other modifications of Department policies, practices, procedures, activities, and/or functions that would improve relationships among all Department members. This committee would not, however, review complaints of discrimination. It would serve as a resource and support for members of the Department. The make-up of the committees would ensure that the diverse interests of Department members are represented.

### **RECOMMENDATION B**

**THE IMPLEMENTATION OF ON-GOING, ANNUAL DIVERSITY TRAINING THAT WOULD ENCOURAGE OPEN DIALOGUE BETWEEN ALL MEMBERS OF THE DEPARTMENT AND WOULD RESULT IN A GREATER APPRECIATION AND UNDERSTANDING OF DIFFERENCES AND DIVERSITY IN THE WORK PLACE.**

**RATIONALE:** No matter what the reason for a complaint involving insensitivity, the underlying cause of many complaints of this nature is the lack of communication among Department members or the lack of appreciation, respect, and understanding of the differences and diversity that exist in our work force. The Police Foundation has been enlisted to assist in the development of an on-going diversity training program. The curriculum is to include internal (work force) diversity issues. The recommendation presented above is intended to endorse and encourage a continued emphasis on work force diversity training.

### **RECOMMENDATION C**

**DEVELOP TRAINING FOR SUPERVISORS CONCERNING THEIR ROLES AND RESPONSIBILITIES TO PROVIDE EQUAL EMPLOYMENT OPPORTUNITY IN IMPLEMENTING DEPARTMENT PRACTICES, POLICIES, PROCEDURES, ACTIVITIES, AND FUNCTIONS. THIS TRAINING WOULD INCLUDE METHODS OF CONFLICT RESOLUTION, EMPLOYMENT DISCRIMINATION LAWS, AND THE MANAGEMENT OF A DIVERSE WORK FORCE.**

**RATIONALE:** Many, if not the majority, of complaints were directed towards supervisory practices, and in some cases, to the behaviors of a few individual supervisors. In order to institutionalize the Department's commitment to Equal Employment Opportunity, it is important for supervisors to understand and have knowledge of the standards and expectations that are placed upon them. Supervisors will also need to develop the necessary skills and abilities to manage a diverse work force. This type of training is to be included in the training being developed by the Police Foundation. This recommendation is meant

to reinforce the necessity for implementing an on-going training program which is being developed by the Police Foundation.

#### **RECOMMENDATION D**

**DEVELOP AN ENHANCED EXIT INTERVIEW PROCESS TO DETERMINE THE REASONS WHY MEMBERS LEAVE.**

**RATIONALE:** Although an exit interview process should examine the reasons why any member of the Department voluntarily terminates employment, particular attention should be focused on the separation of female members. Two analyses of retention rates indicated that female members have separated from the Department at higher rates than males. However, there was no significant difference in separation rates of minorities (all) as compared to white males.

#### **RECOMMENDATION E**

**DEVELOP POSTERS AND BROCHURES COVERING THE DEPARTMENT'S EQUAL EMPLOYMENT OPPORTUNITY POLICY AND PHILOSOPHY OF VALUING DIVERSITY. THE POSTERS SHOULD BE PROMINENTLY DISPLAYED AT ALL WORK LOCATIONS AND THE BROCHURES DISSEMINATED TO EACH EMPLOYEE.**

**RATIONALE:** The Personnel Section has already begun preparations of a poster to publicize the Department's Equal Employment Opportunity Policy. However, in order to institutionalize the value of diversity, it will be important to periodically re-emphasize this to all Department members.

#### **RECOMMENDATION F**

**THE PERIODIC PUBLICATION OF ARTICLES IN THE DEPARTMENT NEWSLETTER COVERING DIVERSITY ISSUES AND CONCERNS.**

**RATIONALE:** This recommendation would provide an additional method by which to institutionalize the value of diversity.



### RECOMMENDATION G

THE ADDITION OF CRITERIA ON THE PERFORMANCE EVALUATION FORM TO EVALUATE AN EMPLOYEE'S SKILLS AND ABILITIES TO RELATE TO A DIVERSE WORK FORCE AND COMMUNITY. ADDITIONALLY, SUPERVISORS WOULD BE EVALUATED AS TO THEIR SKILLS AND ABILITIES TO MANAGE A DIVERSE WORK FORCE.

