

The Community Justice Center Model: Would Its Establishment Improve Existing
Community Oriented Policing Initiatives?

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Chapter One: An Introduction

“Every society gets the kind of criminal it deserves. What is equally true is that every community gets the kind of law enforcement it insists on.”

-Robert F. Kennedy (Kennedy, 1964).

“I’m not against the police; I’m just afraid of them.”

-Alfred Hitchcock (Hitchcock, 1984).

In 1980, the state of Wisconsin became the first in the nation to implement a statewide Crime Victims’ Bill of Rights, a pioneering legislative decision that helped spur the federal focus on the rights of crime victims. During the mid-eighties, hundreds of municipal police departments in Wisconsin began focusing on community-oriented policing, again helping to both lead and follow the nationwide focus in criminal justice on crime prevention and community-police relations.

Since then, however, the state of Wisconsin has remained somewhat hesitant in modernizing their approach to community policing and victimology, both as separate subjects, as well as focusing on how the two are invariably entwined in the criminal justice system. Of course, one should not speak in generalities; many local municipalities and counties in the state have made significant contributions to the study of these subjects, and successfully implemented programs in both fields that have led to a greater understanding and better service for their communities.

To go over all the concerns in both arenas and relate it to the entire state would be a laborious process, and the idea of drawing attention to the shortcomings in the hope of implementing a new system or procedure on a statewide level makes such a process undesirable to most.

However, by focusing on one specific demographic, geographic location, or community in the hopes of studying and changing the current system, one could invariably hope for a more efficient and better understood topic. This could possibly

promulgate itself into an idea or goal that feasibly could be implemented, monitored, and publicized and one day, become successful.

This thesis explores many different ideas in the hopes of achieving one main goal. In researching the Community Justice Center model, could the implementation of this model in the Brown County community create a more efficient, community-and-victim-centered criminal justice system? Would this implementation lead to better community involvement in community oriented policing strategies?

Therefore, with this goal in mind, this thesis will study the current crime rates in Brown County, current community attitudes and perceptions of the Brown County criminal justice system, the level and availability of social services specifically focused on victims and offenders, the perceptions and attitudes of Brown County law enforcement towards the communities they serve, the media's role in the implementation of the Community Justice Center model, as well as other social, administrative, sociological, criminological and anthropological issues surrounding these topics.

The end goal of this thesis is to call attention to a system and procedure set -up that will minimize the revictimization of crime victims within the criminal justice system, improve overall community health through initiatives between social services and police departments in Brown County, provide a greater understanding and better perception of both the community and law enforcement personnel, and call attention to the often neglected subjects within the Brown County community that desperately need attention and support.

This thesis will also attempt to educate and persuade those reading of the necessity of the criminal justice system, both positively and negatively, the necessity of support for victims of crime, and the necessity of support and services for offenders.

Perhaps the implementation of a Community Justice Center in Brown County could raise the county, the communities, and the state of Wisconsin to a level of modernization, innovation, and practical empathy unseen in today's current sociopolitical climate. Furthermore, this thesis will focus on the necessity of filling the widening gap in the current criminal justice system: the need to shift focus back to the victims and offenders of crime, and the communities they inhabit in hopes of breaking the generational cycle of crime. This redirection in focus may actually solve a problem once begun by proactively approaching and preventing issues before they arise.

Therefore, this thesis argues for the implementation of the Community Justice Center model in Brown County, how the Center's effects in the community could lower crime rates, solve generational problems, increase the success and depth of community policing initiatives, and improve the community's perception of law enforcement and the criminal justice process. The implementation of this thesis could possibly begin a shift in focus within criminal justice from a strict and standard offender versus state mentality to a focus on the impact of crime and its affects within a community.

To accomplish these goals, this thesis conducts research in the above mentioned areas through the citing and reading of studies, books, journals, opinions, interviews, textbooks, articles, and other sources to either prove or disprove the argument's validity.

Chapter Two: The Community Justice Center Model

“There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things.”

-Niccolo Machiavelli (Machiavelli, 1515)

“...First, the criminal justice system, in its current form, has lost credibility with the public. It is a bureaucracy whose methods and perspectives seem peculiarly at odds with common sense...If there is to be a rebirth of credibility in criminal justice, it will be based in greater community involvement in justice activities.”

-Clear & Karp, 1999

The Community Justice Center Model was put forth by Todd Clear and David Karp in their book, “The Community Justice Ideal,” and the approximately 200-page manuscript was intended to be used as a standard for helping communities set up their own Community Justice Centers. This text explains the rationale behind the model, the level of involvement the Center would have in the community, and other start-up tasks such as administration and budgeting. (Clear & Karp, 1999).

In its simplest form, a Community Justice Center is nothing more than a building that serves as a conduit between the community and its criminal justice system, an advocate for any community member that becomes embroiled in the system. The point, and overall goal, of establishing the Community Justice Center Model is more than just a public relations front...it is to implement a long-lasting initiative that will connect the community to its criminal justice system on more than just a superficial level, and through its success benefit the community indefinitely, and also have a profound effect on those who work within the criminal justice system.

In their book, *The Community Justice Ideal*, Clear & Karp use the fictitious city of Tocqueville Heights as an example of what the Community Justice Center Model's role should be in the community.

“Tocqueville Heights is an old, inner-city neighborhood in the city of Megalopolis. Comprised of roughly 100 square blocks...One-half of the residents have incomes under or just over the poverty line, and the area has high rates on all indicators of disorganization: single-parent families, high-school dropouts, unemployment, vacant dwellings, and public assistance. The area also is among the highest in arrest rates for drugs and street crimes...”(Clear & Karp, 1999)

The authors have set up what appears to be an example of any urban area in the United States. They have done so by creating a cross-section of all of the issues that affect millions of urban individuals and their communities: unemployment levels, poverty line economics, educational concerns, social service programs, and the demographics of such an urban community. By reading and understanding their example, the reader will have formulated a picture of this community in their mind's eye, and have a basic understanding of all the concerns and issues that inhabit this fictitious community. This understanding can then be used as a comparative tool between the fictitious ideal and the reality of a community's situation. Tocqueville Heights is intended to be used as an example of an ideal for interested readers to implement in their own communities.

The authors do not dwell on a somewhat stereotypical (if not also true) formulation. They go on to explain the implementation and establishment of the Community Justice Center model, “The Tocqueville Heights Community Justice Center (CJC) is located in a renovated building across the street from the police precinct...the center is a nonprofit organization, funded by governmental contractual fees (paid for

services rendered), and has an annual budget of \$250,000. The CJC runs a number of projects...”(Clear & Karp, 1999)

This thesis will discuss the following projects in more detail: Crimestop, Victims’ Awareness, Too Legit to Quit, Tocqueville Heights Habitat, SeniorCare, Resolve and Circles.

CrimeStop

Crimestop, as explained in the book by Clear & Karp, is similar to a Neighborhood Watch program, with the residents of Tocqueville Heights holding meetings at the Community Justice Center (the anagram CJC will be used for the remainder of this thesis in the interest of continuity and ease) that are attended by police officers, probation officers, local political figures, as well as offenders. Individual concerns are brought up by residents during the meetings, and all in attendance are encouraged to work together to solve the problem through whatever means are available. Therefore, not only are individuals feeling as though their concerns are being broached and considered, but the community members also feel a sense of responsibility and pride by working together to make a change and end a problem.

Victims’ Awareness (VA)

The Victims’ Awareness program held at the CJC involves any and all residents of the community who have been victimized by a crime, and allows itself to become a support group of sorts for victims to talk about their victimization process with others in the community who have undergone the same. It also allows for these meetings to occur in a safe environment at the CJC, and because of the location of these meetings, those residents attending are in a position of ease to be attached to and/or introduced to various programs available in the community to help them with any questions and concerns they

may have. The Victims' Awareness program also encompasses a victim-offender mediation program that is run by the CJC. (See appendix C for more information on circle programming and mediation programs provided through a CJC).

“The VA sessions help CJC funnel victims into appropriate services through referral to a range of concrete and counseling services the CJC may purchase for clients or send them to.” (Clear & Karp, 1999)

Too Legit to Quit (TLQ)

The Too Legit to Quit program was established to allow a safe place for teenaged males to use as a social tool, and has various programs to help this extremely at-risk demographic, including programs for teenaged males who have one or both parents either out of the home or incarcerated, and sets up these at-risk males with community mentors. (Think Big Brothers/Big Sisters for teenaged males). The Too Legit to Quit program also has programs set up for parent-child mediation, educational programs for teenaged parents and parents recently or at-risk for incarceration, among other family services. “The structure is designed to strengthen ties between offenders and their children and to establish supports between offenders and other local adults.” (Clear & Karp, 1999)

Tocqueville Heights Habitat

The Tocqueville Heights Habitat program uses recently released offenders, as well as offenders under community supervision and offenders on delayed sentencing programs assigned to work with the CJC to rehabilitate local buildings and homes. These local buildings can then be leased to business owners or back to the city at advantageous rates, and the homes that are rehabilitated can then be used either as homeless shelters, or sold to at-risk families or other members of the community at advantageous rates.

SeniorCare

The SeniorCare program sets up offenders who are assigned to the CJC (This thesis will go over the assignment procedure later in significant detail) with a senior citizen of the community who meets the requirements for the program (disabled, lives alone, no family in area, already partaking in other social services) and serves not only as a social program, requiring the offender to meet with the senior citizen at least once a week, but also allows for relationships to be built between the offender and the senior, and allows the offender to learn some job skills by helping the senior citizen with home maintenance, driving them to and from appointments, or anything else the senior citizen may need.

Resolve

The Resolve program allows for those community members unable to afford legal representation to come to the CJC for a mediation procedure that is formally implemented and run by the CJC. The Resolve program also helps community members avoid a civil legal proceeding by attending the Resolve program at the CJC, and helps community members avoid having to use the police as a problem-solving tool.

Circles

This thesis will go into much more detail about community based justice circles, but the Circles program at the CJC convenes with members of the community, crime victims, and offenders, and uses the mediation circle as a process of restorative justice. The Circles program is a heavily implemented program in the hopes of helping community members become independent citizens and avoid the criminal justice system if possible through the use of reparation, restoration, compensation, and mediation.

The authors go on to state that these programs could not possibly exist without the significant implementation and use of community volunteers and partnerships with local community businesses and political figures. This highlights another topic that this thesis will address and focus heavily on, regarding community involvement in the Community Justice Center.

The Judicial System's Role in the CJC Model

“You can't drum into a whole generation through film and print that the meaning of life is sex, cars and money-without its having its effects. And you can't solve the problems which have arisen, the problem of rootlessness, nihilism and lack of ideals, by calling the police. You can't solve anything whatsoever with the aid of longer and harsher prison sentences.”

-Jens Bjerneboe (Bjerneboe, 1959)

In the CJC model, there is a focus on more than just community oriented policing and social service programs, like those listed earlier. The CJC model, by necessity, needs the involvement of many different programs and services, most importantly the judicial system within the community.

The CJC Model highlights the ability to reintegrate offenders into their community. The textbook says it best: “...In the public discourse about crime, ‘war’ terminology dominates. Offenders are referred to as ‘them,’ victims are ‘us’. Policy to deal with crime is described in terms of ‘combating’ crime, and strategies are thought to be effective when they isolate the offender-thought to be an unusual miscreant-as an enemy of the people. This type of imagery distorts the reality of criminality and victimization...the war metaphor is inadequate in another way. It describes an attack on an external foe, whereas in crime the threat is seldom external; usually, the offender is a co-citizen...”(Clear & Karp, 1999)

It is estimated that approximately 95% of state incarcerated individuals will return to their community upon release from incarceration (U.S. Department of Justice, 2003.) and it is also a widely known fact in the criminal justice circles that most offenders are committing crimes within a five-mile radius of their home. (Clarke, 2008). So it then logically follows that most offenders are going to commit their crime in their own community, and after their period of incarceration is finished, they will return to that same community. It is not such a stretch, then, to assume that for the offender to

reintegrate themselves in the community, the chances of that offender then re-offending within their community will be lowered? And if the rate at which offenders released from incarceration remains the same, but that those individual offenders being released are being successfully reintegrated into their communities and avoiding the chance of re-offending... does it not logically follow then that the recidivism rates in this community will drop drastically? It appears that the problem has been clarified and analyzed, and that now there is a possible solution: reintegrate offenders into their communities in the hope that by establishing and cementing those ties between the offender and community, the reintegration programs are also creating those bulwarks that will help present social barriers to offenders who could possibly re-offend.

The first step in reintegration, therefore, lies with the judicial system and its role in criminal justice proceedings. It cannot be expected that all offenders in a specific community would meet the expectations and requirements to be granted access for general reintegration...one would not hope to see a violent sexual predatory offender being reintegrated into his community through volunteer work at a local women's shelter. It just would not be done. But the majority of first-time offenders in a community perhaps could benefit from a delayed sentencing agreement with the local municipal judges.

The CJC Model highly suggests the partnership between the CJC development and the judicial system in the community. For example, by having an understanding and a working relationship between the CJC and the local judges, there is the possibility to avoid sentencing offenders to incarceration time when other alternatives will now be available.

For an example, on average, the city of New York spends approximately \$90,000 a year per prisoner in their county jails. (New York City Independent Budget Office,

2004). Averaging that exorbitant amount with what could be assumed is spent in Wisconsin, one could assume that the price per jailed offender could be anywhere from \$50-\$70 a day in a county jail (which is a very conservative sum, averaging approximately \$21,900 a year, as approximate values fluctuate between counties).

