



VITAL ISSUES FOR MILWAUKEE:
ISSUE #2: THE POLICE DEPARTMENT

December 2003



**VITAL ISSUES FOR MILWAUKEE:
ISSUE #2: THE POLICE DEPARTMENT**

DECEMBER 2003

PUBLIC POLICY FORUM

AMY SCHWABE, RESEARCHER

**THIS ISSUE BRIEF WAS MADE AVAILABLE THROUGH THE GENEROUS SUPPORT OF THE
HELEN BADER FOUNDATION.**

The Public Policy Forum is a nonpartisan research organization and good government watchdog that examines issues impacting our community, state and nation. Contact the Forum at: 633 W Wisconsin Ave, Suite 406, Milwaukee, WI 53203.
Phone: 414-276-8240. Fax: 414-276-9962. Email: ppf@execpc.com. Internet: www.publicpolicyforum.org

**VITAL ISSUES FOR MILWAUKEE:
ISSUE #2: THE POLICE DEPARTMENT**

Executive Summary

The Police Department is the largest General City Purposes department in Milwaukee. Over the past decade, while other City departments have cut positions in the name of efficiency, the Police Department has added them in the name of public safety. However, increased spending has not led to better public safety outcomes. Crime rates have not decreased as much in Milwaukee as in other cities, violent crime has not declined consistently over the past three years of complete data, and the crime clearance rate has dropped dramatically. The City's outcome-based budgeting philosophy demands that expenditures be linked to favorable outcomes. This is especially important for the Police Department both because its budget consumes so much of the City's resources and because achievement of its outcome goals (lower crime and higher crime clearance rates) are key to public safety. As the City looks to the future, it is imperative that Milwaukee's citizens ensure that the Police Department's spending is linked to achievement of its outcome goals.

Some Key Findings:

- The Police Department spends the most money of any other General City Purposes (GCP) department. In 2003, the department's GCP budget makes up more than a third of the City's entire GCP budget (35%), up from 32% a decade ago.
- The Police Department's budgeted spending is 86% of the total tax levy in 2003, while it is nearly double the GCP levy. If the City were only able to rely on its property tax revenue, it would be able to afford little else but the Police Department.
- The Police Department's budgeted spending has increased 27% since 1994, while the total General City Purposes budget has grown 19% over the same time period.
- In 2001, the Police Department spent \$2.3 million more on overtime than it had budgeted for. In 2002, the overrun had increased to roughly \$6 million. In 2003, the total projected budget overrun is greater than the entire 2003 budgets for all but seven City departments.
- The City as a whole has lost positions in the past decade, as operations have been streamlined. The GCP budget's position authority has decreased 8.7% since 1994, and there are 14.2% fewer positions in the total City budget in 2003 than in 1994. However, during this time, the Police Department has increased its position authority 2.3%.
- Milwaukee's crime rate has declined 11.8% since 1992, compared to 27.2% nationally, 20.4% in Milwaukee's similar-sized peer cities throughout the country, and 18.9% in Milwaukee's peer cities within the state.
- Between 1999 and 2000, violent crime in Milwaukee decreased almost 6% followed by a 4% decrease in 2001. However, violent crime increased almost 6% between 2001 and 2002.
- In 1992, Milwaukee's crime clearance rate was 14.3%, significantly lower than the 21% national rate and the 18% rate for cities of Milwaukee's size. However, Milwaukee's clearance rates for violent crimes were higher.
- By 2002, Milwaukee's crime clearance rate had decreased to 9.1%, compared to 20% nationally and 15.6% in similar-sized cities.

Introduction

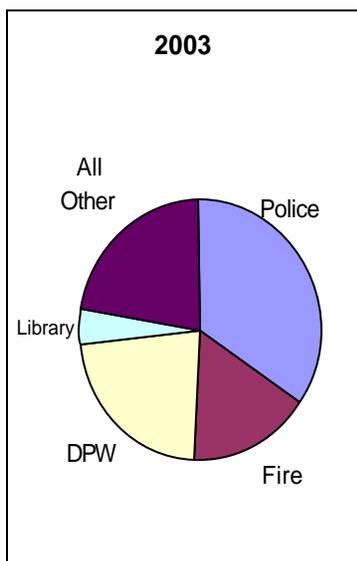
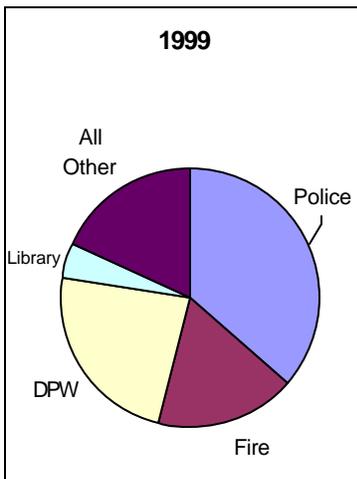
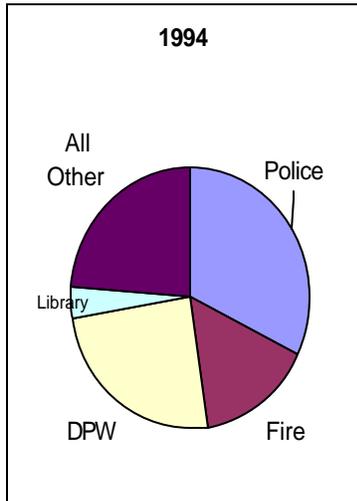
The Police Department spends more than any other GCP City department and is likely the most important service provider in the eyes of most Milwaukee residents. For these reasons, it is important to take a closer look at the Police Department, to examine its relationship with other City departments in terms of spending, and to analyze its outcome measures over the past several years: those indicators that the City studies in order to judge the department's performance.

That is the purpose of this report. The report is divided into three sections. The first section puts the Police Department's spending in perspective with the rest of the City's spending and specific departments' spending. The section uses budgeted spending data as reported in the City's Plan and Budget Summaries from 1994 through 2003. It also includes a discussion of the Police Department's overtime spending over the last three years with data from the City's Budget and Management Office.

The second section looks at positions within the City and some specific City departments in order to compare the Police Department's number of positions over the years to those in the City as a whole. Positions discussed are from the City's Plan and Budget Summaries.

The final section serves as an acknowledgement of the City's outcome-based budgeting, the purpose of which is to hold departments accountable for their spending levels by asking that they achieve certain goals. One portion of this section compares Milwaukee reported crime rates to the reported rates in peer cities. These data are from the 1992 and 2002 Uniform Crime Reports. The data source for the portion on violent crime in Milwaukee is the Fire and Police Commission's annual Public Safety Report (1992-2002). Finally, the data for the analysis on clearance rates are from both the 1992 and 2002 Uniform Crime Reports and the 1992-2002 Public Safety Reports.