RATIONALE: Incorporating criteria of this nature into the performance appraisal system would reinforce the importance that the Department places on the appreciation and understanding of differences. This recommendation emphasizes the Department's commitment to community oriented policing and provides an additional mechanism to institutionalize the value of diversity.

### RECOMMENDATION H

DEVELOP AN EMPLOYEE OPINION SURVEY TO BE ADMINISTERED PERIODICALLY REGARDING DIVERSITY ISSUES AND CONCERNS.

RATIONALE: This survey, if developed in a comprehensive manner, could provide valuable information to assist the Department in determining the needs and concerns of members regarding race, gender, affectional orientation, age, disability status, and other protected characteristics.

### RECOMMENDATION I

DEVELOP A CUSTOMER SERVICE SURVEY TO BE DISTRIBUTED PERIODICALLY TO CITIZENS OF THE CITY OF MILWAUKEE. THE SURVEY WOULD INCLUDE QUESTIONS DESIGNED TO ELICIT INFORMATION REGARDING DIVERSITY ISSUES AND CONCERNS. THIS INFORMATION WOULD BE USED TO ENHANCE THE DEPARTMENT'S ON-GOING DIVERSITY TRAINING.

RATIONALE: Same as Recommendation H, only from a community perspective.

#### *IV. SUPERVISION*

##### RECOMMENDATION A

THE ESTABLISHMENT OF TRAINING FOR FIRST LINE AND LOWER LEVEL MANAGEMENT SUPERVISORS IDENTIFIED AS EXHIBITING RACIAL AND/OR GENDER BIAS AS EVIDENCED BY COMPLAINTS RECEIVED AND/OR OBSERVATIONS MADE. THIS MANAGEMENT ENHANCEMENT TRAINING WOULD CONCENTRATE ON THE STRENGTHENING OF INTER-PERSONAL SKILLS, MENTORING, AND CULTURAL/GENDER SENSITIVITY. IT WOULD BE DEVELOPED BY TRAINING BUREAU PERSONNEL IN CONJUNCTION WITH QUALIFIED EDUCATORS AND OTHER STAKEHOLDERS AND WOULD FOCUS ON THE ELIMINATION OF THOSE ROOT CAUSES OF SUPERVISORY/SUBORDINATE CONFLICTS WHICH ARE OFTEN CAUSED BY EITHER A RACIAL OR GENDER BIAS.

RATIONALE: Many of the complaints were directed towards a few supervisors who haven't developed effective inter-personal skills. Time and effort have been spent in the development of these supervisors and additional time and effort must be spent to ensure that the best possible supervisor is put forth by this Department. Ineffective and troublesome supervisors must either be retrained or demoted to ensure harmony in this Department.

##### RECOMMENDATION B

ENCOURAGE STRICT ADHERENCE TO RECENTLY PUBLISHED DEPARTMENT ORDER #10720, DATED APRIL 16, 1993, CONCERNING DISCRIMINATION AND/OR HARASSMENT COMPLAINTS WITHIN OUR DEPARTMENT, SPECIFICALLY THAT PORTION OF THE ORDER WHICH DEALS WITH TIMELY COMPLAINT REPORTING THROUGH THE CHAIN OF COMMAND.

RATIONALE: The goal of this recommendation is to ensure that command officers act immediately on complaints of discrimination and/or harassment.

### RECOMMENDATION C

THE IMMEDIATE APPROVAL, PUBLICATION, AND DISSEMINATION OF AN UPDATED VERSION OF DEPARTMENT RULES AND REGULATIONS. THIS ISSUANCE WOULD BE IN CONJUNCTION WITH THE DESIGN AND IMPLEMENTATION OF A MECHANISM WHICH WOULD ENSURE THE UNIFORM APPLICATION OF THESE RULES AND REGULATIONS AND DISCIPLINE THROUGHOUT THE DEPARTMENT BY A REVIEW PROCESS WHICH WOULD IDENTIFY THOSE INSTANCES WHERE THE APPLICATION OF RULES AND REGULATIONS OR DISCIPLINE IS BASED SOLELY ON A RACIAL OR GENDER BIAS.