If the CJC and the local judicial system can develop a working relationship to keep nonviolent offenders out of jails, they would save the county millions of dollars a year. That energy can then be focused on reintegrating these offenders back into their community through delayed sentencing programs focusing on reintegration, restitution, community service, volunteer work, and educational programs. Not only does the community and state save money, but the overall health of the entire community would undergo a drastic improvement. "...Community service in Georgia is seen as an alternative sentencing option which is definitely punitive, yet is not perceived as being as harsh as incarceration, nor as lenient as regular probation."(Abadinsky, 2006).

This working relationship now presents a genuine benefit to every member involved in the criminal justice process. For example, perhaps a 25-year-old male, unemployed, is arrested by the police and charged by the district attorney's office for disorderly conduct, his first offense. This 25-year-old male, who resides in a community with a working CJC, then has the opportunity to go in front of the judge. In the state of Wisconsin an individual found guilty of disorderly conduct, pursuant to state statute 947.01, is guilty of a Class B Misdemeanor (Wisconsin State Legislature, 2008), of which the penalties are a fine not to exceed \$1,000 or imprisonment not to exceed 90 days, or both.

Assume now that this individual, in the current criminal justice system, is convicted guilty, and is sentenced to the full extent of the statute. His community has just

been handed a bill for approximately \$5600 for his jail sentence. However, if the CJC existed there would be the promise of perhaps the avoidance of an incarceration sentence, and he could be required to work for the CJC. The community's sense of justice would also be satiated because, as the earlier quote from Howard Abadinsky stated, it would not seem as if this individual was just receiving a "slap on the wrist," and there is the added benefit of the lack of a significant price tag attached to the punitive aspect of the guilty conviction.

If a CJC existed in this hypothetical example, as an alternative to jail time, this offender would be sentenced to serve for the CJC as a volunteer offender for a specific amount of time. Much like probation, if the offender did not follow through with their commitment, they could then be threatened with the harsher criminal justice punitive measures. However, if they complied, they avoided the stigma of incarceration, the judicial system has saved the community thousands of dollars, and the CJC circle has been reinforced with a focus on rehabilitation, volunteerism, and providing opportunities for a community to take a part.

If a CJC were to exist, they would have to develop a strong foundational relationship with the local judicial community, from municipal judges to criminal court judges, as well as the law community. The District Attorney's Office would play a huge role in the formation and everyday business of the CJC, from providing information to victims through the conduit of the CJC to the support the DA's office would provide in helping funnel services and people to the CJC. Local defense attorneys within the community could also use the CJC as a resource, as the CJC would exist to provide programs as an alternative to incarceration, as well as act as a resource to those in the community attempting to better the current community situation. The delayed sentencing

option available to the courts, DA's office and defense attorney would also provide a sense of actual problem-solving; it is a well-recognized fact that budgetary and staffing constraints in jails and prisons nationwide have led to the decrease of educational programming available to offenders incarcerated, and the chance to not only keep an individual out of jail or prison, but also provide them with educational tools and programming to help "solve the problem" will, in the short- and long-run, appease the community and increase the likelihood of the CJC becoming a successful standard of community based justice that can be implemented as a standard in many communities nationwide.

Law Enforcement's Role in the CJC Model

“Failures in public safety are at least partially the result of citizens’ shared assumption that the responsibility for public safety belongs entirely to the criminal justice system.”

-Clear & Karp

“One of the most unique aspects of a police organization is that the lowest ranked workers, the line-level troops, are the most visible, powerful, and autonomous. But rarely do they feel as powerful as they are.”

-Ellen Kirschman, Ph.D. (Kirschman, 2007).

To understand the role the law enforcement community would play in the creation and implementation of a CJC, one must first realize the various roles that law enforcement has played within their communities, both past and present.

Modern criminal justice students are taught that the American police system is currently on its fourth stage: community oriented policing. Textbooks announce the eras of Politicization, Reformation, and Professionalism (Peak, 2003), and lend a sense of continuing change to the “average” police department, but these broad statements do not, pardon the pun, do justice to the field of police work. It is an often repeated phrase within police departments that current police officers are expected to wear many hats: police officer, social worker, therapist, marriage counselor, emergency medical technician, animal control, drug abuse counselor, parent, authoritarian, best friend, protector, servant, and so on. Because of the demands that society places on its police departments, police officers find themselves expected to be the jack-of-all-trades within their community, able to stop a husband from abusing his wife one minute and stop a speeding driver near a packed school playground the next.

In the past 30 years, police departments have found themselves focusing more and more on community-oriented initiatives, basing policy on a strict discipline of neoclassical theories towards crime: it may be the offender’s responsibility for the crime,

but it is society's responsibility to ensure that those hallmarks of future criminality (broken homes, poverty, inequality, poor education, etc.) are removed from within. In that belief, many police departments have implemented some form of community policing.

In examining textbooks dedicated to the subject, however, one cannot find a standard definition of community policing. Without the ability to define the phrase or initiative, can community oriented policing even be implemented? Or as Supreme Court Justice Potter Stewart so famously stated, will "we know it when we see it?" (Stewart, 1964).

The implementation of a CJC within a community would demand a certain level of participation from the police department and other local law enforcement professionals.

To understand the police department's role in a CJC, one must first understand the role they play in their local community. As Herman Goldstein stated, "Anyone attempting to construct a workable definition of the police role will typically come away with old images shattered and with a new-found appreciation for the intricacies of police work." (Goldstein, 1977).

The best way to define the role police departments serve within their community at a national standard is to use the American Bar Association's definition of the societal police role:

- To identify criminals and criminal activity and, where appropriate, apprehend offenders and participate in court proceedings.
- To reduce the opportunities for the commission of crime through preventative patrol and other measures.

- ❑ To aid individuals who are in danger of physical harm.
- ❑ To protect constitutional guarantees.
- ❑ To facilitate the movement of peoples and vehicles.
- ❑ To assist those who cannot care for themselves.
- ❑ To resolve conflict.
- ❑ To identify problems that are potentially serious law enforcement or government problems.
- ❑ To create and maintain a feeling of security in the community.
- ❑ To promote and preserve civil order.
- ❑ To provide other services on an emergency basis. (American Bar Association, 1973).

Even reducing the police role in society to the previous 11 examples puts the reader at a disadvantage because the unlisted intricacies and complexities within police work make up the true job. The implementation of a CJC focuses on all of the 11 examples, but specifically on those assisting others who cannot care for themselves, resolving conflict, identifying problems proactively, creating a sense of security in the community, promoting order, and reducing the opportunity for crime to occur.

The community policing initiative behind the CJC is not, as one book places it, “Community Policing: The Return of Officer Friendly.” (Williams, 2004). The objective of community policing and the implementation of a CJC would not lead to the idealistic image of a police officer walking hand-in-hand with a criminal dressed a la The Hamburglar. The goal of the ideal is to create a sense of community-wide responsibility for the justice system, to look for alternatives to those that already exist within the criminal justice system for both offenders and victims, and to increase law enforcement’s

perception of their role within the community, improved upon the community's sense of appreciation in their law enforcement.

The best way to define the role that law enforcement would play in a CJC model is expressed by Clear & Karp as "...in this scenario, the task of criminal justice agencies is not to attack crime directly but to strengthen community resources (by supporting community action) that counteract crime and disorder. Instead of further weakening the informal social control functions of the community, this approach would act directly upon a community's capacity to exercise the natural sources of social control existing inside it."(Clear & Karp, 1999)

Many people's reaction to this suggestion of allowing certain inherent social controls to help regulate crime within a community would be to remark that social control does not exist in American communities anymore. With the media's concentration on the depth of criminality in our society, and the press's publicity on the heinous and immoral, it is easy to understand why the layperson would believe that these crimes being committed are not being committed by "real people" and that there is some defining feature between the general population and the offenders. There exists a mentality of offenders being considered "them" and the rest of the community calling themselves "us". This then leads to a generalized mindset that offenders are soulless and immoral and that it would be impossible to make these offenders feel a societal pressure to follow the law and become moral and responsible citizens.

In 1938, Robert Merton developed the concept of anomie, originated from French sociologist Emile Durkheim's theory of normlessness. (Durkheim, 1897). The concept revolves around those social controls that criminologists believe prevent an individual from committing a crime, whether those controls be family opinion, embarrassment,

religion, morality, etc. The theory of anomie goes hand in hand with the criminological theory of strain theory. Strain theory posits that criminal offenders are individuals who feel they do not have the same comparatively equal opportunities to become successful as other community individuals. Because a legitimate and socially acceptable way to gain success is not seen as an option, these individuals turn to illegitimate or socially unacceptable means to achieve socially acceptable goals of success. It is not hard to understand why most community members believe that the highly-publicized immorality of the current American generations would make standard social control arenas ineffective and antiquated.

The CJC model is not suggesting that the police department should become that social control by becoming “friends” with members of the community and ignoring the social contract that already exists between the highly authoritative police function and the highly dependent community role. Instead, it does suggest that by implementing a CJC model within the community, those individual members would feel that there is now an opportunity to become involved with the daily process of criminal justice in society. The foundational belief of reintegration within the CJC model would help prepare these offenders to reenter their communities and become contributing members. The police department’s role would increase the public’s appreciation of its law enforcement by having a working relationship focused towards problem solving, and would help lessen the “us against them” mentality that many communities have towards their police departments.

In the CJC ideal, law enforcement would use the CJC as a conduit between serious criminal matters and civil matters, and funnel the appropriate services to each member of the community they come into contact with. As an example, suppose that a

young girl calls 911 because her father is physically and verbally abusing her mother. When the police arrive to the house, they are required by law to make a mandatory arrest if there have been domestic issues. In this example, the police arrest the father, and provide the mother a phone number to the local women's shelter. That is the extent of contact this family will have with the police department on this specific matter. Of course, they can and will be called back if the father returns home, as it is an almost certainty that the father will continue the cycle of violence, one that his children will inherit. (Wallace, 2007).

But if the CJC existed, and the working relationship between the police department and the CJC was conducive, an advocate from the CJC would be present at the home with police once the situation has been deemed safe by the officers present. The mother would receive more than a phone number, would have an advocate in her home, in her comfort space, to speak to. The advocate could set her up with the services available. The advocate could provide the family transportation to another location, if wished, including the local women's shelter. The advocate would inform the mother of her rights as a victim of a crime, what the mother can expect to have happen, how to file a temporary restraining order in their jurisdiction, what the legal court process consists of, can attach the family to other services they may need (counseling, drug abuse programs, thrift shops, educational programs, parenting classes, etc.)

Here are the two possible outcomes to this domestic call: in one, the father is transported to jail, and the police recommend charges to the district attorney's office. The mother is left at home with her children, with a phone number to a shelter. In the other alternative, the family immediately meets with a trained advocate who presents options, gives referrals, can counsel the family, provides them with all the information needed to

connect them to services, the police bring the father to jail knowing the mother of the family is in good hands, and the overall goal is break the cycle of violence and prevent the police from ever responding to another call from this house again. An advocate from the CJC assigned to the jail can also meet with the father, provide him with services, counseling, information on anger management programs, drug abuse education programming, whatever he needs to help identify and solve the problem. Which result would effectively combat the underlying issue behind the domestic violence? Which result would provide a semblance of hope for the community that perhaps a problem could be solved and a family restored?

The community's role within the CJC will be approached later in this thesis, but the one thing that cannot be ignored is that the police department consists of members of the community who are employed as law enforcement. Every police officer within every department has a personal and professional stake within the community. That means that police officers have the same goals, ideals, and concerns about the community as other members, and are also in an advantageous position to create change through their careers.

Dr. Kevin Gilmartin stated, "...as the years of a police career continue to pass, officers can experience social isolation from everyone except other cops. Positive outlooks and emotions are often replaced by dark, moody, negative views of the world...idealism can become cynicism, optimistic enthusiasm can become pessimism, and the easygoing young recruit can become the angry negative veteran police officer." (Gilmartin, 2002).

Police officers on the street are the least powerful member of the police department in a bureaucratic sense, but they are the epitome of criminal justice to the community they serve. Between the uniform, the demeanor, the job itself, and the role

they play in the individual's life, police officers remain the central component in a community's sense of justice. But because of the job they are expected to do, it is easy, however regrettable, to understand how the transformation can take place between idealistic new rookie officer and cynically bitter career officer. The job itself is so demanding, and because police officers tend to "...live in the worst twenty minutes of someone else's life" (McGowan, 2004), it is easy to understand why the police officer tends to take a disinterested and cold perspective of the community they serve: it is an emotional survival mechanism.

But this survival instinct can also serve to make the community feel a rift between their police department and themselves, and lead the police officer to feel as if their actions and intentions are unappreciated. This can lead to a more cynical view of their job and the community they serve, and lead to a sense of hopelessness and an inability to actually resolve problems. It is a cycle as hurtful as any other and while it may be the antithesis of the ideal of policing, it has become a heavyhearted truth.

What is the motivation for an individual to do their job well? Is it appreciation, the promise of more money, an internal sense of pride, the pride of a job well done? Are the drives to accomplish something more external or internal? What if, through the implementation of a CJC, a community could not only benefit itself, but also provide its police officers a sense of accomplishment and the chance to actually solve a problem as well as enforce the law? If a police officer feels they are actually solving a problem, avoiding a crime, accomplishing a solution, would that not then carry into their viewpoint towards not only themselves on a professional level, but the community they serve? An officer happy with their role in the community and an officer happy with the job they do would serve their community better than a cynical and uncaring officer.