General City Purposes Budget Composition



The Police Department spends the most money of any other General City Purposes² department in the City of Milwaukee. The General City Purposes budget can be described as encompassing the City departments that most people think of as providing services and those departments which taxpayers support. The Department of Public Works has substantial components which are not General City Purposes: the Sewer Maintenance Fund, the Parking Fund, and the Water Department, which are financed primarily through user fees. Other examples of components of the total City budget that are not classified as GCP are the employee retirement fund, the contingent fund, and the capital improvements fund.

In 2003, the Police Department was budgeted to spend \$168.8 million, 15.9% of the City's total budget of \$1.1 billion. The department's budget made up more than a third (35%) of Milwaukee's General City Purposes budget in 2003, up from 32% ten years ago (Figure 1).

These percentages are put into greater context when the City's remaining three largest departments are looked at compared with the total budget. The Department of Public Works, which was budgeted to spend \$110 million in its 2003 GCP budget, is 10% of the 2003 total budget. (Total DPW budgeted spending was 26% of the 2003 budget.) The Fire Department's budget made up 7%, and the Library's budget was 2% of the City's total budget in 2003. These four largest departments alone made up 78% of budgeted GCP spending in 2003.

Figure 1. Police Dept. Budgeted Spending as Percent of GCP Budget ³

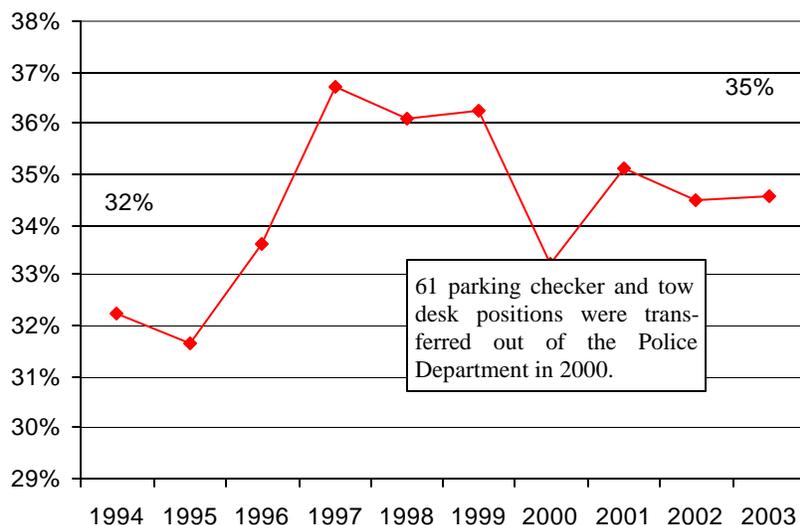
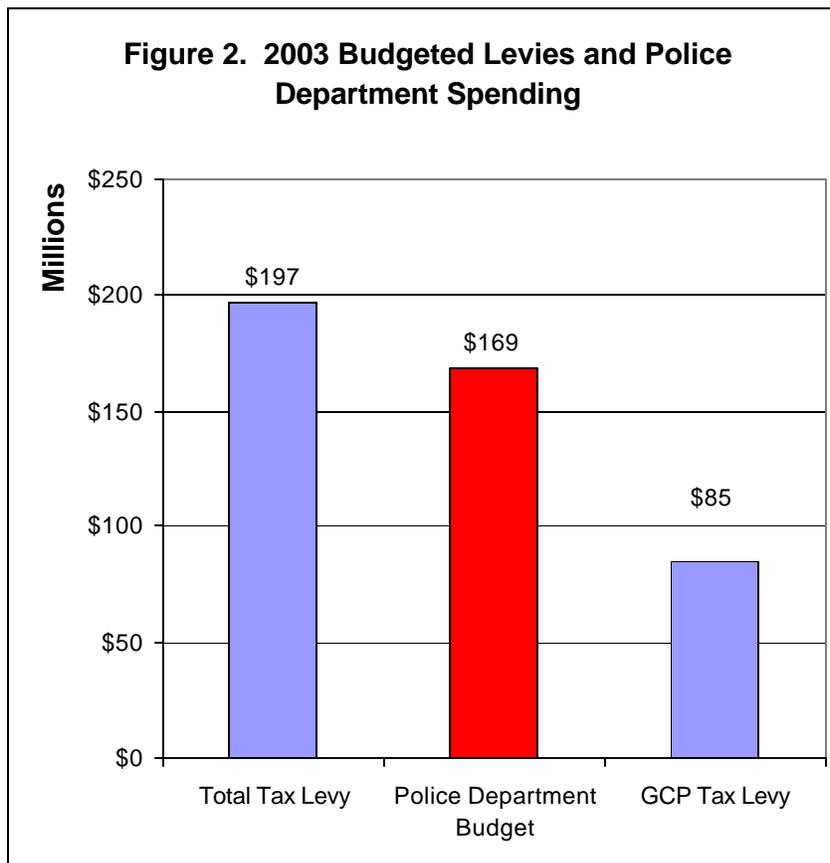


Figure 2 compares Police Department budgeted spending in 2003 to both the total tax levy and the tax levy for General City Purposes. The Police Department's budget was roughly \$169 million, nearly 86% of the \$197 million total tax levy and almost twice the \$85 million GCP tax levy. Of course, the City receives revenue from sources other than the tax levy, so the percentages noted do not show how much of the levy the Police Department itself spends. Rather, such a comparison provides a graphic context for the Police Department's spending as compared to the level at which property taxpayers support City government.

Additionally, such an analysis is important at a time in which a substantial source of revenue for the City, state shared revenue, is in jeopardy. Figure 2 shows that if the City were only able to rely on its property tax, it would be able to afford little else but the Police Department.