RATIONALE: It has been quite some time since an updated version of the Department's rules and regulations has been published. Efforts by individual members to maintain modifications has been met with limited success. It is essential that all members know what is expected of them and whether their behavior comports with current rules and regulations. Many of the complaints received by the Board of Inquiry center on the improper application of rules and regulations based upon either a racial or gender bias. A review procedure for disciplinary action at all levels must be established to ensure that discipline for violations of rules and regulations is not the result of discriminatory practices by individual supervisors or the system as a whole.

### RECOMMENDATION D

ESTABLISH GUIDELINES TO BE USED BY FIRST LINE SUPERVISORS AND COMMAND OFFICERS TO ENSURE EQUITABLE APPLICATION OF NON-ACTIVITY ASSIGNMENTS, SPECIAL ASSIGNMENT, AND SQUAD APPOINTMENTS THROUGHOUT THE DEPARTMENT. ASSIGNMENTS AND APPOINTMENTS SHOULD BE BASED UPON ESTABLISHED AND UNIVERSALLY ACCEPTED PERFORMANCE OBJECTIVES, TRAINING NEEDS, AND OTHER CRITERIA GERMANE TO THE DEPARTMENT'S GOALS AND OBJECTIVES. A PERIODIC REVIEW BY COMMANDING OFFICERS OF ASSIGNMENTS UNDER HIS/HER COMMAND IS MANDATORY TO ENSURE THE PRESERVATION OF AN EQUITABLE PROCEDURE.

RATIONALE: Many of the complaints received by the Board of Inquiry focused on supervisory decisions which appeared not to be in the best interest of minority subordinates. There is no instrument which guides the supervisor in the assignments he/she makes on a daily basis, whether the assignment is for a hospital guard detail or a permanent squad assignment. The current system relies too heavily on "activity" produced by individual officers and cries out for an equitable procedure based on the knowledge, skills, and abilities of individual officers.

### RECOMMENDATION E

MONITOR THE ASSIGNMENT OF MINORITY SUPERVISORS THROUGHOUT THE DEPARTMENT TO ENSURE A BROAD AND EQUAL DISTRIBUTION OF SAME. TO THE EXTENT POSSIBLE, THESE ASSIGNMENTS ARE TO BE ADJUSTED FROM TIME TO TIME TO ENSURE EQUAL MINORITY SUPERVISORY REPRESENTATION AT ALL WORK LOCATIONS.

RATIONALE: Young minority officers may view older minority supervisors as role models who often serve in a mentoring capacity. There is a real need to ensure that minority supervisors are equally distributed throughout the Department to enhance the development of subordinate minority officers. The Board is aware of the Department's recent efforts in this regard and recommend that this procedure be continued.

### RECOMMENDATION F

DESIGNATE REPRESENTATIVES FROM THE PATROL OFFICER RANK OF EACH SHIFT, CHOSEN FROM AMONG THEMSELVES, TO MAKE UP A CONTINGENT WHICH WOULD PROVIDE INPUT AND FEEDBACK DURING MEETINGS HELD ON EACH SHIFT AT EACH DISTRICT. THIS REPRESENTATIVE GROUP WOULD VOICE OPINIONS, DISCUSS CONCERNS, AND DISSEMINATE INFORMATION. THIS RECOMMENDATION IS NOT INTENDED TO UNDERMINE MANAGEMENT'S RIGHT TO MAKE DECISIONS AFFECTING SUBORDINATE PERSONNEL BUT UNDERSCORES THE NEED FOR SUBORDINATE INVOLVEMENT IN THE DECISION-MAKING PROCESS.

RATIONALE: The division between supervision and the rank and file is strong with a great deal of mistrust displayed on both sides. There is no opportunity for the rank and file to "buy in" to any of the decisions affecting their work place environment except for those issues covered by contract. In this scenario, rank and file members would attend meetings and have input concerning those issues that directly affect them. A "soap box" would be established to voice their opinions and concerns and a feedback mechanism would be developed to provide supervision with insight relative to procedures that have already been put into place. These open discussions would provide an opportunity for the rank and file to "buy in" to these decisions. This recommendation does not include attendance at supervisory staff meetings.