The CJC could serve as more than just an advocacy solution for police departments. The CJC could exist to hold neighborhood watch meetings, present informal and formal training and education programs for both police officers and the community. The CJC could serve a “soft room” function, allowing police to interview or meet with victims and offenders in a comfortable environment. The CJC could provide a safe ambiance to the community and its police officers, and serve as a valuable informational tool. The overall goal of the CJC is to not only rectify previous wrongs, but to also serve as a proactive tool that can be used by both the community and law enforcement to prevent criminal behavior and attempt to eliminate those environments in which criminality tends to succeed.

And more than that, the CJC could also provide their services to police officers on a more personal level. Many police departments are not large enough or garner enough budgetary dollars to afford a police psychologist or other counseling alternatives to their officers. The emotional health of a police department and its officers cannot be minimized or discounted, and the happier and healthier a police department is, the more likely its community-oriented initiatives (such as the CJC) would be successful.

The Community's Role in the CJC Model

“If you ask people the question, ‘What do victims want?’ you will hear a variety of answers: restitution, fairness, righting the wrong done to them, retribution. All of these terms are basically a more socially acceptable way of expressing our desire for revenge or payback. What each of these desires involves is a manner of taking back control that has been taken away by the offending party.”

-Dr. Kevin M. Gilmartin (Gilmartin, 2002).

It is understood that for the CJC model to become successful within a community, it needs the support and participation of the judicial system and law enforcement. It also needs the participation of social service groups in the area. But a CJC cannot be successful, no matter how hard the other components try, if the community is not the forefront...it is the most important member, hands down, of this entire ideal.

But what is a community? How does one define community? Can one define a community? This thesis will focus on the Brown County community, but can the issue of defining a community be generalized? “A common sociological definition of community is ‘a group of people who share three things: they live in a geographically distinct area; they share cultural characteristics, attitudes, and lifestyles; and they interact with one another on a sustained basis.’” (Farley, 1994).

In other words, a community can be considered almost any group of people with a common characteristic who live near each other, whether the characteristic be a common race, gender, religion, ideal, political affiliation, sexual orientation, age, or other defining characteristic. In the aspect of community oriented policing initiatives, a community tends to be defined by jurisdictional lines. For the purposes of a CJC model, because of its affiliation with social services and law enforcement, the community will have to be defined broadly by jurisdictional lines as well within this thesis.

So now the concern is: how does one involve a community in such an initiative? Would a grassroots method be the best way to increase participation and involvement? Or are community leaders going to need involvement to become a mandatory requirement of some groups and civic organizations?

First, one needs to analyze the community that will be served by the CJC. In this thesis, it is Brown County. How is Brown County going to respond? That question is an important one for those involved in the creation of the CJC. Is this a community that will embrace the ideal and participate actively, or is there going to be fear and hesitation? Is the community going to see this building as their own, or as another government-imposed social service that will only serve those who take advantage of government assistance? Will the creation of a CJC become a political issue within the community?

In 2005 Teresa Halbach was brutally murdered by Steven Avery in Manitowoc County, Wisconsin. As well as the horrific nature of the case, the murder was also highly publicized nationwide because the suspect, Steven Avery, had been released from prison in 2003 after serving 18 years for a sexual assault that the Wisconsin Innocence Project later proved he did not commit. (Milwaukee Journal Sentinel, 2007). During the highly publicized investigation and trial, the Wisconsin Innocence Project came under fire from the public for their role in Steven Avery's release from prison. The reason this case example is brought up is because highly publicized cases within a community will also serve to either spur or neglect the idea of a CJC, just like highly publicized cases will affect legislation and governmental policy.

The community's role in the CJC will also include the active use of volunteers. Like many other communities nationwide, Brown County makes use of as many volunteer positions as possible, not only in an attempt to save money, but to also try to

spur on a sense of community involvement. The CJC ideal would call for volunteers to spend their time doing anything from maintenance to training to advocacy.

Ronald Reagan stated, "...no matter how big and powerful government gets, and the many services it provides, it can never take the place of volunteers." (Reagan, 1986). The CJC would use that phrase as the heart of the organization and the ideal of the model, because no matter how many budgetary dollars the CJC may have to use at their disposal, as a community-service based organization, not only would it always be at the mercy of government intervention, but also the local and national economy. Even if there were sufficient funds available to afford a highly paid staff, having no volunteers would be the antithesis of the model's ideal.

In obtaining the involvement and time of the community, the center would contribute to rebuilding a sense of community quality of life. "Rebuilding a sense of community is perhaps the most elusive and ambitious agenda for a community justice model. In large part, it requires a renewed confidence in the justice system. To renew citizens' confidence, a profound shift must take place in the way we define justice. A wave of support is growing for an improved community focus in criminal justice policy, and we argue that it has strong theoretical support. The time appears ripe for implementing the ideals of community justice."(Clear & Karp, 1999)

The basic community justice center ideal: to create a building that would act as a conduit between the criminal justice system, a notoriously victim-unfriendly institution, and the community that the system serves. To do this, the community justice center would need to be a building created with the support of law enforcement, the judicial system, social service groups, and the community itself. To accomplish the goals of the ideal, the community justice center would provide numerous services to everybody

within the community it served, from counseling, advocacy, programming, and education to information sharing. The time has come in criminal justice to revert from focusing completely on the strict judicial aspect of an offender's constitutional rights, and instead focus on how the crime impacts the entire community. It is time to stop thinking of crime as a state versus offender matter, and instead as a community wide concern with a depth that currently is ignored in the existing system. This is not meant to discount or ignore the constitutional rights of every American. The CJC ideal supports the constitution, and makes every effort to adhere strictly to those rights. The ideal is the other half of the system, the half focusing on the victims of crime and their rights as American citizens as well. "The number of very tenable explanations for crime, none of which inherently excludes any of the others, leads to the conclusion that...a variety of factors...have been important." (Blumstein & Wallman, 2006).

Now this thesis will focus on how all the differing factors will interact and react within Brown County upon the formation of a CJC.

Chapter Three: Establishing the CJC Model in Brown County, Wisconsin

“You will not eliminate crime by eliminating poverty, ignorance, poor health, and ugly environments. But it is clear that such conditions are demonstrably responsible for most crime.”

-U.S. Attorney General Ramsey Clark (Clark, 1986)

“The law is meant to provide us all with the measure of safety we need to function. And no matter what its imperfections, it is the best we have.”

-Bard & Sangrey, 1986.

To first argue that the implementation of a community justice center in Brown County would be a good idea, one must first examine the county itself, its demographics, criminal activities, community behaviors, and existing social service programs.

Without understanding the community that the CJC would serve, those responsible for its implementation would be at a loss to really define the services needed most and in the end would do the community a disservice.

The CJC’s role within the community would expand upon five basic principles:

- ❑ 1st Focus: specific focus on advocacy and programs for victims of crime
- ❑ 2nd Focus: specific focus on the prevention of victimization
- ❑ 3rd focus: specific focus on offender reintegration and education
- ❑ 4th focus: developing and maintaining a successful relationship between the criminal justice system and the community it serves through partnership programming.
- ❑ 5th focus: to develop as a resource for law enforcement and criminal justice professionals to increase their satisfaction in their roles in the system.

Demographics of Brown County

Brown County, Wisconsin, is the fourth-largest county in the state of Wisconsin, with a population of 245,168. The largest city, Green Bay, has a population of 103,950. (State of Wisconsin, 2008).

And Brown County is a rapidly expanding community, undergoing a 8.2% population growth since the 2000 Census. (Green Bay Press Gazette, 2008).

STATE POPULATION ESTIMATES FOR 2008				
COUNTY	2000 CENSUS	2008 ESTIMATE	NUMERIC CHANGE	PERCENT CHANGE
<i>Brown</i>	<i>226,658</i>	<i>245,168</i>	<i>18,510</i>	<i>8.2%</i>
Door	27,961	30,303	2,342	8.4%
Kewaunee	20,187	21,358	1,171	5.8%
Manitowoc	82,893	84,830	1,937	2.3%
Marinette	43,384	44,823	1,439	3.3%
Oconto	35,652	39,261	3,609	10.1%
Shawano	40,664	42,602	1,938	4.8%
WISCONSIN	5,363,715	5,675,156	311,441	5.8%

(Source: Wisconsin Demographic Services Center, 2008.)

All of Brown County's municipalities also saw an increase in their population except the City of Green Bay; However, Oneida, which inhabits both Brown County and Outagamie County, is not included in these statistics.

BROWN COUNTY POPULATION STATISTICS				
Municipality	Pop. 2005	Pop. 2006	Pop. 2007	Pop. 2008
<i>Eaton</i>	1,545	1,569	1,581	1,582
<i>Glenmore</i>	1,251	1,253	1,262	1,274
<i>Green Bay (Town)</i>	1,919	1,959	1,973	1,959
<i>Holland</i>	1,444	1,475	1,481	1,500
<i>Humboldt</i>	1,431	1,448	1,454	1,441
<i>Lawrence</i>	2,374	2,625	3,026	3,075
<i>Ledgeview</i>	4,481	5,059	5,301	5,407
<i>Morrison</i>	1,709	1,717	1,730	1,717
<i>New Denmark</i>	1,549	1,543	1,559	1,551
<i>Pittsfield</i>	2,565	2,600	2,666	2,685
<i>Rockland</i>	1,654	1,655	1,633	1,648

BROWN COUNTY POPULATION STATISTICS (CONT...)				
Municipality	Pop. 2005	Pop. 2006	Pop. 2007	Pop. 2008
<i>Scott</i>	3,541	3,549	3,571	3,553
<i>Wrightstown</i>	2,184	2,216	2,278	2,283
<i>Allouez</i>	15,405	15,400	15,450	15,470
<i>Ashwaubenon</i>	17,626	17,720	17,785	17,730
<i>Bellevue</i>	14,011	14,135	14,835	14,965
<i>Denmark</i>	2,048	2,076	2,098	2,132
<i>Hobart</i>	5,683	5,694	5,873	5,875
<i>Howard</i>	15,475	15,755	15,830	15,965
<i>Pulaski</i>	3,261	3,289	3,303	3,311
<i>Suamico</i>	10,558	10,810	10,895	10,945
<i>New Franken</i>	2,310	2,461	2,490	2,505
<i>De Pere</i>	22,310	22,495	22,670	22,645
<i>Green Bay</i>	104,070	104,230	104,020	103,950
County Total	240,404	242,733	244,764	245,168

(Source: State of Wisconsin Department of Administration, Division of Intergovernmental Relations, Demographic Services Center, 2008.)

If Brown County is to be considered as “one” community for the purposes of this thesis, then the population served by the CJC would be approximately 245,168 people spread across 24 municipalities. Of these 24 municipalities, there are 12 law enforcement jurisdictions. Brown County is unique in the aspect that the Brown County Sheriff’s Department contracts with 4 of the municipalities within the county to provide police services: Allouez, Bellevue, Howard, and Suamico. They also provide services overnight to those municipalities that do not have enough police coverage, such as Denmark and Wrightstown. The different law enforcement jurisdictions in Brown County are the:

- Brown County Sheriff’s Department (including:
 - Allouez Police Department
 - Howard Police Department
 - Bellevue Police Department
 - Suamico Police Department)
- Green Bay Police Department

- ❑ University of Wisconsin-Green Bay Police Department
- ❑ De Pere Police Department
- ❑ Pulaski Police Department
- ❑ Wrightstown Police Department
- ❑ Hobart-Lawrence Police Department
- ❑ Oneida Police Department (crosses jurisdictional lines into Outagamie County)
- ❑ Denmark Police Department

Therefore, if a CJC were to be established in Brown County, it would be responsible for service to 12 jurisdictions within the county.

But more than the jurisdictions it would be serving, one also needs to look at just the broad demographics of the individuals who inhabit Brown County. Earlier in this thesis a definition of community was given, and it included people who share the same characteristics. In this case, that would mean much more than just all inhabiting the same county lines. One would also want to look at other demographic profiles, like race, gender, age, and income.

Of the 245,168 people in Brown County, 156,295 are adults over the age of 25, meaning that 88,873 individuals are children and adults underneath 25 years of age. Of these numbers, it is approximated that 24,458 of those under 25 are between the ages of 18 to 25. The median age in Brown County is 36.2 years old. The establishment of a CJC in Brown County would serve approximately 156,000 adults, and 89,000 children. (U.S. Census Bureau, 2006).

BROWN COUNTY AGE DEMOGRAPHICS		
Group	Number	Percentage
Male Population	119,761	49.9%
Female Population	120,452	50.1%
Population Under 5 Years Old	16,281	6.8%
Population Between 5-18 Years Old	64,415	26.2%
Population Between 18-25 Years Old	24,458	9.9%
Population Between 25-65 Years Old	129,975	53.0%
Population Over 65 Years of Age	26,316	11.0%

(Source: U.S. Census Bureau, 2006 American Community Survey Results.)

119,761 individuals of Brown County are male, or 49.9% of the population, and females make up 50.1%, or approximately 120,452.

Analyzing the statistics even more, one needs to look at the different cultural communities that exist within Brown County.

BROWN COUNTY RACE DEMOGRAPHICS		
Race	Number	Percentage
One race	237,511	98.9%
White	212,361	88.4%
Black/African American	4,363	1.8%
American Indian	5,231	2.2%
Asian	5,861	2.4%
Native Hawaiian/Pacific Islander	0	0%
Some other race	9,695	4.0%
2 or more races	2,702	1.1%
Hispanic/Latino (any race)	13,580	5.7%

(Source: U.S. Census Bureau, 2006. American Community Survey Results.)