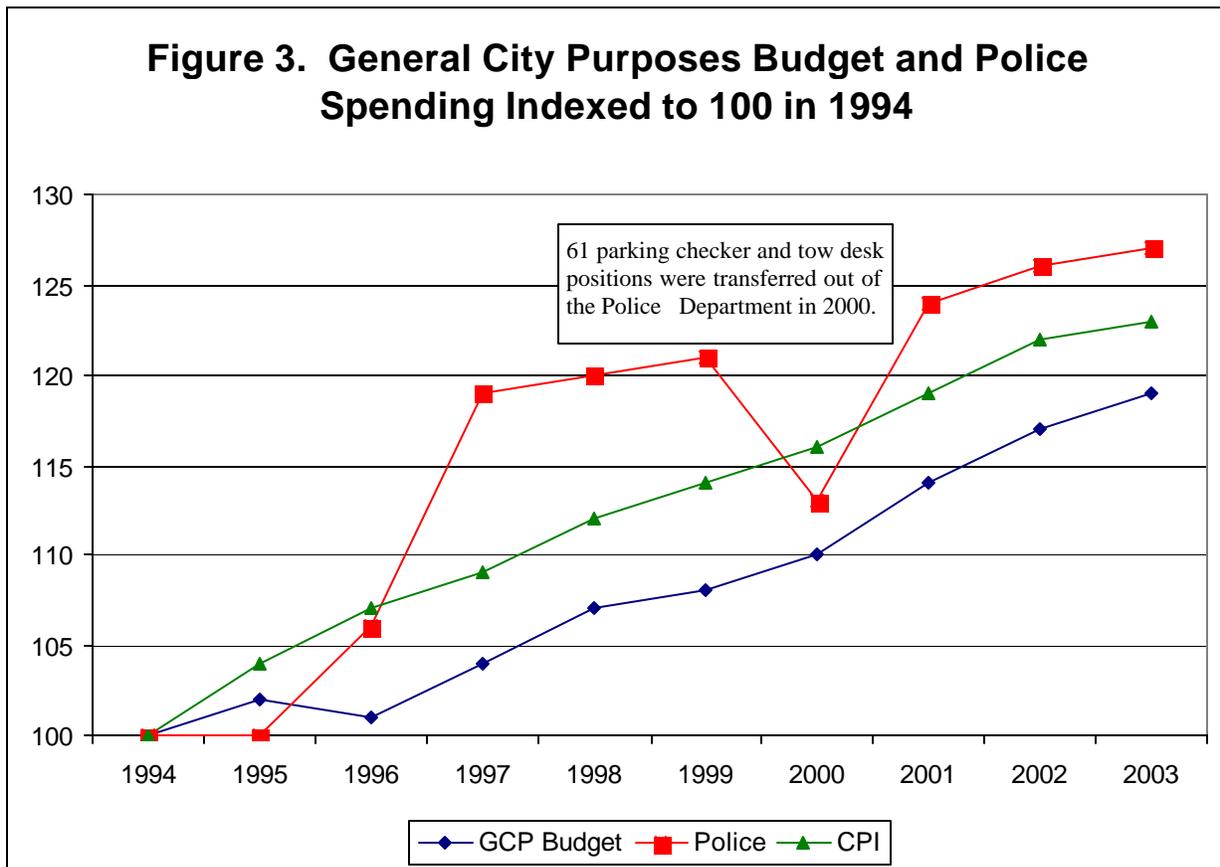
2003 Budgeted Spending for General City Purposes Departments as Percent of Total Tax Levy

Debt Comm.:	0.3%
Election Commission:	0.5%
Mayor's Office:	0.6%
City Treasurer:	1.5%
Port of Milwaukee:	1.7%
Municipal Court:	1.7%
Dept of City Develop:	2.2%
Assessor's Office:	2.3%
Comptroller:	2.5%
Employee Relations:	2.8%
City Attorney:	3.3%
City Clerk:	4.0%
Dept of Admin:	4.3%
Neighborhood Svcs:	6.4%
Health Dept:	7.0%
Library:	11.0%
Fire Dept:	39.8%
Public Works:	55.8%
Police Dept:	85.7%

Police Spending Growth in Context

Not only does the Police Department spend a significant portion of the City's budget, but the department's spending has also increased substantially over the past ten years. The numbers in Figure 3 are indexed to 100 in 1994, meaning that percent increases are being tracked. Figure 3 shows that budgeted spending on police increased 27% between 1994 and 2003, four percentage points greater than the 23% inflation rate⁴. In 1995 and 1996, the Police Department's increases were below the inflation index, but every year since then (with the exception of 2000 when 61 positions were transferred from the Police Department to the Department of Public Works), the department's increases have been significantly above the inflation index.

On the other hand, the total General City Purposes budget has increased 19% over the past ten years, eight percentage points below the Police Department's growth level and four percentage points below inflation. Over the past decade, the GCP budget's annual growth has never exceeded the inflation index, and it has only outpaced the Police Department's increase once, in 1995.



Police Spending Growth Compared to Other City Departments

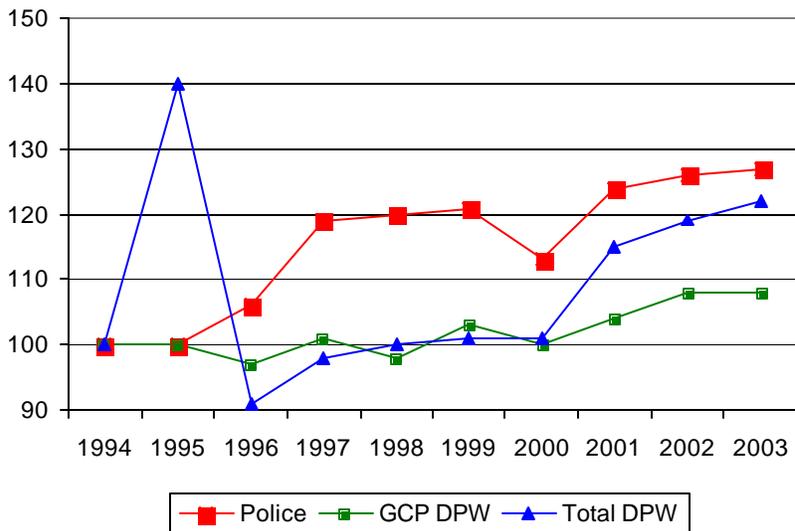
The four largest GCP departments in the City are the Police Department, budgeted to spend \$168.8 million in 2003, the Department of Public Works (DPW) with \$110 million, the Fire Department, with \$78.4 million, and the Library, with \$21.7 million. Over the past ten years, DPW has had the least success keeping up with the Police Department's 27% spending growth, increasing budgeted spending 8%. The Fire Department increased 23%, four percentage points less than the Police Department. The Library has increased its spending four percentage points more than the Police Department, although it has a tendency to have year-to-year fluctuations, while the Police Department's growth has been more consistent. Additionally, the sidebar shows that since 2000, when parking checker and towing functions were transferred out of the Police Department's budget, police spending has increased 12.7%, while the growth in the City's remaining GCP departments has been 9.1%.

A closer look at DPW is in order since it seems to have fared poorly compared to the Police Department's significant spending growth. Figure 4 shows that when the entire DPW budget is looked at (including non-GCP departments such as Water Works and Parking), spending has still only increased 22%. Additionally, the only year in which DPW spending growth outpaced that of the Police Department was 1995, when significant capital costs were incurred to improve the water system following the cryptosporidium outbreak.