### RECOMMENDATION G

ESTABLISH A VOLUNTEER MENTORING PROCEDURE DESIGNED TO ENHANCE THE CAREER OPPORTUNITIES OF THOSE INDIVIDUAL MEMBERS FOUND TO BE DEFICIENT IN SOME NECESSARY KNOWLEDGE, SKILL, OR ABILITY. MEMBERS REQUIRING CAREER ENHANCEMENT TRAINING WOULD BE DIRECTED TO A VOLUNTEER MEMBER WHO DISPLAYS AN INTEREST IN TUTORING IN A DEPARTMENT-SANCTIONED PROCESS DESIGNED FOR THAT PURPOSE. THESE CAREER OPPORTUNITIES MAY INCLUDE THE TEMPORARY INTER- OR INTRA-DISTRICT ASSIGNMENT OF PERSONNEL.

RATIONALE: Management reserves the right to assign and appoint members to meet Department goals and objectives, however, there also exists an obligation to field the best possible patrol force through efficient and effective subordinate development. Recruit and probationary officer development is well-structured but the development of members' abilities beyond this point presents substantial potential for continued development. Remedial training of those individual subordinates identified as having developmental problems is often left to the discretion of individual supervisors who may or may not take an active interest in the proper development of subordinates. The Board recommends the design and implementation of a Department-sanctioned mentoring system composed of volunteer members who have displayed an interest in enhancing the abilities of coworkers. This procedure would incorporate resource materials and instruction offered by Training Bureau personnel.

### RECOMMENDATION H

ESTABLISH A POLICY OF ALLOWING INDIVIDUALS WHO ARE TO BE PROMOTED TO THE RANK OF SERGEANT OR LIEUTENANT THE OPPORTUNITY OF WORKING WITH AN EXPERIENCED SERGEANT OR LIEUTENANT FOR TWO WEEKS IMMEDIATELY PRIOR TO THEIR PROMOTION.

RATIONALE: This would allow the promotee to observe the supervisory tasks which he/she will be performing upon promotion. He/she would be able to observe and monitor the supervisory functions such as acting lieutenant or desk sergeant and have a better understanding of what he/she will be doing upon their promotion.

## RECOMMENDATION I

ESTABLISH A POLICY THAT ALL COMMANDING OFFICERS CONDUCT A MANDATORY ARRIVAL INTERVIEW WITH NEWLY-HIRED OR TRANSFERRED EMPLOYEES.

RATIONALE: During this interview, the commander would give the new employee an overview of that work location, provide a welcome, discuss expectations, operations, etc. The Board hesitates to say exactly what should be discussed during this interview since the topics are not as important as conducting the interview itself.

## V. TRAINING

### RECOMMENDATION A

STRICT ADHERENCE TO THE ESTABLISHED POLICY AND GUIDELINES RELATIVE TO THE SELECTION OF FIELD TRAINING OFFICERS (FTO). ONLY THOSE OFFICERS WHO EXPRESS A STRONG DESIRE TO PARTICIPATE IN THE PROGRAM, WHO POSSES A MENTORING ATTITUDE, AND WHO ARE FOUND TO HAVE THE NECESSARY QUALIFICATIONS WILL BE CONSIDERED. UPON SUCCESSFULLY COMPLETING ONE YEAR AS AN FTO, AND UPON THE FAVORABLE RECOMMENDATION AND EVALUATION OF THE FIELD TRAINING SERGEANT, SPECIAL RECOGNITION SHOULD BE BESTOWED UPON THE FTO, E.G. CHIEF'S SUPERIOR ACHIEVEMENT AWARD.

RATIONALE: The objective of the field training program is to provide training which ensures that the new officer is fundamentally capable of safe, solo patrol duty. Consequently, the selection and training of the FTO is an important element in the program. A tremendous investment is made in training the police recruit. Every effort should be made to ensure a successful transition from recruit officer to tenured police officer. Currently, FTO's receive no compensation whatsoever for the added responsibility placed on them. An award such as the Chief's Superior Achievement Award would give the FTO Department-wide recognition.