The creation of a CJC within Brown County would have to take into account the different cultures and races within the community, and provide services for them. Family Services of Northeast Wisconsin's Sexual Assault Center has recognized the need for cultural awareness within social service programs and created a unique advocacy program, with specific advocates who focus on members within certain communities, such as:

- African American Community Advocacy

- ❑ Native American Community Advocacy
- ❑ Elderly Community Advocacy
- ❑ Lesbian, Gay, Bisexual, Transgender & Questioning Community Advocacy
- ❑ Hispanic Community Advocacy
- ❑ Elementary School Community Advocacy
- ❑ Disabled Community Advocacy (Family Services, 2006).

The CJC model could focus its advocacy programs on the model provided by the Sexual Assault Center.

There are other facts about Brown County's demographics that would serve as valuable information in the implementation of the CJC model.

BROWN COUNTY FACTS (MISC.)		
Group	Number	Percentage of Population
High School Graduates	N/A	90%
Individuals with a Bachelors Degree	N/A	24.9%
Married males	50941	42.5%
Married females	48245	40.0%
Speak language other than English at home	20532	9.2%
Individuals employed (in labor force)	133,714	71.2%
Median household income	\$49,978.00	N/A
Median family income	\$61,394.00	N/A
Per capita income	\$24,510	N/A
Families below poverty line	N/A	7.1%
Individuals below poverty line	N/A	10.4%
Total housing units in county	101,448	N/A
Occupied housing units	95,062	93.7%
Unoccupied housing units	6,386	6.2%
TOTAL COUNTY POPULATION	245,168	N/A

(Source: U.S. Census Bureau, 2006 American Community Survey Results)

Now that it is understood the different demographics within Brown County that would require the services of the CJC, one can also become more specific with the different focus groups of the CJC: victims and offenders.

In Brown County in 2005, 11,027 people were booked into the Brown County Jail. Of these, the overwhelming majority of individuals booked into the jail were between the ages of 18-26 years old. 8,442 were male, while 2,585 were female, and 6,401 were arrested on misdemeanor charges, while 1,656 were arrested on felony charges. (Brown County Sheriff's Department, 2005).

So the offender population within Brown County is, primarily, males between the ages of 18-26 years old committing misdemeanor offenses. This is the same demographic that would best benefit from other alternatives to incarceration sentences, such as what the CJC would provide in terms of delayed sentencing options, educational programming, social service programs, and job skills training.

That is not to suggest that the Brown County Sheriff's Department does not already offer some of these options. "Brown County is committed to providing inmate programs that can lead to personal growth, rehabilitation and reintegration into the community. We are always looking for new programs to fulfill this need." (Brown County Sheriff's Department, 2005). The programs available at the Brown County Jail include:

- Monday: Al-Anon for Women; Support for women who live with alcoholics.
- Tuesday/Thursday/Friday: ESL (English as a Second Language) courses
- Wednesday: Women's Bible Study class/spiritual meetings
- Wednesday: Women's and Men's AA meetings
- Wednesday: Men's NWTC (Northeast Wisconsin Technical College) GED program
- Thursday: Female Parenting Program/life skills enrichment education
- Friday: Female NWTC GED program

- Other programs, dependent upon funding, include Money Management, Women's Health Programs, and AIDS Resource programming. (Brown County Sheriff's Department, 2005).

The issue with the educational programming offered at the jail is a simple one: those inmates in the jail may only be there for 24 hours, or for as long as a year. The high-frequency change that the jail undergoes makes a substantial programming effort near impossible. However, the CJC would fill that void because the offender, while perhaps not contained at the jail for a substantial period of time, would still be highly likely to return to the community, and the CJC's services would be available.

Beyond the programs that the CJC would offer to the community, the main goal would also be to act as a conduit to other existing social service programs available within the county. The depth and sheer number of programming available, as well as the different organizations that provide them, makes it very hard for the average layperson to know where to obtain the services that perhaps they truly wish to have. The CJC would be able to connect those individuals in the community to the program that would best fit their needs, not only as serving as a community-wide conduit of information, but also in providing an advocacy program for victims of any and all crimes.

Current Social Service Programs Available in Brown County

“Welfare’s purpose should be to eliminate, as far as possible, the need for its own existence.”

-Ronald Reagan (Reagan, 1964).

“It’s the same the whole world over, happens all the time; the woman who’s the victim, gets convicted of the crime.”

-Si Kahn (Kahn, 1991).

The Community Justice Center that would exist in Brown County would not only serve a role as a component in community oriented initiatives, it would also serve as a conduit between the average community member and those social service programs that already exist within the county.

The CJC would act as a conduit, and connect people to services because the community would know that to find out information, or become connected to services, the CJC can serve as a resource. Even in today’s modern age of information sharing technology, it is always an unknown what a police officer will know, or if a visit to Family Services will provide you the information you need. The creation and maintenance of a CJC would ensure everyone in the community that the staff and volunteers have been extensively trained and have all the information available on social service, education, and programming available within the county. Not only would this help benefit the victims through the advocacy program, but it could serve as a resource to anyone else within the community wishing to be connected to existing resources. The CJC would also act as a building to serve some of those programs already existing, either as a safe and known place to hold meetings, or a center that can now take over the reins of the program, as many nonprofit groups feel the pinch of budgetary constraints, staffing, loss of volunteers, and other concerns that may prevent them from providing all the services they wish to.

As of this thesis being published, there are currently over 340 social service programs available within Brown County. Only one is directly affiliated with the criminal justice system: the Victim & Witness Assistance Program is run out of the Brown County District Attorney's Office. There exists a very real need within Brown County to have some sort of conduit organization that can connect people to services. United Way, in 2007, set up the 2-1-1 phone program, allowing Brown County residents the option of dialing 2-1-1 to be connected with an automated service that providing information about services offered within Brown County.

In 2007, the demographics of those using the 2-1-1 system were as follows:

BROWN COUNTY UNITED WAY 2-1-1 PROGRAM STATISTICS		
Ethnicity of Callers	Number	Percentage
African American/Black	240	13%
American Indian	85	5%
Asian/Pacific Islander	16	1%
Hispanic	60	3%
White	977	52%
Unable to Ask/After-Hours	486	26%

(Source: Brown County United Way, *2007 Year End Report*, Brown County, WI. 2007.)

BROWN COUNTY UNITED WAY 2-1-1- PROGRAM STATISTICS		
Referral Method for Callers	Number	Percentage
2-1-1 Plus	123	7%
Agency in Database	485	26%
Billboards	43	2%
Churches	16	1%
Family or Friend	319	17%
Flyer/Brochure	100	5%
Internet	3	1%
Newspaper	40	2%
Radio	3	.5%
TV	4	.5%
Unable to Ask/After Hours	604	32%
Other	124	6%

(Source: Brown County United Way, *2007 Year End Report*, Brown County, WI. 2007.)

Of all the callers that the 2-1-1 system received in 2007, the majority (45%) were between the ages of 31-54, and an overwhelming majority (71%) of the callers were female. (Brown County United Way, 2007).

The parallels between the 2-1-1 system and the implementation of a CJC may question some to consider one or the other redundant upon the existence of the other, but the need for both is evident. The United Way broke down the needs of those calling the 2-1-1 line needing information on different programs:

BROWN COUNTY UNITED WAY 2-1-1 STATISTICS				
Call Categories	Number in Need	Percentage	Refused Referral	Unmet Need
Basic Needs	861	42%	8	204
Consumer Services	49	2%	0	1
Criminal Justice Services	139	7%	2	3
Education	50	2%	0	6
Environmental Quality	58	3%	0	4
Health Care	258	12%	4	44
Income Support/Employment	60	3%	1	2
Individual & Family Life	176	8%	3	17
Mental Health/Counseling	75	4%	2	8
Community Services	358	17%	2	14
TOTALS	2084	100%	22	303

(Source: Brown County United Way, *2007 Year End Report*, Brown County, WI. 2007.)

Of the 2,084 calls received in 2007, approximately 15% of those calling were unable to have their needs met because either United Way was unaware of an existing program to meet the caller's need, or because the caller had already exhausted those resources before making the phone call. (Brown County United Way, 2007).

The implementation of a CJC within Brown County would only supplement the existing 2-1-1 system by not only allowing a face-to-face contact between the advocate or staff member helping the individual looking for services, but it would also allow for the individual needing these services to be already at the CJC...a building that could, quite possibly, contain the service they were looking for. And if one were to take the 2,084 individuals who called the 2-1-1 system in 2007, and cross-section that with the Brown

County population statistics, one can assume that if 7% of those looking for help were focused specifically on criminal justice related needs, that would be approximately 17,000 individuals within Brown County needing some form of help or assistance specifically with criminal justice issues, not including the other needs that go hand-in-hand with crime: mental health, community organizations, individual and family life, health care, income support, and education.

With thousands of programs available, 24-hour coverage of an automated phone line, and 11 law enforcement jurisdictions, the question can be raised: Does Brown County need any more programs dedicated to criminal justice, victims advocacy, and social services? Or would one more just be another needle in an already-full haystack?

Chapter Four: The Argument for the CJC Model in Brown County

“Each person, withdrawn into himself, behaves as though he is a stranger to the destiny of all others. His children and his good friends constitute for him the whole of the human species. As for his transactions with his fellow citizens, he may mix among them, but he sees them not; he touches them, but he does not feel them; he exists only in himself and for himself alone. And if on these terms there remains in his mind a sense of family, there no longer remains a sense of society.

-Alexis De Tocqueville (De Tocqueville, 1888).

There are arguments in modern times of avoiding too much involvement in business not your own. In a “sue-happy” (Hoadley, 2006) nation such as America, there is a real fear amongst individuals to become too involved in matters beyond their own for fear of being seen as nosy, for fear of becoming involved in a drama not their own, or perhaps just a laissez-faire attitude towards other people’s problems.

That attitude cannot exist in an educated and professional society, and it cannot exist in a safe society. If Americans truly want to “take back their streets” (Ivey, 2005) there needs to be a community-wide involvement within the criminal justice system, something that does not currently exist. Social service groups need to be compiled into one easy-to-reach location, law enforcement needs the means and ability to truly become community oriented, a sense of responsibility amongst all individuals needs to be established and tended in order to stop this crime epidemic that seems to loom larger each passing year.

The Community Justice Center Model is, at its heart, an ideal. It is a goal contained in a building. The CJC would serve as a conduit. It would provide programming and it would have, at its heart, the betterment of every member of society, and would work tirelessly through the help of the criminal justice professionals, volunteers, staff members, and community members to increase the success of

community initiatives, limit or eliminate the environments that breed criminality, and more than that, its ideal would be to destroy the entire reason for its existence.

Brown County is nationally recognized not just for the Green Bay Packers, but for a strong history of industrial success, and the former glory of being a leader in political movements to increase safety, focus on victim's rights, and promote a sense of accomplishment for all its citizens.

In the past two months, however, the following newspaper headlines are what Brown County is now recognized for:

- “Brown County Coalition Aims to Combat Suicides; 2007 numbers illustrate increase.” (Nelesen, 2008).
- “Census: Green Bay Poverty Rate Up” (Srubas, 2008).
- “Child Abuse Cases Up 85% in Brown County” (Zarling, 2008).
- “Volunteers Help Stretch Public Safety Resources; forced to handle hard-to-staff law enforcement duties” (Nelesen, 2008).

The first step in implementing a CJC would be developing a working committee with those individuals and organizations within the county that will become partners in the endeavor: law enforcement, judicial professionals, the district attorney's office, the major social service groups in the area, local business owners and politicians, the Brown County board, and the Green Bay City Council.

It is hard to convince a group of individuals that the necessity of a CJC model is present, even more so to convince the community itself. Denial is the best friend of continuing crime...as long as a community can pretend that it does not happen, the longer they can put off dealing with the issue.

“At the local level, many communities, including mine, have become trapped in a cycle of reaction: a shocking, highly-publicized slaying rivets the community and the media. It is followed a few days later by a candlelight vigil at which elected officials are criticized, then by an emotional funeral at which ministers call on the community to take back the streets. Sometimes a stop-the-violence campaign begins. But after about two weeks, the community gets back to business as usual and the media moves on to the next tragic killing.” (Ivey, 2005).

And the previous example does not apply just to homicides; sexual assaults are the most ignored crime in almost any community because of the intimate nature of the assaults and the level of discomfort the community feels in approaching and conversing on the subject. The local community in Brown County has adopted a stance that is the antithesis of what criminal justice is about: Sex Offender Residency Boards. The unconstitutionality alone is enough to make the Constitutional fathers roll over in their grave. Instead of focusing on curbing the problem, providing more funding and support to local sexual assault groups, and providing more programming and education for offenders while incarcerated, the local community has banded together in a way not seen since the Salem Witch Trials to further persecute offenders by restricting where the offenders can live. In an ironic twist, these sex offender residency boards are comprised of civilian community members, many with no background or education in criminal justice, sociology, psychology or human services, just with an interest in “making a difference.” They, while being anathema to the CJC ideal, are enacting its very foundational beliefs: passionate community involvement.

Brown County has taken some steps to rectify the problem that exists of a lack of services available to everybody involved in criminal behavior. However, there are

virtually no existing programs that have a vested interest and long-term goal of reintegrating offenders into the community through a problem solving and skills training initiative.

For instance, in the CJC model ideal, the CJC would staff a dedicated group of individuals (some paid, some volunteer) with extensive training in advocacy for all victims of crime within Brown County. As it currently exists, the system in Brown County only has one group of advocates who responds immediately to a call to provide legal, emotional and medical advocacy: the Sexual Assault Center. There are programs in place to help individuals of other crimes, but no immediate responding advocacy program. Now compare this to a neighboring community-oriented initiative from the Fox Valley: the Fox Cities Victim Crisis Response Team.