Increases in Budgeted Spending in Police Department as Compared to All Other GCP Departments⁵

<u>1994-1995</u>	
Police Department:	0.3%
Other GCP Depts:	0.9%
<u>1995-1996</u>	
Police Department:	5.3%
Other GCP Depts:	-0.5%
<u>1996-1997</u>	
Police Department:	12.5%
Other GCP Depts:	5.4%
<u>1997-1998</u>	
Police Department:	0.7%
Other GCP Depts:	-0.4%
<u>1998-1999</u>	
Police Department:	1.3%
Other GCP Depts:	4.1%
<u>1999-2000</u>	
Police Department:	-6.6% ⁶
Other GCP Depts:	-3.2%
<u>2000-2001</u>	
Police Department:	9.6%
Other GCP Depts:	-7.3% ⁷
<u>2001-2002</u>	
Police Department:	1.3%
Other GCP Depts:	18.4% ⁷
<u>2002-2003</u>	
Police Department:	1.4%
Other GCP Depts:	-0.6%
Police 00-03 Growth: 12.7% ⁸	
Other 00-03 Growth: 9.1% ⁸	

Figure 4. Changes in Spending in Two Largest City Departments Indexed to 100 in 1994 ⁹



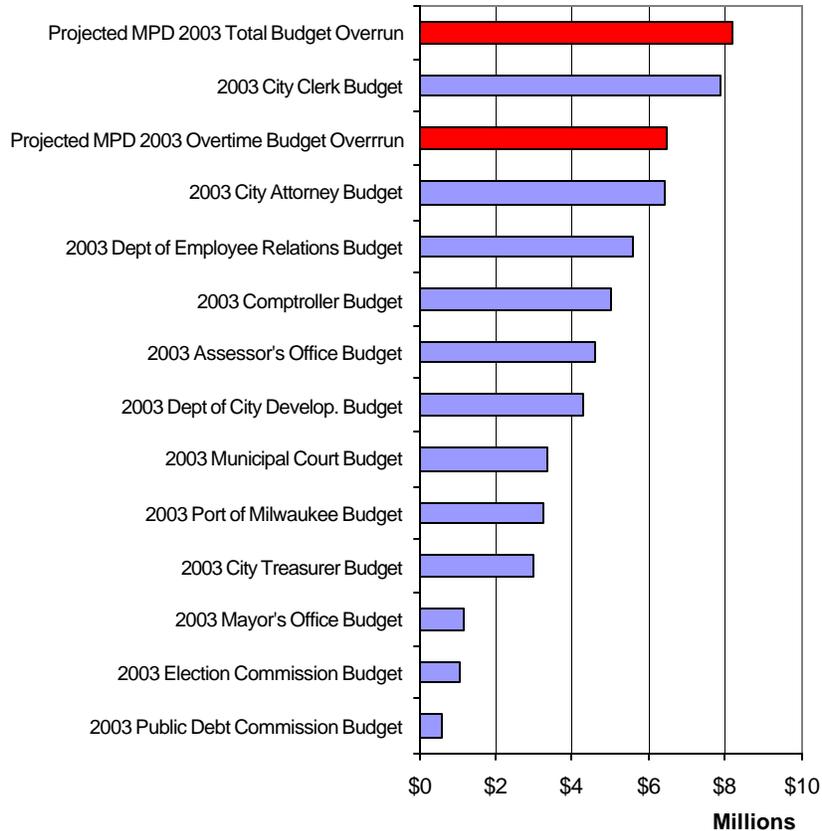
Police Overtime Spending

The Police Department's overtime budget has been a key concern to the City for the past three years. In 2001, the department spent \$9.6 million on overtime, \$2.3 million more than its overtime budget.¹⁰ In 2002, the overtime budget overrun increased to roughly \$6 million.¹¹ Such large deficits obviously cause problems for the City as a whole, especially since the City's contingency fund budget for unanticipated costs for all departments has only been between \$5 and \$6 million for the past few years.

As a result of rising concern over the state of the Police Department's overtime budget, the Common Council's Finance and Personnel Committee has received updates throughout 2003 regarding the amount expended for overtime. As of December 18, the department had already overspent its overtime budget by \$6 million. The Budget Office projects that the department will end the year \$8.2 million over its total salary budget;¹² since the City does not have this amount of money to spare, contingent borrowing will likely be necessary to cover the Police Department's deficit.¹³ Additionally, the total 2003 projected budget overrun is greater than the entire 2003 budgets for all but seven departments.

"In the 2000 budget, the Police Department will effectuate a change in its overtime policy. Police managers will aggressively monitor and reduce the amount of approved 'extension of duty' overtime claimed by police officers. Except in cases of arrest or other emergency situations, officers will be expected to write incident reports or other police records during their shift. To reflect this change, the Police Department will reduce their overtime budget \$1.5 million in 2000."
— 2000 City of Milwaukee Plan and Budget Summary

Figure 5. The 2003 projected Police Department budget deficit is larger than the total 2003 budgets for all but seven City departments.



"The... salary budget for the Milwaukee Police Department is \$128.7 million for 2003. It is estimated that the MPD will spend \$136.9 million in salaries for 2003.... This amount may change by an unknown amount due to payroll adjustments and retirement payouts...."
— Budget Office Update to Finance Committee on Police Department Overtime and Salaries for Pay Period 25

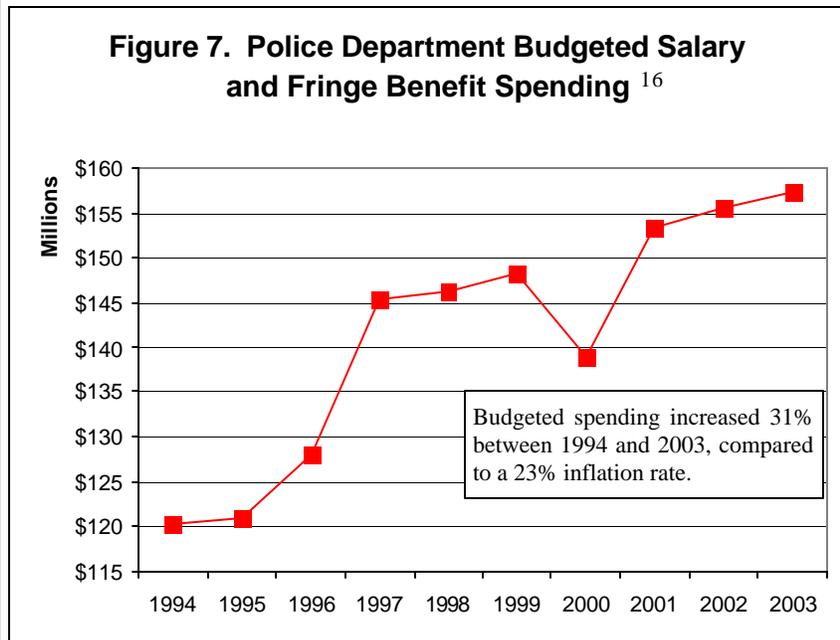
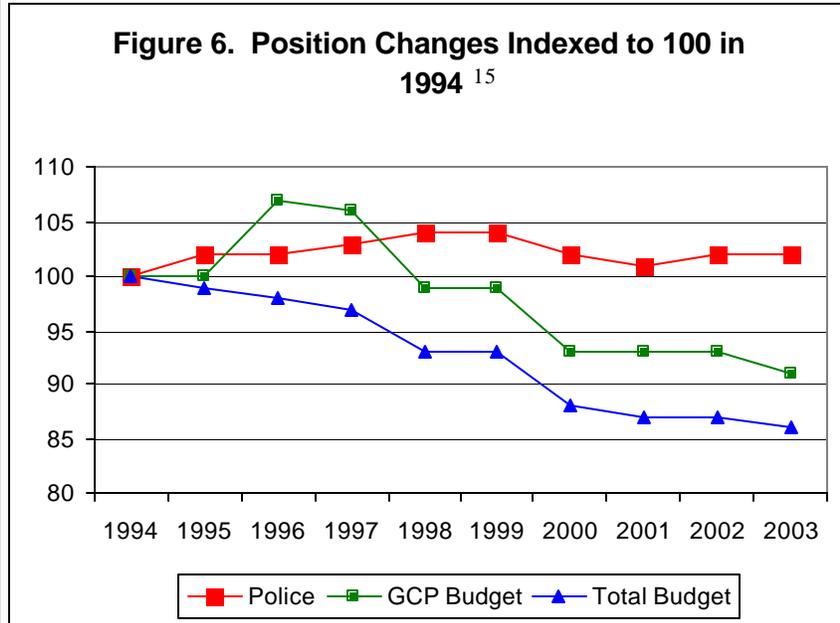
"File 030774 is a resolution authorizing contingent borrowing for unbudgeted 2003 Milwaukee Police Department (MPD) overtime expenditures."
— Budget Office Reply to Common Council regarding resolution for contingent borrowing