### RECOMMENDATION B

IN THOSE CIRCUMSTANCES WHEN A RECRUIT ON FIELD TRAINING HAS A CONSISTENTLY UNSATISFACTORY PERFORMANCE RATING, AN EVALUATION OF THE RECRUIT MUST IMMEDIATELY COMMENCE. IN ADDITION, AN EVALUATION OF THE TEACHING METHODS EMPLOYED BY THE FTO SHOULD ALSO BE CONDUCTED. THE FIELD TRAINING SERGEANT SHALL ASCERTAIN FROM THIS EVALUATION THE EXACT CAUSE OF THE UNSATISFACTORY PERFORMANCE. IF THERE IS EVIDENCE SUPPORTING A COMMUNICATION/TRAINING BREAKDOWN BETWEEN THE RECRUIT AND THE FTO, A MEETING WITH THE FIELD TRAINING SERGEANT AND THE COMMANDING OFFICER SHOULD BE SCHEDULED AS SOON AS POSSIBLE TO ADDRESS THE SITUATION. THE FTO SHOULD BE APPRISED OF THE RESULTS OF THE EVALUATION AND CORRECTIVE ACTION TAKEN, IF NECESSARY. IF THE RECRUIT OFFICER IS PERFORMING UNSATISFACTORILY DURING ANY PHASE OF FIELD TRAINING, AND THERE IS A CAUSAL FACTOR WHICH POINTS TO A DEFICIENCY IN THE FTO, THE RECRUIT SHALL BE ASSIGNED TO AN ALTERNATE FTO BEFORE TERMINATION IS CONSIDERED.

RATIONALE: Same as Recommendation A.

### RECOMMENDATION C

THE CULTURAL DIVERSITY TRAINING BEING IMPLEMENTED BY THE POLICE FOUNDATION SHOULD INCLUDE SPECIALTY TRAINING FOR ALL SUPERVISORS RELATIVE TO IDENTIFYING SPECIFIC PROBLEMS THAT MAY BE ENCOUNTERED WHEN SUPERVISING A CULTURALLY DIVERSE WORK FORCE. THE TRAINING OFFERED BY THE POLICE FOUNDATION SHOULD BE CONTINUOUS, I.E. PRESENTED REGULARLY AT IN-SERVICE TRAINING.

RATIONALE: The specialty training for supervisors is especially important for newly-promoted sergeants in light of the fact that they have daily contact with subordinates and are usually the first to recognize an emerging problem. The sergeant, through daily contact with subordinates, may unintentionally alienate subordinates with comments found to be insensitive. Through continuous education relative to working in a culturally diverse environment, officers within the Department will develop a healthy and respectful attitude for each other and the community they serve.

### RECOMMENDATION D

THE POLICIES WITHIN THE DEPARTMENT DEALING WITH THE ISSUES OF EQUAL EMPLOYMENT OPPORTUNITY AND SEXUAL HARASSMENT IN THE WORK ENVIRONMENT SHOULD BE PRESENTED AT IN-SERVICE TRAINING. EMPHASIS SHOULD BE PLACED ON FOLLOWING THE ESTABLISHED PROCEDURES WHEN ADDRESSING VIOLATIONS OF POLICY. ADDITIONALLY, THE AFOREMENTIONED POLICIES, AS WELL AS ALL NEW POLICIES, SHOULD BE PRESENTED AT IN-SERVICE TRAINING AS SOON AS THEY ARE ADOPTED AND ON A YEARLY BASIS THEREAFTER IN ORDER TO MAINTAIN A WELL-INFORMED MEMBERSHIP.

RATIONALE: Adherence to the policies of the Department can only be achieved through educating all members thereby facilitating the implementation of the policy and establishing standards of conduct. When seeking remedy to a violation of Department policy, members should be encouraged to utilize the methods published by the Department for reporting the violation. When alternate methods are employed, district/bureau/shift commanders are unaware of existing problems occurring within their respective commands and as a result, remedies are absent and the problem may worsen.

### RECOMMENDATION E

SUPERVISORY IN-SERVICE TRAINING SHOULD INCLUDE INSTRUCTIONS THAT ASSIGNMENTS AND TRAINING OPPORTUNITIES ARE TO BE MADE IN A FAIR AND EQUITABLE MANNER WHICH ENSURES EQUAL OPPORTUNITY. ON A REGULAR BASIS, SUPERVISORS SHOULD EVALUATE ALL ASSIGNMENTS AND TRAINING OPPORTUNITIES WITHIN THE SCOPE OF THEIR AUTHORITY TO GUARANTEE THAT THEIR RESPECTIVE WORK ENVIRONMENT IS FREE FROM EMPLOYMENT DISCRIMINATION.

RATIONALE: Supervisors should have guidelines available to ensure that assignments of personnel are made in an objective manner. Supervisors should take into consideration the ability of the officer when making assignments as well as offer equal opportunities to all members.