The Fox Cities Victim Crisis Response Team (or VCR for short) is comprised of one paid, full-time Executive Director, and 35 volunteers. The VCR is defined as a “...volunteer organization designed to assist local police in providing support services to victims, witnesses, and family members of crime victims. Provides immediate comfort, support, and referral information.” (Wisconsin Department of Justice, 2008).

The VCR responds to sexual assaults, domestic violence incidents, physical abuse cases, homicide calls, drunken driving victims, elder abuse cases, property crimes, and other violent crime cases. (Wisconsin Department of Justice, 2008).

The VCR consists of 35 dedicated volunteers who each underwent 12 weeks of training (1 night a week for four hours), an oral exam in front of an interview board consisting of members from local police departments, and a shadowing experience with an experienced member of the VCR team. The volunteers are all given a pager, and are technically on-call 24 hours a day/7 days a week/365 days a year, but have the choice of

responding to the pager call. The first two volunteers to respond are dispatched by the police department to wherever location they are needed.

The VCR program has existed since 1997, and was created by a board formed by police officers from Appleton, Neenah, Menasha, Town of Menasha, Grand Chute, and Kaukauna, who all felt that victims' needs were not being met by the police department, and the entire program funded by a grant from the Wisconsin Department of Justice.

The VCR program, still the only one that exists in the state, responds to wherever the scene of a crime occurred. They are available on death notification calls, they help with funeral arrangements, assist on suicide calls, respond to family members, and connect/refer individuals to any and all services they could take advantage of.

Now, in comparing this service to the immediate service provided within Brown County, one finds that Brown County's only resource appears to be the Sexual Assault Center. The Golden House does exist for domestic violence, but it does not have a response capacity, instead serving as a hotline and referral shelter. For physical abuse cases, Adult Protective Services (APS) and Child Protective Services (CPS) can both respond to a scene, but they both ask for at least a two hour notice, and their role at a scene is not advocacy, but generally they arrive to transport the victim to a shelter or foster home.

There is no advocacy group in Brown County that responds to a family after a homicide, and there is no organization in Brown County that responds to victims of drunken driving accidents and/or their families.

The Aging & Disability Resource Center provides services and programming options for the elderly population in the county, but does not have an immediate

advocacy system for those in the elderly population who are victims of crime, whether it be elder abuse, or another crime.

And there is no existing system for advocacy for victims of other violent crimes or property crimes. This thesis is not suggesting the CJC would be a panacea for all crime in Brown County, but it would fill a need for advocacy opportunities available.

The Brown County District Attorney's Office has an Office of Victim/Witness Assistance, staffed by two full-time employees. Unfortunately, however, this office is notorious throughout the county as being less than timely and, unfortunately, is considered ineffective. (i.e. failure to return phone calls after 4-8 weeks).

The failure in providing services can be remedied, at least in part, with the formation of a CJC within Brown County. And it is not just the victim advocacy that will fill a need in the community. The CJC's foundational ideal of helping reintegrate offenders into their communities through delayed sentencing deals, forced volunteerism, programming, job skills training, and mediation programs will also decrease recidivism and attempt to break that cycle of criminality that can exist within a specific community.

The CJC, by using the models and programs exemplified by other organizational groups, would then implement those programs within Brown County. Beyond those programs mentioned earlier in this thesis, other programming options for offenders could include:

- ❑ Employment skills training classes (certifications in Microsoft Office)
- ❑ Money Management Classes (taught by a volunteer with accounting background, or accounting majors from NWTC and UWGB as student service-learning credit.)
- ❑ Anger Management Classes
- ❑ Offender Adoption programs with local businesses

- Community Adoption program for parolees being released into community

The CJC can also exist on a majority of volunteering duties, which offenders assigned to the CJC can be made to complete, including landscaping, building maintenance, basic office tasks, etc. The CJC can also serve as a safe place for offenders to meet with their probation officers, or for mediation programs to be attempted between offenders and victims.

If the community, through the implementation of the CJC, can begin to see the possibilities inherent in its formation, then soon the law enforcement community will begin to embrace the idea as well, as public perception of law enforcement and criminal justice begins to shift. “By dispelling the ‘us versus them’ mentality so prevalent and so harmful in police work, community policing reduces the difficulty, danger, and stress of the law enforcement function. The ‘us versus them’ attitude, when maintained by either the police or public, renders cooperation between officers and the community virtually impossible. Without this spirit of cooperation, very little progress can be made to improve...police service.” (Johnson, 2007).

The basic premise of community oriented policing harkens back to a time when those responsible for the actual security of the community were the members of the community itself. And despite all the technological advances in modern society, “...essentially, police work is, and always will be, about people.” (Johnson, 2007).

So can that rift, through the implementation of a CJC, be somehow mended? After all, “the public has many feelings about the police. They are objects both of fear and awe; we expect them to be at the same time servants and masters...it is naïve to think that people have a single attitude toward the police.” (Bayley & Mendelsohn, 1969).

And likewise back from the police officers responsible for enforcing the law within these communities. While many officers remain either silent or critical of current community-oriented policing initiatives, police officers did report "...community support and working closely with citizens to solve problems were significant factors of job satisfaction." (Wilson & Bennett, 1994).

Can a CJC model achieve this? It does not defy common sense to believe that the more the community becomes an involved member of their criminal justice process, the more likely they are to appreciate their law enforcement and their overall perception of criminal justice will change.

In its current state, the criminal justice system is focused specifically on the after-effects of the crime. An offender is entitled to representation, to a fair and speedy trial, the right against self-incrimination...no one has more rights than a criminal going through the judicial system. So how can one make a community care about what rights an offender has and what rights a victim does not have if the community as a whole does not see itself in the process? It is easy to ignore the weather conditions if one is in a room with no windows or doors, and the community can easily ignore the symptoms, causes, and consequences of criminality if they see offenders as less than human and victims as objects of pity or scorn, and those perceptions will only be reinforced if the community feels they are at odds against the most visible member of the entire system: the police.

To accomplish a feeling of involvement, the CJC would first make the community become responsible for its own criminal justice system. By making the community as a whole have a vested interest in the criminal justice system that serves it, the ideal would be that soon the community would take proactive measures and begin that ever-elusive

community-initiated relationship with their criminal justice system. “It is not ‘us and them’. It is we.” (Johnson, 2007).

Victims Advocacy through the CJC Model

“The quality of a nation’s civilization can be largely measured by the methods it uses in the enforcement of the criminal law.”

-Walter Schafer (Schafer, 1986)

“The system’s failure is only in the eye of the victim; for those in control, it is roaring success!”

-Jeffrey Reiman (Reiman, 1992)

“Freedom, in short, is what Kitty Genovese enjoyed: the freedom to be leisurely stabbed to death in a New York street for an hour without some small-town busybody poking his nose in her private affairs.”

-Philip Slater (Slater, 1974)

The CJC that would be implemented in Brown County would have an entire division dedicated to the advocacy of crime victims...victims of every crime, not just the currently existing sexual assault advocacy available. Much like the example given previously in this thesis about the Fox Cities Victim Crisis Response Team, the advocates available through the CJC would be formally and extensively trained in providing social service referrals, police protocol, the necessary paperwork, the different resources available, crisis management and intervention response, scene safety, a basic overview of criminology, confidentiality, and cultural diversity. The goal would be to provide immediate advocacy to all victims of crime within Brown County. For this example, the only crime that would not be directly handled by the CJC would be sexual assaults because of the already existing presence of the Sexual Assault Center, and the SART (Sexual Assault Response Team) protocols in Brown County.

The police department handling the call, specifically the officers on scene, would decide when the advocates could respond to the scene so as to maintain their authority and scene safety. This also is an example of decentralizing authority within police departments for community oriented initiatives. Once advocates arrived, their role would

be to provide information, connect the victims or survivors with resources, answer questions, and provide anything else the victims may need. In this way, there is no time gap between services rendered, every major player in the criminal justice process will find out at approximately the same time, and the revictimization (Davis, Guthrie, et al., 2006) that occurs to crime victims during the criminal justice system can be lessened somewhat by preventing future meetings from occurring to go over information provided immediately by the advocate.

The CJC could also act as a conduit between victims and therapists, counselors, police departments, and the district attorney's office. A system could be set up between the district attorney's office and the CJC so that each day the CJC could get an update on cases in order to provide a legal advocacy function for the victim, informing them of the status of the case, etc. This benefits the CJC by allowing them to fulfill their function, the victim by allowing them timely access to information, and the district attorney's office because it decreases the number of calls received from victims wishing to know the status of their case. This could also result in the formation of a website that would allow victims to input the case number and jurisdiction of their crime and receive an updated status of the case.

All these options would also result in a greater sense of involvement for the victim within the criminal justice process, a notoriously victim-unfriendly system. The CJC's layout architecturally would also provide several "soft rooms" in which police departments could conduct interviews, mediations could occur, and where victims could meet with police detectives, the district attorney's office, or advocates, for status meetings or other reasons.

The possibilities of a CJC are limitless, and the opportunities for advocacy numerous.

However, there are also certain rules and liabilities the CJC would take on with these responsibilities, including:

- ❑ Confidentiality (Advocates are protected from being subpoenaed, but that restricts their ability to fully converse with other professionals about the case.)
- ❑ Liability (Advocates would have to undergo specific training if they transport victims or family members anywhere because of insurance reasons, as well as the liability that inherently comes with serving a general population.)
- ❑ Unbiased Positions (The advocate would never express their opinion about the case in terms of if the victim is lying, if the offender is lying, etc. The role of an advocate is to provide information and play a public servant role to the victim. Statements made by the CJC and its staff and volunteers would be apolitical, professional, nonjudgmental, and politically correct.)
- ❑ Any and all unforeseen environments or events that could possibly happen.

One of the concerns expressed by law enforcement during the research for this thesis centered around the concern over the advocate's role during the criminal justice system process. Many law enforcement officers believe that the advocate proves only to be a distraction, or "an extra cook in the kitchen," (Davidson, 2008). The argument against increased advocacy work because of these concerns could be rectified by extensive training and screening of the advocates, as well as recruiting advocates from more than one field of concentration (i.e. social work students, psychology major students, criminal justice major students, etc.) like those fields of concentration many volunteer advocates currently tend to come from.

The Use of Volunteers In The CJC Model

“Can I see another’s woe, and not be in sorrow, too? Can I see another’s grief, and not seek for kind relief?”

-William Blake (Blake, 1794)

“You cannot hope to build a better world without improving the individuals. To that end, each of us must work for our own improvement and, at the same time, share a general responsibility for all humanity, our particular duty being to aid those to whom we think we can be most useful.”

-Marie Curie (Kaczorowska, 2007)

According to the United States Bureau of Labor Statistics, about 60.8 million people volunteered through or for an organization at least once between September 2006 and September 2007, placing the percentage of Americans who volunteer at 26.2% (U.S. Department of Labor, 2008).

Other important facts about volunteering in the United States include:

UNITED STATES VOLUNTEERING STATISTICS 2007		
Characteristic	Number (In Thousands)	Percent of Population
<i>Sex:</i>		
Total, Both Sexes	60,838	26.2%
Male	25,724	22.9%
Female	35,114	29.3%
<i>Age:</i>		
Total, 16 years & over	60,838	26.2%
16-24 years	7,798	20.8%
25-34 years	9,019	22.3%
35-44 years	12,902	30.5%
45-54 years	13,136	30.1%
55-64 years	9,316	28.4%
65 and over	8,667	23.8%
<i>Race:</i>		
White	52,586	27.9%
African-American/Black	5,010	18.2%
Asian	1,887	17.7%
Hispanic/Latino	4,279	13.5%
<i>Education:</i>		
No High School Diploma	2,394	9.0%
High School Diploma	11,379	18.6%
Some College/Associates	15,468	30.7%
Bachelors Degree/Higher	23,799	41.8%

UNITED STATES VOLUNTEERING STATISTICS 2007 (CONT...)		
Characteristic	Number (In Thousands)	Percent of Population
<i>Employment:</i>		
Civilian Labor Force	43,405	28.1%
Employed	41,708	28.3%
Employed Full-Time	32,714	26.9%
Employed Part-Time	8,994	35.4%
Unemployed	1,697	23.2%
Not in Labor Force	17,433	22.3%

(Source: United States Department of Labor; Bureau of Labor Statistics, 2007.)

Of those who volunteer, 68.8% of them volunteered for a religious organization, (U.S. Department of Labor, 2008) making it the majority favorite amongst volunteers as organizations to volunteer for. The CJC Model exemplifies and highlights the use of volunteers from within the community to achieve its needs and purposes, and if the implementation of a CJC were ever to come about in Brown County, special attention would need to be paid to those organizations the majority of community members are willing to volunteer for, as well as how they are willing to volunteer their time, and the backgrounds of those who are more likely to volunteer.

Those individuals who would volunteer for the CJC model would be expected to volunteer their time to be on-call advocates for the CJC, to respond to any type of crime that requires the victim recover in some form, and understand and provide any and all services required to advocate for the crime victim and the secondary victims as well.

Other volunteering roles at the CJC would include:

- ❑ Administrative Volunteers (office work, filing, general housecleaning)
- ❑ Resource Support Volunteers (volunteers trained in how to connect victims entering the CJC to services provided or needing to be provided.)
- ❑ Fundraising Volunteers (Volunteers to join a fundraising committee specifically focusing on raising and/or allocating funds to the CJC and its projects.)