“The total number of general city employees has fallen by 743 since 1988. Looking closer at these numbers, Milwaukee has strengthened its commitment to public safety by adding authority for 299 additional sworn police positions while reducing all other positions by 1,042.” — **2003 City of Milwaukee Plan and Budget Summary**

“The 2000 budget includes the transfer of 48 parking checkers and 13 tow desk personnel [from the Police Department] to the Department of Public Works Parking Fund.” — **2000 City of Milwaukee Plan and Budget Summary**

“In 2004, balancing services and costs presents a daunting challenge. State and federal aids are decreasing while the upward pressure of salary and health care costs continues. Demands for city services remain high at the same time that demands to lower or freeze taxes increase.... The number of positions and employees has been significantly reduced. The total number of authorized positions has fallen by 1,386 or 13.8% since 1988. The 2004 proposed budget continues this policy by eliminating 643 positions.” — **2004 City of Milwaukee Proposed Plan and Budget Summary**

The City of Milwaukee has long talked of its ability to create efficiencies and eliminate positions. However, in large measure, the Police Department has not been included in attempts to shrink government by cutting positions. Rather, City budgets over the last several years speak of strengthening the efficiency of the City as a whole by eliminating positions while strengthening public safety by adding police positions. As Figure 6 shows, the Police Department has increased its position authority 2.3% since 1994, while the GCP budget's position authority has decreased 8.7%, and the total budget has cut 14.2% of its positions.



Crime Rate Decreases Between 1992 and 2002²⁰

National: 27.2%
 National Peer Cities: 20.4%
 WI Peer Cities: 18.9%
 Milwaukee: 11.8%

City of Milwaukee Police Department Outcome Measure Objective: *"To prevent, deter, and suppress crime in order to make Milwaukee the safest city of its size [between 500,000 and 1 million population] by 1997."* — **City of Milwaukee 1995 Plan and Budget Summary**

2002 Similar Sized Cities (500,000 to 1 million people) in the Nation With Lowest Crime Rates (ranked from low to high)²¹

1. San Jose, CA
2. El Paso, TX
3. San Francisco, CA
4. Denver, CO
5. Boston, MA
6. Indianapolis, IN
7. Austin, TX
8. Honolulu, HI
9. Minneap-St. Paul, MN
10. Jacksonville, FL
11. Charlotte-Meck, NC
- 12. Milwaukee, WI**

Figure 8 compares the number of crimes¹⁸ reported in 1992 and 2002 per 10,000 people in Milwaukee with the same measure in seven similar-sized cities (with a concentration on large Midwest cities) and in three Wisconsin cities (Madison, the second largest city in the state, and two relatively large Southeastern Wisconsin cities).¹⁹ Among these eleven cities, Milwaukee had the fifth highest crime rate in 1992.

Between 1992 and 2002, cities nationwide experienced substantial drops in crime. While Milwaukee's crime rate decreased 11.8%, this was not nearly as substantial a decline as most of its peer cities (Figure 9). Milwaukee went from having the fifth highest crime rate in 1992 to the fourth highest in 2002. The picture gets worse for Milwaukee when the three cities with higher crime rates are considered more closely. Columbus is really the only one of the three cities that compares completely unfavorably to Milwaukee; not only does it have a significantly higher crime rate, but it also increased its crime rate from 1992. Detroit, while it has a substantially higher crime rate than Milwaukee, also decreased its crime rate much more substantially than Milwaukee, 21%. Finally, Washington DC is actually a success story. After having the highest crime rate in 1992, it had a substantial drop, 32%, to be almost on par with Milwaukee in 2002.