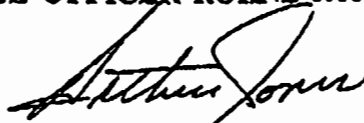
RECOMMENDATION F

TRAINING SHOULD BE PROVIDED TO ASSIST SERGEANTS IN RECOGNIZING EMERGING PROBLEMS ASSOCIATED WITH DISPARATE TREATMENT OF SUBORDINATES ALONG WITH TECHNIQUES THAT MAY BE UTILIZED TO CORRECT EITHER REAL OR PERCEIVED SITUATIONS. REMEDIES MAY INCLUDE A MEETING WITH THE COMMANDING OFFICER OR PROBLEM-SOLVING SESSIONS THAT INCLUDE, AS PARTICIPANTS, THOSE INDIVIDUALS AGGRIEVED AS WELL AS THE ACCUSED OR AFFECTED PARTY. ACTIVE PARTICIPATION BY THE SHIFT COMMANDER IS NECESSARY IN ORDER TO ENSURE COMPLIANCE WITH THE SOLUTIONS OFFERED. IN ADDITION, AN EVALUATION OF THE SITUATION SHOULD BE CONDUCTED WITHIN A REASONABLE AMOUNT OF TIME FOLLOWING THE IMPLEMENTATION OF THE SOLUTION.

RATIONALE: Often, newly-promoted sergeants are unaware of the dynamics of supervising a diverse work force and lack the insight and ability to foresee an emerging problem. In addition, a decision made by the sergeant may have consequences quite unexpected resulting in frustration and an intolerant attitude among subordinates. Moreover, skills used to motivate, communicate, and instruct are frequently underdeveloped in the newly-promoted sergeant. First impressions are difficult to overcome.

Respectfully submitted by the Board of Inquiry,

CAPTAIN JOHNNIE SMITH  
CAPTAIN HOWARD LINDSTEDT  
LIEUTENANT THOMAS AUGER  
PERSONNEL OFFICER ROHNE JAUERNIG



ARTHUR JONES  
DEPUTY INSPECTOR OF POLICE  
CHAIRMAN, BOARD OF INQUIRY

AJ/dlk

**CHRONOLOGICAL LISTING  
OF EVENTS**

## CHRONOLOGICAL LISTING OF EVENTS

**OCTOBER 30, 1992:** Police Officers from the Fourth and Fifth Districts submitted Matter Of documents alleging racial and gender discrimination on the part of the Milwaukee Police Department.

**NOVEMBER 2, 1992:** Chief Arreola directed Assistant Chief Koleas to impanel a Board of Inquiry to check into the allegations contained in the Matter Of documents. As such, said Board is impaneled consisting of the following Department members: Deputy Inspector Arthur Jones (Chairman), Captain Johnnie Smith (Vice-Chairman), Captain Anthony Bacich, Lieutenant Thomas Auger, Lieutenant Lenard Wells, and Ms. Rohne Jauernig, Personnel Officer. The Board of Inquiry established a mission statement. A press release was prepared and published.

**NOVEMBER 5, 1992:** The Board of Inquiry, hereinafter referred to as the Board, met with the Fifth District complainants. In a separate meeting, the Board also met with the Commanding Officer of the Fifth District as well as the early and late shift commanders of the Fifth District. During these meetings, the Board Chairman read and explained it's mission statement. The Chairman further stated that this inquiry was to be confidential in nature and that minutes would be taken. However, a verbatim transcript would not be produced.

**NOVEMBER 6, 1992:** The Board held similar meetings with the Fourth District complainants and the Commanding Officer of the Fourth District as well as the early and late shift commanders of the Fourth District. At this meeting, Captain Bacich withdrew from the Board due to scheduling conflicts.

**NOVEMBER 12, 1992:** The Board met with the Fifth District officers. Captain Howard Lindstedt was introduced as the replacement for Captain Bacich. The officers insisted that they be exempt from MPD investigation as it applies to Rule 4, Section 7 pertaining to the prompt reporting of violations of the Department rules or regulations. After consulting with Assistant Chief Koleas and Chief Arreola, it was decided that the issues presented to the Board of Inquiry would be considered timely. Input/testimony was solicited and freely given. Inadvertently, the Board allowed an audio taping of this meeting.