- Volunteer Instructors (Volunteers with certifications or special skills willing to share their knowledge with the CJC's clients, offenders assigned to the CJC, or the general public. This would be a great opportunity for those professionals within the criminal justice system to volunteer their time to help initiate community oriented policing strategies, including police officers volunteering their time to answer law-enforcement related questions from the community, teach classes on safety and security, conduct home security walks, etc.)
- Committee Member (the CJC's goal is to increase a community's involvement in every aspect of the criminal justice system, from the actual offense to the later reparations needing to be made by the victim(s) and the secondary victim(s). To that end, committees would be created that would be staffed by community members to help increase communication. There would be one overall committee, the CJC Committee, that would make the determinations for all decisions for the Center. The continuity of only having 1 committee would keep everyone apprised of every action. Committee members would, ideally, include politicians, local business owners, law enforcement representatives, social service program representatives, local educators, and members of the community.)

Many other volunteering opportunities would exist, as well...it would only be limited by what a community member could think of and then create. The fluidity of the organization, the decentralized bureaucracy approach, and the community-wide feel of the CJC intends to increase passionate participation and community-wide involvement.

So why do people volunteer, and why would an individual volunteer for a Community Justice Center? What could those professionals implementing the CJC do to increase or attract more volunteers?

The Corporation for National & Community Service created The Resource Center to provide tools and training for volunteer and service programs, and they list reasons why individuals choose to volunteer:

- ❑ To serve/altruism
- ❑ To fill a void
- ❑ Tax write-off/other financial incentives
- ❑ To fulfill an obligation, such as a school requirement
- ❑ To heal
- ❑ To give back to the community
- ❑ To honor someone they love who will benefit or has benefited from the organization
- ❑ Church
- ❑ Tradition
- ❑ To get out of the house
- ❑ To address a need
- ❑ To make a difference (Corporation for National & Community Service, 2007).

By understanding the different reasons people choose to volunteer, there now can be some understanding on why a community member would want to volunteer for a CJC, and the motivation.

If a community as a whole, and its individual members, can all embrace the embodiment of the CJC, and its ideal of holding the community in control of the justice decisions made, as well as attempting to fix a criminal justice system that is, by all accounts, “broken”, (Adams, 2007) then the CJC model can empower local citizens, who

may currently feel that they have no bearing or part in the current justice system, to pay more attention to what they can and cannot control.

Community-oriented policing initiatives are perhaps most recognizable to the general public through the Neighborhood Watch programs in many neighborhoods. The success of these programs are debatable, however, if nobody in the neighborhood is paying attention to anything beyond their television set when they are home. The same can be said for the implementation of the CJC model...it is wasted effort if there are not community members willing to put effort into the process.

It also requires that the criminal justice professionals within the CJC model also be willing to participate with the communities they serve, and open up their policies to new directions. “The community policing philosophy emphasizes the importance of problem-solving partnerships. Law enforcement professionals have shown over and over again that crime and disorder problems are most efficiently and effectively solved when all the stakeholders are represented in the solution. The victim of a crime is arguably the most important stakeholder in the criminal justice system, and often underserved.” (U.S. Department of Justice, 2002).

The U.S. Department of Justice, in 2002, also released studies to law enforcement departments nationwide suggesting the advantageous nature of victim service organizations, stating that they “...have unique knowledge and capabilities that could enhance efforts to investigate and prevent crime.” (U.S. Department of Justice, 2002). Another promising statement was the suggestion that in creating working relationships between the police and victim service organizations, much like a CJC, would help combat chances of repeat victimizations. There is no magic number for how many times an individual may become a crime victim...it is all dependent upon many different

variables. However, the statistics are not promising. There are more and more individuals becoming first-time victims each day, and the number of individuals being revictimized is not dropping either.

UNITED STATES CRIMES ATTRIBUTABLE TO REPEAT VICTIMIZATION	
Crime	Percentage
Burglary	33%
Automobile Theft	32%
Assault and Threats	43%
Thefts from Persons	15%
Sexual Assault	49%

(Source: U.S. Department of Justice, Office of Community Oriented Policing Services)

To prevent further repeat victimization, the actual problem of the crime needs to be solved, which is the goal of community-oriented initiatives. A great example of problem solving in community oriented policing exists within Brown County, with the Green Bay Police Department and their 1999 Herman Goldstein Excellence in Problem-Oriented Policing award.

The Green Bay Police Department was awarded the 1999 Herman Goldstein Award for their community-policing efforts in the Broadway District, specifically Community Policing Officers Bill Bongle and Steve Scully's efforts in the district between 1993 to 2000.

"From 1993, when there were no community police officers in place, to 1999, after police officers had been in place for 4 years, the area experienced a 65-percent reduction in total police calls and a 91-percent decrease in the demand for rescue squad services to handle injuries resulting from assaults. From 1995 to February 2000, the Broadway business district gained more than \$8.4 million in new public and private investment, 410 new jobs, and 33 new businesses." (U.S. Department of Justice, 2000).

The Green Bay Police Department, specifically Officers Bongle and Scully, targeted the reasons behind the high calls for service from the Broadway area, as well as the continual issues of assaults, batteries, and alcohol-related calls. In implementing the SARA model (Scanning, Analysis, Response, and Assessment), the officers were able to establish a common theme in the area: unwanted, habitually drunk, offenders frequenting the bars in the area. That, coupled with the poor environmental ambiance conditions in the area, made it unfavorable to businesses and citizens, and favorable to those wishing to avoid or escape police contact.

So the Green Bay Police Department began talking to those business owners and home owners in the area to hear what their suggestions were for improving the neighborhood conditions, and the police department found that it was not reaching out to other agencies available within the city, such as the revenue department, park department, city attorney's office, building and health inspection departments, and mental health services. (U.S. Department of Justice, 2000). All these government departments had a stake in helping clean up the Broadway District, but they were all attempting to accomplish this on their own, with little or no contact or cooperation between themselves.

The proof of the implementation of the cooperation and problem-solving approach speaks for itself: the Broadway District has been revitalized into one of the most promising business districts in Brown County, and the overall reputation of the area has steadily improved. The benefits are more than just skin deep, however: the city has saved itself millions of dollars in police response, government department response, crime, loss of economic stability, and loss of home property values, and the problem solving approaches taken by Officers Scully and Bongle actually helped solve the underlying problem. (i.e. offenders found to be habitually drunk when committing

offenses were court-ordered into treatment, the SARA model was utilized to install new lighting, clean up alleyways, cover graffiti, etc.)

Green Bay and Brown County has a strong, nationally recognized, history of being innovative within their government programs, and the implementation of a Community Justice Center would continue that reputation.

In 2000, the Green Bay City Attorney's Office estimated that every call for service for the Green Bay Police Department costs the taxpayers approximately \$100. (U.S. Department of Justice, 2000).

Not figuring in the cost of living expense adjustments or inflation rates, one can estimate how much money the Green Bay Police Department could save its taxpayers if a CJC were implemented.

Financial Benefits to Brown County in Implementing the CJC Model

“Being frugal is looking at ways to save money by implementing simple things...being creative.”

-Byron & Catherine Pulsifer (Pulsifer, 2005)

In 2007, the Green Bay Police Department responded to 85,962 calls for service. The following table includes those calls for service that the CJC model, if implemented, would also assist with, including both victim advocacy, resource management, and offender services.

The approximate cost in table calculated using Green Bay City Attorney’s estimate of \$100 per call, 2000 statistic. This means approximate cost totals will be considerably lower than actual cost.

GREEN BAY POLICE DEPARTMENT CALLS FOR SERVICE 2007		
Incident Type	Number of Incidents	Approximate Cost
Abduction	2	\$200
Accident w/Injury	298	\$29,800
Alcohol	330	\$33,000
Arson	3	\$300
Attempted Suicide	9	\$900
Auto Theft	462	\$46,200
Battery	279	\$27,900
Burglary	774	\$77,400
Carbon Monoxide	34	\$3,400
Civil Matter	168	\$16,800
Computer Crimes	2	\$200
Crime Prevention	886	\$88,600
Damage to Property	1805	\$180,500
Death	318	\$31,800
Disturbance w/Weapon	77	\$7,700
Disturbances	8811	\$881,100
Domestic	20	\$2,000
Drugs	562	\$56,200
Emergency Committal	451	\$45,100
Forgery	23	\$2,300
Juvenile	1101	\$110,100
Missing Persons	365	\$36,500
Robbery	82	\$8,200
Fraud	628	\$62,800
Harassment	1699	\$169,900

GREEN BAY POLICE DEPARTMENT CALLS FOR SERVICE 2007 (CONT...)		
Incident Type	Number of Incidents	Approximate Cost
Runaway	1286	\$128,600
Sex Offenses	369	\$36,900
Theft	3412	\$341,200
Truancy	406	\$40,600
Violation of Court Order	215	\$21,500
Warrant	949	\$94,900
TOTALS	25,826	\$3,436,700

(Source: Officer Mike Knetzger, Green Bay Police Department 2007 Incidents)

The incident types included in the table were focused on calls that the CJC would exist solely to help, but any victim of any crime could benefit from the CJC, including those secondary victims, and the other calls filed under incident headings such as:

- ❑ Suspicious Person
- ❑ Suspicious Situation
- ❑ Suspicious Vehicle
- ❑ Miscellaneous
- ❑ Animal Calls

In which case, there are approximately 60,136 incidents that may also benefit from the services provided by the CJC, just in the Green Bay city limits. Now imagine if the CJC, upon implementation and the successful use of its resources, could help curb approximately 2% of the calls for service to the police department, just based on the incident types listed in the above table. That could save the City of Green Bay approximately \$68,734 on police call costs alone, not including the costs saved the correctional system through the programs offered to offenders, etc. These approximations, it should be noted, are also based on outdated estimates from over 8 years ago that were not adjusted for inflation or cost of living and union rate increases.

APPROXIMATE SAVINGS FOR GREEN BAY THROUGH CJC USE	
Percent of Calls Funneled through CJC	Approximate Dollars Saved
2%	\$68,734
5%	\$171,835
7%	\$240,569
10%	\$343,670
13%	\$446,771
15%	\$545,505
20%	\$687,340

(Data used provided by Green Bay Police Department, 2007, and City Attorney's Office, 2000.)

This calculation can also be translated to the Brown County Sheriff's Department.

In 2007, the Brown County Sheriff's Department responded to 40,185 calls for service.

The same incident typology will be used for the Sheriff's Department as was used for the Green Bay Police Department.

BROWN COUNTY SHERIFF DEPARTMENT CALLS FOR SERVICE 2007		
Incident Type	Number of Incidents	Approximate Cost
Abduction	1	\$100
Accident w/Injury	216	\$21,600
Alcohol	120	\$12,000
Arson	0	\$0
Attempted Suicide	4	\$400
Auto Theft	85	\$8,500
Battery	51	\$5,100
Burglary	307	\$30,700
Carbon Monoxide	22	\$2,200
Civil Matter	25	\$2,500
Computer Crimes	1	\$100
Crime Prevention	15	\$1,500
Damage to Property	851	\$85,100
Death	112	\$11,200
Disturbance w/Weapon	11	\$1,100
Disturbances	1624	\$162,400
Domestic	2	\$200
Drugs	86	\$8,600
Emergency Committal	195	\$19,500
Forgery	6	\$600
Juvenile	332	\$33,200
Missing Persons	86	\$8,600
Robbery	11	\$1,100

BROWN COUNTY SHERIFF DEPARTMENT CALLS FOR SERVICE 2007 (CONT...)		
Incident Type	Number of Incidents	Approximate Cost
Fraud	276	\$27,600
Harassment	554	\$55,400
Runaway	251	\$25,100
Sex Offenses	69	\$6,900
Theft	1160	\$116,000
Truancy	36	\$3,600
Violation of Court Order	68	\$6,800
Warrant	271	\$27,100
Totals	6,848	\$684,800

(Source: Captain Tom Hermsen, Brown County Sheriff's Department Support Services Director, 2007 Incidents.)

This table does not include the statistics pertaining to the remaining 33,337 calls for service provided in 2007 by the Brown County Sheriff's Department. Now, using the same calculations as those made for the Green Bay Police Department, we can determine the cost of savings to the taxpayers of Brown County:

APPROXIMATE SAVINGS FOR BROWN COUNTY THROUGH CJC USE	
Percent of Calls Funneled through CJC	Approximate Dollars Saved
2%	\$13,696
5%	\$34,240
7%	\$47,936
10%	\$68,480
13%	\$89,024
15%	\$102,720
20%	\$136,960

(Data used provided by Brown County Sheriff's Department and Green Bay City Attorney's Office.)

It is important to keep in mind that these are very loose approximations based on estimates and outdated information. The amounts are bound to be much higher because of inflation, cost-of-living increases in union wage contracts, and other variables. It, too, is also important to be aware that this thesis is not suggesting that by using the CJC's services that police calls for service will see a drop, nor is this thesis advocating the use of the CJC instead of situations where police service is, by necessity, required.

These numbers also do not encapsulate the entire Brown County community, as there is not information pertaining to other jurisdictions, such as De Pere, and does not include the number of dollars saved per year by social service organizations through the use of volunteers. However, it is estimated that in 2007 the national average hourly rate a volunteer is worth was approximately \$19.51. (U.S. Department of Labor, 2007). It was also estimated that volunteers in the state of Wisconsin in 2006 were worth \$16.76 per hour. (U.S. Department of Labor, 2007). So the true value of implementing more volunteers in the criminal justice system through the implementation of the CJC model in Brown County is almost impossible to calculate.

Chapter 5: The Argument Against the CJC Model in Brown County

“The old adage that ‘victim service providers wear a lot of hats’ is an understatement. Victim advocates have traditionally been considered ‘generalists,’ with a little knowledge about a lot of topics.”