Figure 8. 1992 and 2002 Index Crimes per 10,000 People

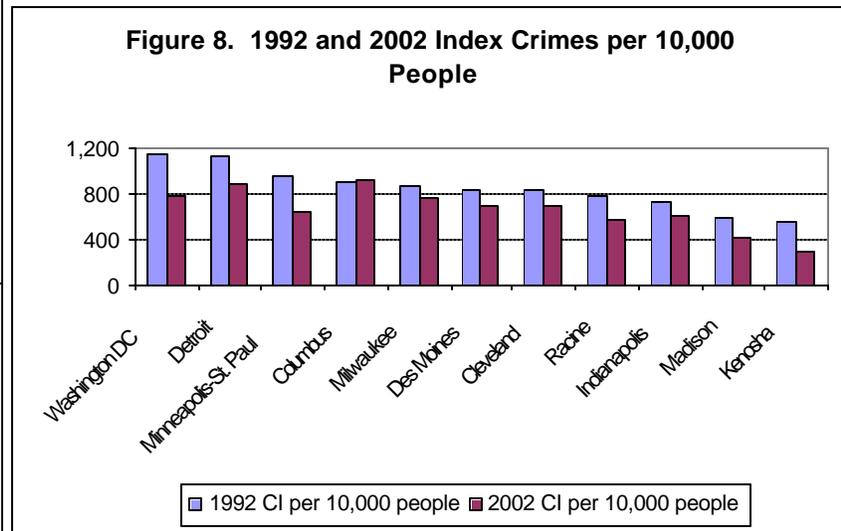
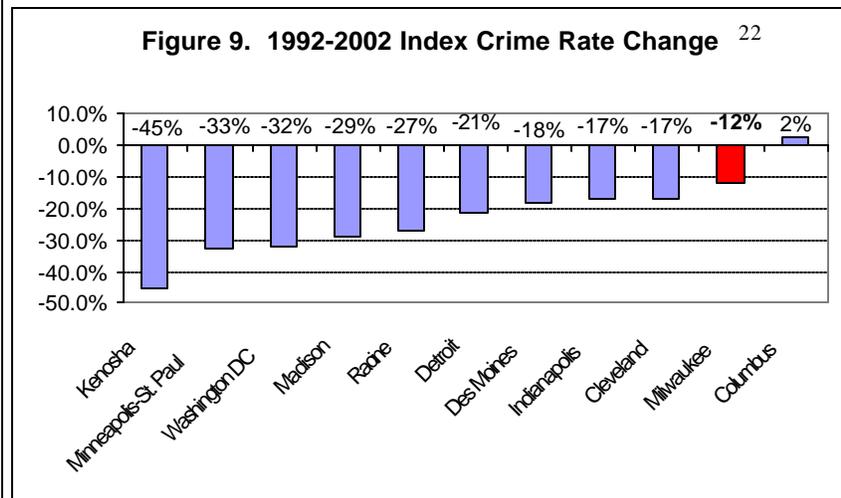


Figure 9. 1992-2002 Index Crime Rate Change ²²



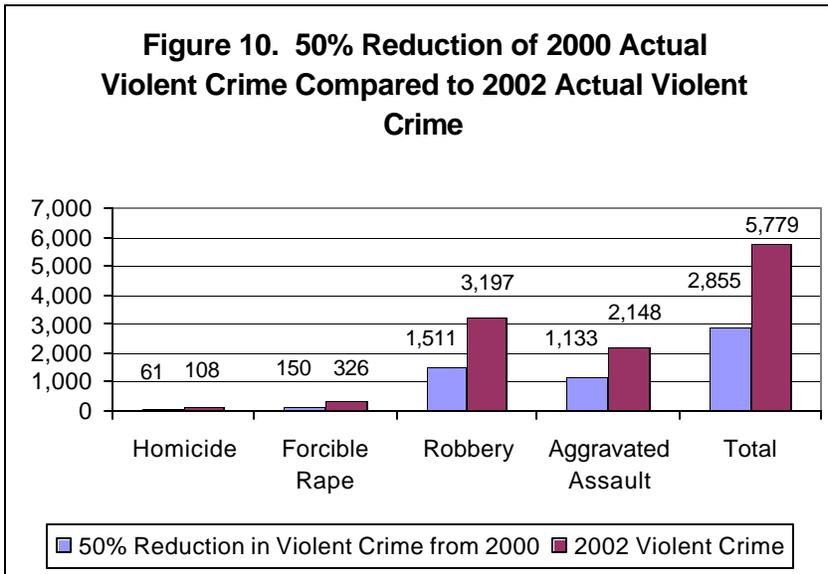
Milwaukee Violent Crime

The number of violent crimes reported in Milwaukee has decreased 8.6%,²⁴ from 6,326 in 1992 to 5,779 in 2002. The decline consists of a 26% drop in homicide, a 37% decrease in rapes, and a 26% decline in robberies. Aggravated assaults,²⁵ however, have increased dramatically, from 1,329 in 1992 to 2,148 in 2002.

The 2001 City budget (using 1999 crime data) changed one of the Police Department's outcome measures from monitoring the City's crime rate as compared to similar sized cities nationwide to monitoring the change in the violent crime rate just in Milwaukee. Mayor Norquist also challenged the City to decrease violent crime 50%. Figure 11 shows what has happened to violent crime since the City's new outcome measure was implemented. Between 1999 and 2000, violent crime decreased almost 6%, and it decreased again between 2000 and 2001, this time 4%. However, violent crime increased almost 6% between 2001 and 2002. The increase was due to more reported crimes in every violent crime category except homicide, which experienced a substantial 15% drop. Rapes increased the most, 10.5%, followed by robberies at 9.7% and aggravated assault at nearly 1%.

Milwaukee Police Department Measurable Objective: "Prevent, deter, and suppress crime by decreasing violent crimes per 100,000 residents by 5.8% in 2004 as measured by the FBI Violent Crime Index." — **2004 City of Milwaukee Proposed Plan and Executive Budget Summary**

"The charge is clear. Develop strategies to reduce crime by 50%. It's an ambitious goal. But the law-abiding citizens of Milwaukee deserve nothing less..." — **Mayor John Norquist's 2000 Inaugural Address quoted in Mayor's Commission on Crime Report**