**NOVEMBER 13, 1992:** The Board met with the Fourth District officers. Input/testimony was solicited and freely given.

**NOVEMBER 16, 1992:** The Board met with the Fifth District officers and explained that the Board had erred in allowing the audio taping at the previous meeting on November 12th. Officers were informed that future taping would not be allowed for reasons of confidentiality. Upon hearing this, the officers refused any further input and left the meeting.

**NOVEMBER 18, 1992:** The Board met with the Fourth District officers and explained the necessity of confidentiality. Therefore, audio taping would not be allowed. These officers also refused to give further input and left the meeting.

**NOVEMBER 19, 1992:** The Board met and developed the following two options in continuing their inquiry:

- 1) That verbatim tape recordings be made of each subsequent meeting. These tapes would be maintained by the Department. Summary statements would then be prepared of what each individual officer had expressed as an issue. Officers would be allowed to review the written summary and/or the actual tape recording if a dispute arose. No copies of either the tape recording or the officers' statement would be provided.
- 2) Have the officers who wish to offer input to the Board do so in writing. Under this option, the Board could not control any copies of same which may or may not have been made prior to their being submitted to the Board.

**NOVEMBER 20, 1992:** Matter Of reports were submitted concerning an incident at the Fifth District involving a sergeant and one of the signatories to the original complaint.

**DECEMBER 4, 1992:** The Board Chairman received a letter via certified mail wherein 21 police officers from the Fifth District declared an impasse and stated that in their collective opinion, the Board had not been objective and responsive to their needs.

**DECEMBER 7, 1992:** The Board Chairman met with Assistant Chief Koleas to discuss the future direction of the Board and a means by which it can accomplish Chief Arreola's directive to conduct an inquiry into the allegations and prepare a finding with recommendations and/or conclusions for further action. The Chairman presented a Matter Of report to Assistant Chief Koleas outlining the manner in which the Board believed it should proceed. Assistant Chief Koleas approves same.

**DECEMBER 9, 1992:** A memorandum was prepared in which the Board Chairman ordered the original signatories to both Matter Of documents to appear, in uniform, at a meeting on December 15, 1992 to hear how the Board would proceed.

**DECEMBER 15, 1992:** Above-described meeting was conducted at the Training Bureau. Minutes of this meeting were taken and transcribed. This meeting was recorded by audio tape; a typewritten, verbatim transcript was prepared. In addition, a memorandum was prepared and sent to the officers who were unable to attend the meeting.

**DECEMBER 21, 1992:** Chief Arreola received a letter from the president of the League of Martin wherein it was stated that the Board of Inquiry "can no longer be considered a genuine or sincere effort on your part to make changes within the Milwaukee Police Department".

**DECEMBER 22, 1992:** The Milwaukee Police Association filed for a temporary injunction restraining the Department from requiring the officers to appear in proceedings before the Board of Inquiry. This legal action was filed in Circuit Court, Case No. 92-CV-017882.

**JANUARY 4, 1993:** The Milwaukee Police Supervisors' Organization (MPSO) joined the above-entitled legal action as third-party intervenor plaintiffs.

**JANUARY 11, 1993:** Stipulation and order issued by Judge Michael Sullivan. Also on this date, the MPSO made a written, open records request to the Department for any stenographic recordings of the meetings conducted by the Board of Inquiry.

**JANUARY 21, 1993:** It was decided that the officers would be required to submit Matter Of reports rather than have them appear in person before the Board and tape record the proceedings. Memorandum prepared and disseminated to all signatories to the original Matter Of documents. Subsequently, officers from both the Fourth and Fifth Districts submit reports.

**JANUARY 26, 1993:** The first grievance was filed pertaining to this matter. Numerous additional grievances will be filed in the following weeks.

**FEBRUARY 19, 1993:** The Board met to review the Matter Of documents submitted in response to the above-stated order. At this meeting, the Board decided upon the criteria in which the individual Matter Of reports should be placed.

**FEBRUARY 23, 1993:** The Board received a report from the Fourth District late shift lieutenant wherein a meeting was documented which he had with one of the signatories to the original complaint relative to discrimination and unequal treatment.

**FEBRUARY 26, 1993:** The Board received a report from an early shift officer at the Fourth District alleging that retaliation against minority officers was occurring at his work location.

**MARCH 1, 1993:** The Board received a report from an early shift officer at the Fifth District alleging that retaliation against African American officers was occurring at his work location.