-2002 National Victim Assistance Academy, 2002.

“We do have to occasionally remind some that we are law enforcement, and often our incoming calls for service don’t allow us to help them as much as we would like to.”

-Captain Randy Schultz (Schultz, 2008)

In conducting research for this thesis, individuals who work within the criminal justice system were interviewed for their personal opinions on community oriented policing initiatives, offender reintegration programs, victims’ rights and advocacy programs.

Of those interviewed who currently work in a social service program, 90% stated they believed that the social service programs currently offered in the state of Wisconsin were adequate, but the one frustration that was continually expressed was the lack of resources, budgeting, educational opportunities, and staffing. 100% believed there was room for improvement, and 60% believed there could be room for improvement in their relations with their local police department.

Of the individuals interviewed who currently work in law enforcement roles, 80% believed there could be an improvement in victim services provided within the state, while the other 20% expressed a belief there were already too many existing programs for crime victims. 90% expressed a belief, however, that existing programs that addressed law enforcement officers’ emotional health were insufficient. The one frustration about existing advocacy programs that was verbalized among the majority of law enforcement officers focused on the advocates themselves, their attitudes towards law enforcement, and the confusion over roles during the crime response process.

The overall attitude appears to be one of wary distrust. Both social service workers and law enforcement officers agree that victim rights are an important arena of criminal justice, and that some services are necessary. However, the majority of law enforcement officers believed that victims' advocates could use more training or have a better understanding of their roles as advocates within the criminal justice procedure. The majority of advocates and social service workers expressed an opinion that law enforcement does their job well, but that more empathy and understanding could be exhibited towards crime victims during the process.

It is interesting to note that of those interviewed who worked in law enforcement, those who expressed a belief that more advocacy programs were unnecessary currently worked in rural departments, while those who worked in more urban departments were more willing to entertain the thought of an all-encompassing advocacy program. Those who were also victims of, or close to the victim of, a serious crime also were adamant that the criminal justice system revictimizes during the justice process. "I fully understand why victims want nothing to do with the system. How many times can you get burned?" (Daniels, 2008). An underlying belief that was also picked up during the interviews was the impression that patrol officers have a belief that the bureaucracy of their departments is too cumbersome, and there is a sense of resigned hopelessness in seeing a major change in the way things are done. It is interesting to ponder if that is an emotional survival mechanism common in police to distrust change until it is proven to work, or if that mentality comes from a more cynical mindset.

Chapter Six:

Summary & Conclusion

Community-policing initiatives have, at their heart, the goal of creating a working relationship between the police department and the community it serves to increase communication, decrease crime rates, and increase the partnership. In its ideal form, community-oriented policing also places more power in the hands of those individuals on the street: the patrol officer and the community member. The ideal is to create a relationship that allows for a more decentralized approach to crime fighting, focusing on problem solving and enforcement of laws, not just one or the other. It also increases the community's awareness of their justice system in the ideal of placing more power into the hands of the community.

The community justice center model focuses on this aspect of the ideal through the creation of a building that encapsulates the heart of community oriented policing within its walls: a place where the entire aspect of crime is studied, understood, and problem-solving approaches are implemented to not only reduce crime, but become more proactive in seeking out the warning signs and preventing future criminality amongst a community.

The belief within this model is that to make a community passionate about their justice process, they must first become knowledgeable about the resources available, develop a partnership with those professionals within the criminal justice system, and volunteer their efforts into taking responsibility for their community's environment.

In the process of implementing a community justice center, the ideals of community oriented policing would be established and create a strong foundation for the justice center. The overall result of increased participation from both law enforcement

and the community would fulfill the role of community oriented policing, would create a more positive and proactive environment in which law enforcement could combat crime, and would increase the focus of attention upon those services currently lacking for crime victims. The establishment of the community justice center would also allow for a program to exist that would focus on advocacy for all crime victims within the jurisdiction. In Brown County, the only crime victim that receives an immediate advocacy response is a sexual assault victim. The existing program through the Sexual Assault Center is beneficial and very necessary, but there are opportunities to take that model, combine it with other existing examples (Fox Cities Victim Crisis Response, The Community Justice Center Model), and create a new type of advocacy program to service an entire community.

The success of this program would then, undoubtedly, not only increase the community's perception of their criminal justice system, but would also lead to a more positive perception from law enforcement officers towards the community policing initiatives existing in their jurisdiction.

This thesis established the need for the services a community justice center could provide, went over both the benefits and negative aspects of implementing the model, and provided information about the demographics in Brown County that would be affected by the implementation of this model, as well as covering the 6 core competencies to adhere to the thesis requirements.

Criminology

This thesis focused on the criminological beliefs behind criminal behavior, and took a neoclassical approach to the subject, focusing on both the offender's responsibility in their actions as well as the background stressors that could become precursors to

criminal behavior. This thesis also focuses highly on society's response to criminal behavior, and a community's responsibility towards the criminal behavior occurring within.

Criminal Justice & Juvenile Justice Systems

This thesis did not specifically focus on the juvenile justice system, but the community justice center model encompasses all members of a community, including those not considered of a legal age to enter the formal criminal court proceedings.

There was significant attention focused upon the criminal justice system as a whole, focusing on how the system's current set up is focused solely on the offender and their constitutional rights, and the lack of focus upon crime victims, including those secondary victims (which includes the community to which the offender and/or victim belong to.)

Law Enforcement

Law enforcement's aspect within this thesis is a primary focus, from their responsibilities and history in community oriented policing initiatives to their current roles in the criminal justice system, as well as the personal opinions of individuals working within the law enforcement arena. Their role is of a primary importance within this thesis.

Adjudication

This thesis did not focus on the specifics of the adjudication process, but did allude to the revictimization process that can occur before, during, and afterwards. The judicial system, however, which includes judges and lawyers, do play a large part in the implementation and subsequent success of a community justice center model, and much

more research could be devoted towards their role in the community oriented policing initiatives enacted within Brown County, the state of Wisconsin, and the nation.

Corrections

The subject of corrections was touched upon briefly, but not in great depth, focusing mainly on the consequences of poorly programmed reintegration techniques and efforts, and the effect a community justice center model could have upon the community's view of its corrections professionals and the entire corrections system as a whole.

Security

The broad topic of security was not approached within this thesis, however it can be argued (and more research dedicated) towards the subject of community security both through community oriented policing aspects and the implementation of a community justice center. There is a belief amongst community justice center advocates that the creation and implementation of the justice center will increase community security because of an increased focus of attention upon community safety and security, as well as an increased participation amongst community members to keep the focus on security measures. (i.e. Neighborhood Watch programs and other community oriented policing initiatives.)

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Appendix A: 2002 National Victim Assistance Academy: Professionalizing the Discipline of Victim Services

The following is a list of 50 skills and responsibilities established in 2002 by the National Victim Assistance Academy that victim service providers and focused organizations find are the most standard across the field of providing victim services.

1. Advocacy for victims' rights
2. Case management
3. Client assessment
4. Change management
5. Community crisis response
6. Civil litigation
7. Coalition building
8. Community organizing
9. Conference and seminar coordination
10. Conflict management
11. Continuing education
12. Counseling
13. Crisis counseling and intervention
14. Cross-cultural services
15. Crime scene clean-up
16. Criminal and justice system knowledge
17. Death notification
18. Education and partnerships with academia
19. Grant writing
20. Historian

21. Information and referral
22. Information technology
23. Intervention on behalf of victims
24. Justice system expertise
25. Nonprofit management
26. Professional development
27. Program administration
28. Program development
29. Program evaluation
30. Property repair
31. Public policy and implementation
32. Public relations and media outreach
33. Public speaking
34. Research
35. Resource development
36. Specific needs victims assistance
37. Strategic planning
38. Stress management
39. Substance abuse and addiction assessment and interventions
40. Support group facilitation
41. Training
42. Translation and interpretive services
43. Technical assistance
44. Trauma intervention and response

45. Victim activism
46. Victim/offender programming
47. Victim compensation
48. Victim restitution
49. Violence prevention
50. Volunteer management

Appendix B: Brown County Social Service Programs

- ❑ *A Woman's Place-Education Center (St. Mary's Hospital)*
- ❑ *ADD Clinic (South Bay Counseling)*
- ❑ *Aging & Disability Resource Center (Homebound Meals Program)*
- ❑ *AIDS Resource Center of Wisconsin, Inc.*
- ❑ *ASPIRO, Inc.*
- ❑ *ATTIC Correctional Services, Inc.*
- ❑ *Al-Anon*
- ❑ *Alcoholics Anonymous*
- ❑ *American Red Cross (Disaster Action Response Team, Transportation for Seniors/Disabled, Aid to Veterans Programs)*
- ❑ *Ashwaubenon Family Resource Center*
- ❑ *Bay Area Pregnancy Counseling Center*
- ❑ *Bay Area Agency on Aging*
- ❑ *Bay Area Pro Se Divorce*
- ❑ *Bellin Health-Clinica Hispana*
- ❑ *Bellin Psychiatric Center*
- ❑ *Brown County Child Support Agency*
- ❑ *Brown County FRST*
- ❑ *Brown County Family Court Mediation Services*
- ❑ *Brown County Homeless & Housing Coalition*
- ❑ *Brown County Housing Authority*
- ❑ *Brown County Human Services (AODA, Access, Adult Family Homes, Burial Assistance, Child Protective Services, Community Options, Developmental*

- Disability Services, Economic Support, Adult & Elderly Abuse Services, Birth to Three, Juvenile Court Unit, Kinship Care, Mental Health Care Management, PALS Program, Psychiatric Outpatient Services, Shelter Care)*
- ❑ *Brown County Juvenile Fire Starter Program*
 - ❑ *Brown County Mental Health Center*
 - ❑ *Brown County Sheriff's Department Neighborhood Watch*
 - ❑ *Brown County UW-Extension Nutrition Education*
 - ❑ *Brown County United Way*
 - ❑ *Bureau of Community Mental Health/Substance Abuse*
 - ❑ *Bureau of Developmental Disabilities Services*
 - ❑ *Coalition of Wisconsin Aging Group (Elder Financial Empowerment Project, Medicare Prescription Drug Help Line, Prescription Drug Information Center, Wisconsin Guardianship Support Center)*
 - ❑ *Calvary Lutheran Church Food Pantry*
 - ❑ *Catholic Charities (Budget Counseling, Child Welfare Services, Children/Youth, Community Outreach, Counseling, Hispanic Men Abusers of Domestic Violence, Hispanic Services, Hmong Program, Immigration Services, Pregnancy/Adoption, Refugee Family Program, Southeast Asian Families, Support Groups for Hispanic Populations)*
 - ❑ *Center for Childhood Safety*
 - ❑ *Centers for Disease Control & Prevention*
 - ❑ *Central Assembly of God-Grief Share*
 - ❑ *CHADD-Children with Attention Deficit Disorder of Northeast Wisconsin*
 - ❑ *Community Adoption Center, Inc.*

- ❑ *Community Childcare Connections, Inc.*
- ❑ *Crime Prevention Foundation of Brown County*
- ❑ *Donated Wheels*
- ❑ *Elder Watch Program*
- ❑ *Employment Resources, Inc. (Health & Employment Counseling, Work Incentives Planning)*
- ❑ *Families Anonymous (Libertas)*
- ❑ *Family & Childcare Resources of N.E.W.*
- ❑ *Family Court Office*
- ❑ *Family Services of Northeast Wisconsin (Open Door Youth Services, AODA Program, Children's Therapy, Coming Home Project, Crisis Center, Families First, Healthy Families, Independent Living Skills, Our Place, Parent Connection, Post Adoption Resource Center, Prenatal Care Coordination, Runaway Project/Street Outreach, Sexual Abuse Support Groups, Sexual Assault Center, Smart Parenting, Student Assistance Program, Transitional Housing Program, Transparenting, Volunteers in Probation, Ways to Work, Women's Recovery Journey, Day Treatment for Children/Adolescents, In-Home Counseling for Families)*
- ❑ *First United Church of Christ-Feed the Hungry*
- ❑ *First United Methodist –Compassionate Friends*
- ❑ *Forever Friends Pet Cremation Services*
- ❑ *Fort Howard Family Resource Center (Citizenship Classes, ESL Classes, Parent/Child playgroup, Stress Reduction workshop, Stop In & Play, Super Nanny)*

- ❑ *Forward Service Corporation Supportive Housing*
- ❑ *Foster Grandparent Program*
- ❑ *Fox Valley Sibling Support Network*
- ❑ *Freedom House Ministries, Inc.*
- ❑ *Freedom Life Skills, Inc.*
- ❑ *Give Back a Smile*
- ❑ *Golden House (Midlife/Older Women Groups, Spanish Support Group, Women/Children Support Groups)*
- ❑ *Golrusk Pet Center-Homeless Pets Program*
- ❑ *Goodwill Industries-FISC Financial Planning*
- ❑ *Greater Green Bay Gamblers Anonymous Group*
- ❑ *Green Bay Area Crime Stoppers*
- ❑ *Green Bay Day Treatment Program*
- ❑ *Green Bay Redevelopment Authority*
- ❑ *Green Bay Wellness & Behavioral Clinic*
- ❑ *Grief Group for Children*
- ❑ *Grief Share Program*
- ❑ *Guardian Angels Consulting Services*
- ❑ *Harmony Café-Goodwill*
- ❑ *Hispanic Community Liaisons*
- ❑ *Home Safety Inspection/Smoke Alarm Installation*
- ❑ *Homeownership Preservation Foundation*
- ❑ *HOSTS-Helping One Student to Succeed*