City of Milwaukee Violent Crimes — 1992 and 2002

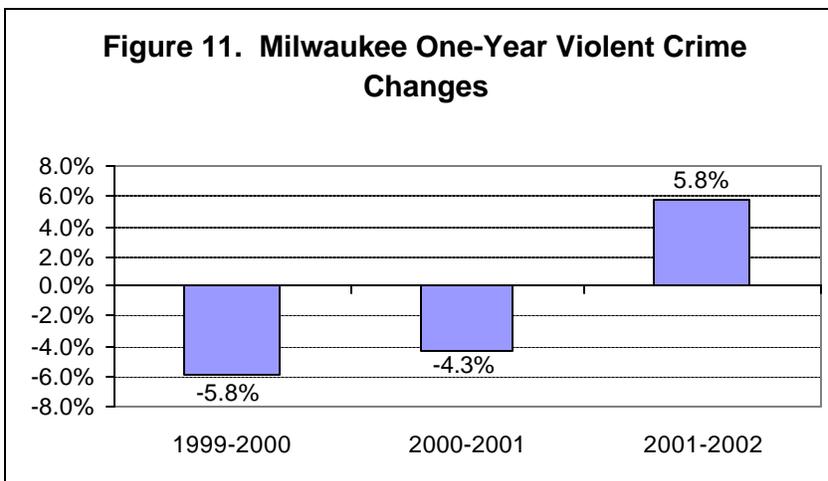
Homicide
1992: 146
2002: 108

Rape
1992: 517
2002: 326

Robbery
1992: 4,334
2002: 3,197

Aggravated Assault
1992: 1,329
2002: 2,148

Total
1992: 6,326
2002: 5,779



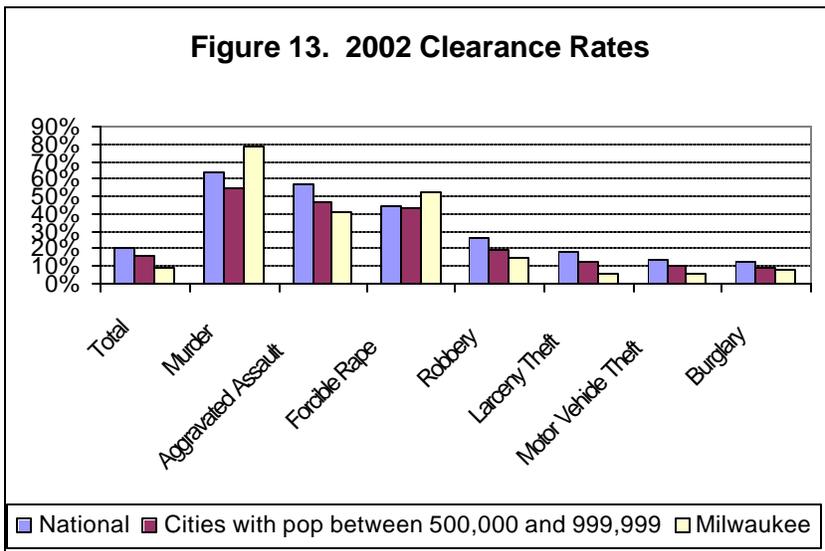
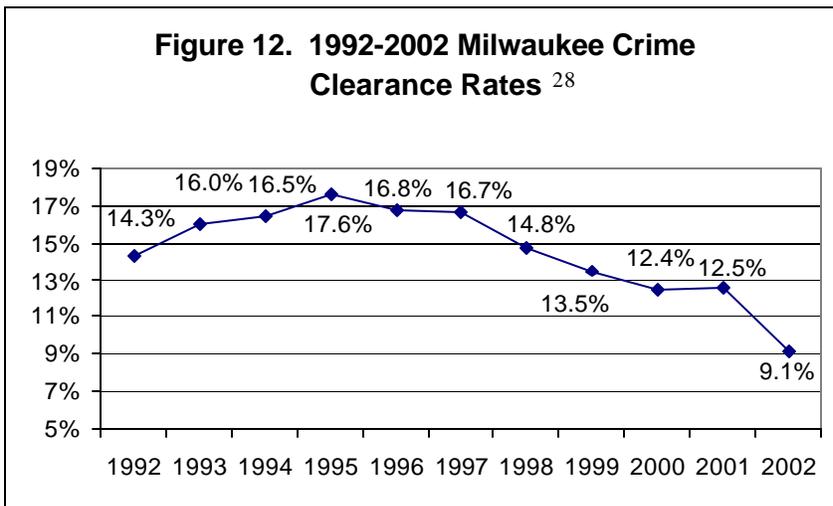
In 1992, Milwaukee's crime clearance rate²⁷ was 14.3%, significantly lower than the 21.4% national rate and the 18% rate for cities of Milwaukee's size — between 500,000 and 1 million people. However, Milwaukee's did have very high clearance rates for violent crime — murder, forcible rape, robbery, and aggravated assault.

Higher violent crime clearance rates were still somewhat in evidence ten years later, in 2002, although Milwaukee's clearance rates for aggravated assault and robbery were lower than the national and similar-sized city rates. Lower clearance rates for property crimes, which compose the majority of crimes committed, caused Milwaukee's 2002 clearance rate, 9.1%, to be significantly below both the national rate, 20%, and the similar-sized city rate, 15.6% (Figure 13).

Additionally, violent crime clearance rates in Milwaukee dropped significantly between 2001 and 2002. The clearance rate for murder in Milwaukee dropped from 84.2% in 2001 to 78.7% in 2002, for forcible rape from 85.1% to 52.8%, for robbery from 19.8% to 14.8%, and for aggravated assault from 48.3% to 41.3%.

Clearance Rate: The number of crimes for which at least one person is arrested, charged with the commission of the offense, and turned over to the court for prosecution during a year divided by the number of crimes known by MPD that year, expressed as a percentage — **City of Milwaukee 2002 Public Safety Report**

“A high clearance rate is important for two reasons: arrests deter the arrested offender (specific deterrence) and a consistently high clearance rate sends the message to would be perpetrators that few people get away with committing crimes (general deterrence).”
 — **2004 City of Milwaukee Proposed Plan and Executive Budget Summary**



1992 Crime Clearance Rates

National: 21.4%

National Cities Between 500,000 and 1 million People: 18%

Milwaukee: 14.3%

Conclusion

The success of the Police Department is in the best interests of everyone who has a stake in the City of Milwaukee for the obvious reason that everyone desires public safety and for the more obscure reason that the financial health of the department has a direct correlation to the financial health of the City's whole government. It is important for citizens to understand the importance of the Police Department as it relates to the whole City. Two specific issues that were raised in this Issue Brief need to be addressed.

1. As the largest General City Purposes department in the City, the Police Department's spending has a major effect on other City departments' ability to spend. Although state law forbids departmental deficits to be financed by surpluses in other departments, if revenue increases go to finance the Police Department, other departments are required to keep their spending in check. Also, if Police Department budget deficits monopolize use of the contingency fund, other departments will have to watch their actual spending as compared to budgeted much more closely than the Police Department does. Finally, as is the case this year, when deficits outpace what is available in the contingency fund, borrowing becomes necessary. Borrowing for operating costs runs the real risk of lowering the City's bond rating, which would have negative consequences for the entire City and the City's taxpayers. **Citizens need to be assured that the Police Department (and all departments) is held accountable for its spending levels.**

2. The City implemented outcome-based budgeting in the 1990s. The City's philosophy: "Outcome-based budgeting represents a very simple idea: a city should provide resources only to those programs that add value and the determination of a program's success should depend on actual performance. In other words, when the city funds a program it expects successful results; any other outcome indicates the unnecessary expenditure of taxpayer dollars" (1997 City of Milwaukee Plan and Budget Summary). Currently, the City does not seem to be ensuring that the Police Department meets its outcome goals. Milwaukee is not the "safest city of its size in the nation" (a goal until 2001), violent crime has not declined consistently since the City began monitoring it as an outcome indicator, and the crime clearance rate has declined dramatically over the past decade. Positive outcomes are not only important for the City's budgeting philosophy; public safety depends on them as well. **Citizens need to be assured that the City's outcome-based budgeting is really outcome-based, and hold the Police Department accountable for meeting its outcome goals.**