**MARCH 3, 1993:** The Board met to begin the process of reviewing the individual Matter Of reports.

**MARCH 5, 1993:** The Board met to continue the process of reviewing the Matter Of reports. Also on this date, the Board submitted a recommendation for a personnel transfer.

**MARCH 16, 1993:** The Board met to continue the process of reviewing the Matter Of reports.

**MARCH 22, 1993:** Memorandum prepared wherein all Department members were invited to offer any type of input related to the issue at hand. The memorandum was disseminated Department-wide but no responses would be received by the Board of Inquiry.

**MARCH 24, 1993:** The Board met to review the minutes of the March 3rd, 5th, and 16th meetings. The Board also began preparing a list of documentation which it would like to order from various locations within the Department to assist with their fact-finding.

**APRIL 13, 1993:** The Board met to continue the process of adding to the list of above-described documents.

**APRIL 14, 1993:** The Board met to begin formulating preliminary recommendations. Also on this date, three matters were referred to the Internal Affairs Division for investigation.

**APRIL 22, 1993:** The Board met to continue formulating preliminary recommendations.

**APRIL 28, 1993:** The Board met to finalize the preliminary recommendations. During this meeting, Lieutenant Lenard Wells was allowed to resign from the Board of Inquiry.

**APRIL 29, 1993:** The Board met to review a draft copy of the preliminary recommendations.

**APRIL 30, 1993:** The Board met to review the final version of the preliminary recommendations. Same were approved and provided to the Chairman who delivered them to Assistant Chief Koleas.

**JULY 1, 1993:** The Board met with the intent of beginning to formulate letters of response to the officers. It was decided that the preliminary recommendations should have the approval of Chief Arreola prior to referring to them in the letters to the officers. Response letters are put on hold until the Chairman can meet with Assistant Chief Koleas and Chief Arreola to discuss this issue.

**AUGUST 17, 1993:** The Board met to begin preparing letters of response to the individual officers.

**NOVEMBER 1993:** Chief Arreola approved the recommendations and authorized their implementation.

**DECEMBER 3, 1993:** The original 28 signators were invited to a meeting at which they were provided with a summary report of the Board of Inquiry's work as well as individual letters of response. Representatives from various organizations were invited to a similar meeting and also presented with the summary report.

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## Appendix XII

resenters at the Factfinding Meeting of the Wisconsin Advisory  
Committee to the United States Commission on Civil Rights

### "Police Protection of the African American Community in Milwaukee"

April 22, 1993

Phillip Arreola, Chief of Police

James Backus

James Barrett

George Butler, Alderman

Felmers Chaney, President, NAACP Milwaukee

Father Albert Diulio, President, Marquette University

John Fuches

James H. Hall, Hall, Farst & Patterson

Dwight Lovett

Barren Mc Call

Laverne McCoy

M. Nicol Padway, Chairman, Fire and Police Commission

George B. Palermo, M.D., Professor of Psychiatry and Medicine

Jeanette Robertson, Director, Community Youth Organization

William Rogers, Professor of African American Studies, UWM

Wesley Scott, Metropolitan Milwaukee Association of Commerce

Stan Stojkovic, Professor of Criminal Justice, UWM

Einar Tangen

Ramon Wagner, Director, Community Advocates

William Ward, Milwaukee Police Association

Lawrence Ware



Presenters at the Factfinding Meeting of the Wisconsin Advisory  
Committee to the United States Commission on Civil Rights

"Police Protection of the African American Community  
in Milwaukee"

April 23, 1993

Rev. LeHarve Buck, Executive Director  
Harambe Ombudsman Project

Betty Grinker, Chair  
Southside Organizing Committee

**Glenn Frankovis**

Evenlyn Friedman

Jean & John Gorski

Sam Jones

Marison Kearn

Ramona Lozano

Tine McClain

Juan Morales

June Perry, Executive Director  
New Concept

Marvin Pratt

Ray Richard, Detective  
Milwaukee Police Department

Shirley Warren, Counselor  
Urban League of Milwaukee

Dwight Welch, Patrol Officer  
Milwaukee Police Department

Lenard Wells, President  
League of Martin

John Wesley

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**Midwestern Regional Office**  
55 West Monroe Street, Suite 410  
Chicago, ILL 60603

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