1. Data for departmental and total spending were obtained from the 1994-2003 City of Milwaukee Plan and Budget Summaries. The data are based on budgeted as opposed to actual spending.
2. The City of Milwaukee Budget Under the Control of the Common Council is separated into thirteen sections: General City Purposes, which accounts for the bulk of City spending and each of the major departments considered when thinking of the services the City provides; Employee Retirement; Capital Improvements; City Debt; Delinquent Tax; Common Council Contingent Fund; Parking (which is part of the total Department of Public Works budget); Grant and Aid Projects; Economic Development Fund; Water Works (which is part of the total Department of Public Works budget); Sewer Maintenance (which is part of the total Department of Public Works budget); Solid Waste Fund (which was abolished in 2002); and Delinquent County Taxes. When the General City Purposes (GCP) budget is referenced, we are speaking of the major functions covered by City government. For most departments, GCP accounts for most of their expenditures. However, the Department of Public Works (DPW) has three enterprise funds (Parking, Water Works, and Sewer Maintenance), which comprise a significant amount of DPW spending.
3. In 1999, the City changed the method by which it accounts for fringe benefits spending. The 1999 Plan and Budget Summary explains: "Employee fringe benefit costs are appropriated in various special purpose accounts [rather than individual city departments]. In addition, department operating budgets include an estimated employee fringe benefit factor in order to reflect the total cost of department operations. In prior years this second appropriation, or 'double' budget, was offset by a 'paper' revenue to avoid levying twice for employee benefits. The 1999 budget offsets the second, or double budget, with a budget offset, as opposed to a revenue offset." Due to this double-counting prior to 1999, we have used the Budget Office adjustments in the budget prior to 1999, taking out the double counting, rather than the numbers reported in the budgets. It should also be noted that in 1998, sewer maintenance funding was transferred from the DPW-GCP to the Sewer Maintenance Fund.
4. The inflation rate was arrived at by calculating the percent change in the Consumer Price Index as reported by the US Department of Labor Bureau of Labor Statistics for the Milwaukee-Racine area from the first half of the year in 1993 to the first half of the year in 2002.
5. All other GCP Departments include each entry in the GCP budget with the exceptions of Special Purpose Accounts, the Fringe Benefit Offset, and the Police Department.
6. The 6.6% decrease in Police Department budgeted spending in 2000 is due to the transfer of the parking checker and tow desk functions to the DPW Parking Fund.
7. The significant "other GCP" decrease in 2001 and increase in 2002 are partly due to the transfer of solid waste funding from DPW-GCP to the Solid Waste Fund in 2001 and its abolishment in 2002.
8. Police spending between 2000 and 2003 is looked at in order to gauge the department's spending increase since the parking checker and tow desk functions were transferred out compared to other GCP department spending.
9. We adjusted the 2001 DPW-GCP number to include the Solid Waste Fund, which was abolished in 2002.
10. Source: [www.jsonline](#) article, January 16, 2002, "Milwaukee News Briefs: Police overtime exceeds budgeted amount"
11. Source: [www.jsonline](#) article, January 9, 2003, "Jones asked to delay plan's implementation"
12. Source: Budget Office Update to Finance and Personnel Committee on Police Department Overtime and Salaries for Pay Period 25
13. Source: Budget Office Reply to Common Council regarding resolution for contingent borrowing
14. Data regarding positions in City departments were obtained from the "Change in Positions" summary page for each budget through 2003 with the exceptions of 1994 and 1995 when such a page was not available. For those years, position totals were taken from each department's budget summary, and totals were taken from the 1996 budget. Total positions for the GCP and total budgets are adjusted to take out temporary election workers.

15. We adjusted the 2001 GCP budget number to include the positions in the Solid Waste Fund, which was abolished in 2002.
16. Data on budgeted spending for salaries and fringe benefits were obtained from the Police Department's budget summary in the adopted City Plan and Budget Summaries.
17. The source for outcome measures for Milwaukee and peer cities in 1992 and 2002 is the FBI Uniform Crime Reports.
18. The UCR data are crimes reported to law enforcement in a series of crimes determined by the FBI to be index crimes. They include the violent crimes of murder, forcible rape, robbery, and aggravated assault; and the property crimes of burglary, larceny-theft, and motor vehicle theft. Arson is included in the modified crime index, but as these data were not available for a number of cities in 1992, they are not included in our analysis.
19. There are many cities that can be compared to Milwaukee and used as peer cities. For example, in budgeted outcome measures, the City of Milwaukee has compared itself to other cities with populations between 500,000 and 1 million. In our analysis, we decided to focus on relatively large Midwestern cities: Chicago, IL; Indianapolis, IN; Des Moines, IA; Detroit, MI; Minneapolis-St. Paul, MN; Cleveland, OH; and Columbus, OH. We also use Washington, DC since that city is often used as a benchmark in tracking crime in big cities. Finally, although these cities are not nearly as large as Milwaukee, we wanted to get some perspective on where Milwaukee fits with other relatively big cities within Wisconsin. Therefore, we chose the second largest Wisconsin city, Madison, and three large Southeastern Wisconsin cities: Kenosha, Racine, and Waukesha. It should also be noted that some cities we chose did not have data available for one or both of the years we were analyzing. Thus, in the peer city outcome measure analysis, Chicago and Waukesha are not included.
20. The National, National Peer Cities, and Wisconsin Peer Cities data include Milwaukee.
21. Until 2001, one of the City's goals for the Police Department was for Milwaukee to become the safest city of its size: between 500,000 and 1 million people. The "safest city" designation is based on index crimes reported per 100,000 people.
22. The change was arrived at by calculating the percent change in index crimes per 10,000 people.
23. Source: Milwaukee Fire and Police Commission 1992-2002 Public Safety Reports
24. The change was arrived at by calculating the percent change in total violent crime.
25. The 1996 budget notes that an increase in aggravated assaults between 1993 and 1994 is likely due to the state broadening the definition of aggravated assault.
26. Source for National and Similar-Sized City Clearance Rates: 1992 and 2002 Uniform Crime Reports
27. The crime clearance rate is for index crimes and does not include arson.
28. Source: Milwaukee Fire and Police Commission 1992-2002 Public Safety Reports

The Forum

The Public Policy Forum is an independent, non-profit organization dedicated to providing timely, objective information on community issues for governments, businesses, and citizens.

Established in 1913, the program activities of the Forum link business, government, education and community leaders to solve common problems. Membership is open to businesses, non-profit groups and governments. Leadership is provided by a 60 member Board of Trustees.

2003 Forum Officers

Chairman

David G. Meissner

Vice Chairs

William R. Adams

F. William Haberman

Sr. Mary Lea Schneider

Secretary

Kristine Hinrichs

Treasurer

Roger H. Schroeder

Forum Staff

President

Jeffrey C. Browne

Office Manager

Catherine A. Crother

Research Director

Emily Van Dunk

Senior Researcher

Anneliese M. Dickman

Researcher

Amy L. Schwabe

Research Assistant

Jeffrey K. Schmidt

For more information, contact the Public Policy Forum, Suite 406, 633 W. Wisconsin Ave., Milwaukee, WI 53203, 414-276-8240
414-276-9962 E-mail: ppf@execpc.com Internet: www.publicpolicyforum.org