- ❑ *Howe Neighborhood Family Resource Center (Cooking Classes, Even Start, Head Start, Parent/Child Playgroups, Playtime Pals, Senior Bingo)*
- ❑ *Innovative Counseling*
- ❑ *Integrated Community Services (Energy Assistance, Family Self-Sufficiency, Home Maintenance/Repair, Homeownership, Section 8 Rental Assistance, Personnel Connection)*
- ❑ *International Translators, Inc.*
- ❑ *Jackie Nitschke Center, Inc.*
- ❑ *Jackie Nitschke Center, Inc.- Women's Recovery Home*
- ❑ *Job Corps*
- ❑ *Kids Information Data System*
- ❑ *Lawyer Referral & Information Services*
- ❑ *Learning Disabilities Association of Wisconsin*
- ❑ *Legal Action of Wisconsin*
- ❑ *Libertas Treatment Centers*
- ❑ *Lifeline Link Up-Cellular*
- ❑ *Life Goes On Support Group*
- ❑ *Literacy Green Bay, Inc.*
- ❑ *Living Wisely, LLC*
- ❑ *Love Life Baby Supplies*
- ❑ *Lutheran Social Services (Addiction Intervention, Hmong Programs, Older Adult Alcohol & Drug Abuse, Payee Service)*
- ❑ *Manna for Life*
- ❑ *MADD Victim Services*

- ❑ *Marion House*
- ❑ *Marriage & Family Therapy Center*
- ❑ *McKinney-Vento Homeless Education Assistance Grants*
- ❑ *Mediation Center of Greater Green Bay*
- ❑ *Molesters Anonymous*
- ❑ *Multicultural Community Center of Green Bay*
- ❑ *My Brother's Keeper, Inc.*
- ❑ *NAACP-Green Bay Chapter*
- ❑ *NAMI Brown County*
- ❑ *NEW Community Clinic (Asthma Clinic, BadgerCare Plus Enrollment, NWTC, Outreach Health Care/Homeless, Prenatal Care Coordination, Sexually Transmitted Diseases Testing, Women's Health Clinics, WIC Program)*
- ❑ *NEW Curative Rehabilitation (AODA Counseling, Occupational Therapy, Speech/Language Therapy, Vocational Evaluation, Work Adjustment Training)*
- ❑ *NEWCAP (Employment & Training, Presumptive Eligibility Program, Refugee Services, Reproductive Health Screenings)*
- ❑ *Narcotics Anonymous*
- ❑ *National Center for Missing & Exploited Children*
- ❑ *National Center on Elder Abuse*
- ❑ *National Center on Physical & Disabled*
- ❑ *National Federation of the Blind*
- ❑ *National Institute of Mental Health*
- ❑ *National Organization of Parents of Murdered Children*
- ❑ *National Runaway Switchboard*

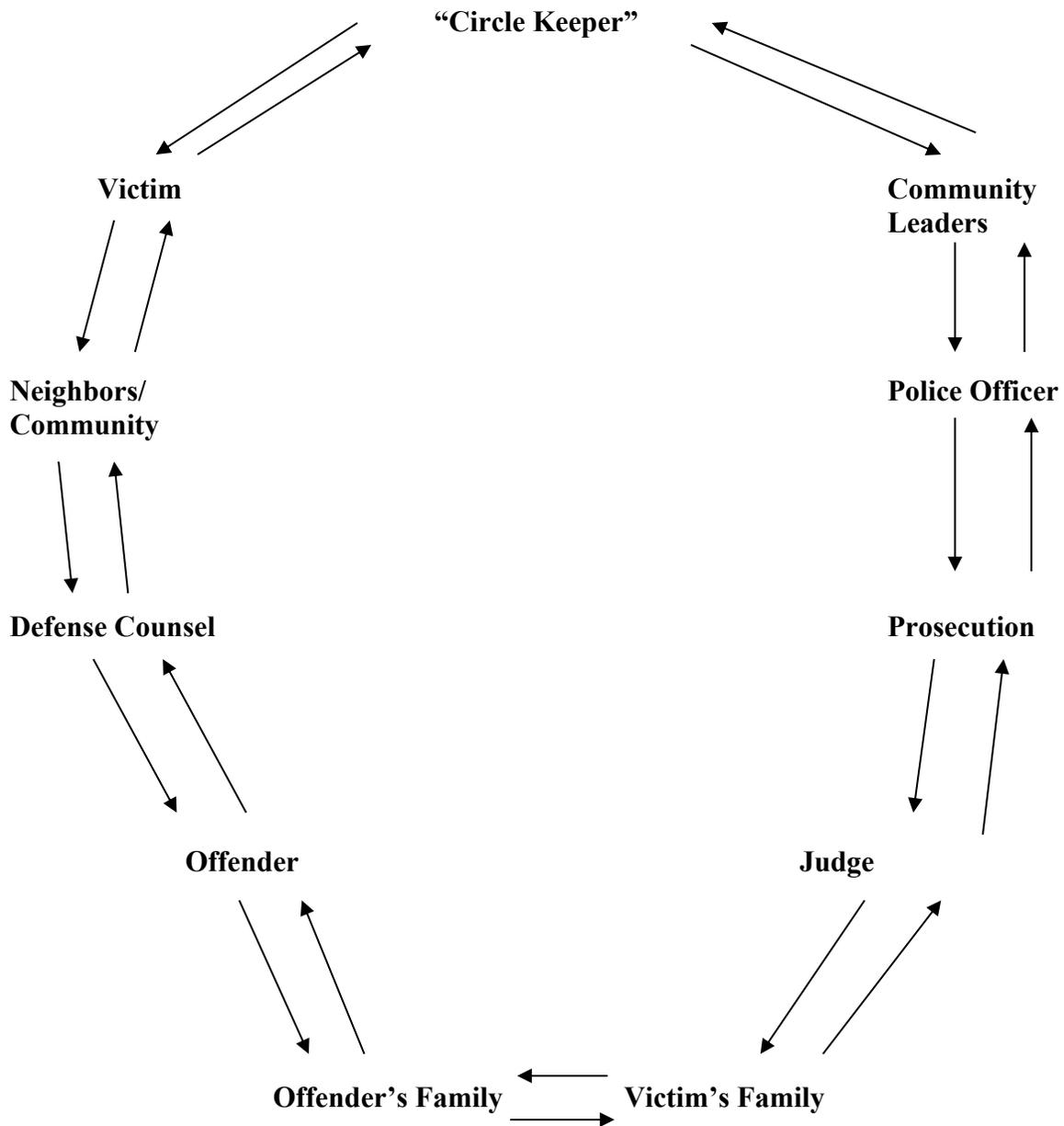
- ❑ *Nativity of Our Lord Parish (Growing Through Grief, Prison Fellowship Support Group)*
- ❑ *NeighborWorks Green Bay*
- ❑ *NEW Community Shelter*
- ❑ *Next Stage Planning*
- ❑ *Northeast Wisconsin Service Dogs*
- ❑ *Northeast Wisconsin At-Home Dads*
- ❑ *Northeast Wisconsin Behavioral Health*
- ❑ *Office of Victim Services & Programs (District Attorney's Office)*
- ❑ *Oneida Housing Authority (Homeownership Program, Rental Program, Transitional Living Program)*
- ❑ *Oneida Nation Center for Self-Sufficiency*
- ❑ *Oneida Nation Community Education Group*
- ❑ *Oneida Nation Elderly Services*
- ❑ *Oneida Nation Job Training Program*
- ❑ *Oneida Nation Housing Referral Service*
- ❑ *Oneida Nation Social Services (Behavioral Health, Domestic Abuse, Energy Assistance, Vocational Rehabilitation)*
- ❑ *Oneida Tribe Community Options Program*
- ❑ *Options for Independent Living, Inc.*
- ❑ *Outpatient Counseling*
- ❑ *PFLAG Green Bay/Brown County*
- ❑ *Parents With Kids With Mood Disorders*
- ❑ *Planned Parenthood*

- ❑ *Poison Control*
- ❑ *Positive Voice*
- ❑ *Public Defender's Office-State of Wisconsin*
- ❑ *Quality Addiction Management*
- ❑ *Rawhide Youth & Family Counseling Services*
- ❑ *Reading Connections*
- ❑ *Recovery, Inc.*
- ❑ *Riverside Psychiatric Center (Adolescent Substance Abuse Group)*
- ❑ *Safe Place for Newborns*
- ❑ *Salvation Army (After-School Program, Christmas Assistance, Men's Closet, Senior Services, Thrift Shop, Transitional Housing Program)*
- ❑ *Self Abuse Finally Ends*
- ❑ *Southeast Asian Community Liaisons*
- ❑ *Spanish Northeast Wisconsin Satellite of CHADD*
- ❑ *Special Olympics*
- ❑ *St. Agnes Church Parish-Think Again Support Group*
- ❑ *St. Bernard Church-Journey Through Grief*
- ❑ *St. Jude Catholic Church-New Hope Bereavement*
- ❑ *St. John the Evangelist-Homeless Shelter*
- ❑ *St. Vincent de Paul Personal Service Center*
- ❑ *Stalking Resource Committee of Brown County*
- ❑ *Survivors Network for those Abused by Priests (SNAP)*
- ❑ *Survivors of Suicide (SOS)*
- ❑ *Synergy Counseling Services*

- ❑ *Tenant Resource Center (Free Housing Counseling, Mediation Services)*
- ❑ *The Bridge (Adult Children of Alcoholics, Overeaters Anonymous)*
- ❑ *The Bridge Between Retreat Center*
- ❑ *The Gathering Place*
- ❑ *The Sign Language Group, Inc.*
- ❑ *Tobacco Control Resource Center of Wisconsin*
- ❑ *Unemployment Insurance/Bureau of Benefit Operation*
- ❑ *United Hmong/Asian American Community Center, Inc.*
- ❑ *United Translators, Inc.*
- ❑ *Unity-Navigating The Waters of Grief*
- ❑ *Urban Hope*
- ❑ *Used Home Medical Equipment, Inc.*
- ❑ *Victory in Life Ministry (Day Center, Adullam House)*
- ❑ *Volunteer Center of Brown County*
- ❑ *WHEDA (Property Tax Deferral Loan Program, Home Ownership)*
- ❑ *WI Bureau of Substance Abuse Services*
- ❑ *WI Family Ties of Green Bay*
- ❑ *WISE Program*
- ❑ *Wellspring*
- ❑ *Wheelchair Recycling Program*
- ❑ *Wisconsin Association for Homeless and Runaway Services*
- ❑ *Wisconsin Bureau of Child Support*
- ❑ *Wisconsin Association of the Deaf*
- ❑ *Wisconsin Coalition Against Sexual Assault*

- ❑ *Wisconsin Council on Developmental Disabilities*
- ❑ *Wisconsin Council on Problem Gambling*
- ❑ *Wisconsin Department of Health & Family Services*
- ❑ *Wisconsin Department of Workforce Development*
- ❑ *Wisconsin Equal Rights Division*
- ❑ *Wisconsin Housing & Economic Development Authority*
- ❑ *Wisconsin Job Center*
- ❑ *Wisconsin Unemployment Compensation*
- ❑ *Wisconsin Victim Resource Center*
- ❑ *Wise Women Gathering Place*
- ❑ *Women's Closet*
- ❑ *Work Release-Huber*
- ❑ *Wounded Soldier & Family Hotline*

Appendix C: Structure of Restorative/Mediation Circles



Restorative Justice Circles operate on the ideal that their use in the justice system will create problem solving opportunities, and that their use will shift a primary justice dependence from the state to a greater self-reliance within the community. The use highlights the overall effect crime has on an entire community. (Pranis, Stuart, & Wedge, 2003).

Appendix D: Courts & Circles Comparison

	<i>Courts</i>	<i>Circles</i>
<i>Participation</i>	Restricted, primarily reliant on experts.	Inclusive: primarily reliant on community.
<i>Decision Making</i>	Adversarial	Consensus
<i>Issues</i>	Broken state laws	Broken relationships
<i>Focus</i>	<ul style="list-style-type: none"> ❑ Past Conduct ❑ Individual Responsibility ❑ State legal requirements 	<ul style="list-style-type: none"> ❑ Past, present, and future conduct ❑ Individual and collective responsibility ❑ Needs of all parties
<i>Tools</i>	<ul style="list-style-type: none"> ❑ Banishment ❑ Punishment ❑ Coercion 	<ul style="list-style-type: none"> ❑ Reintegration ❑ Healing/Support ❑ Trust/Understanding
<i>Procedure</i>	Fixed Rules	Flexible guidelines
<i>Results</i>	Winners/Losers	Finding common ground to maximize all interests.

Courts aspire to settle disputes. Circles aspire to resolve differences by improving relationships, by addressing underlying causes, and by enhancing individual and community self-reliance. (Pranis, Stuart, & Wedge, 2003).

Appendix E: The Circle Process

1. Stage One: Determining suitability.

This stage involves the authorities of the circle (CJC staff, mediator, law enforcement, judicial representatives, legal representatives, victim and/or family, probation & parole agents, and offender's family) determining if the restorative justice circle process is the best process to use. This circle process, which resembles a cultural peacemaking process (i.e. Hmong clans) is not suggested for use in violent crimes or sensitive crimes, such as homicides, sexual assault cases, domestic violence problems, etc.

2. Stage Two: Preparation.

Making sure all the information is available before the process begins, ensuring every included member has the same understanding of what the process is, the requirements and accountabilities, as well as the end options.

3. Stage Three: The Peacemaking Circle-Seeking a Consensus Agreement.

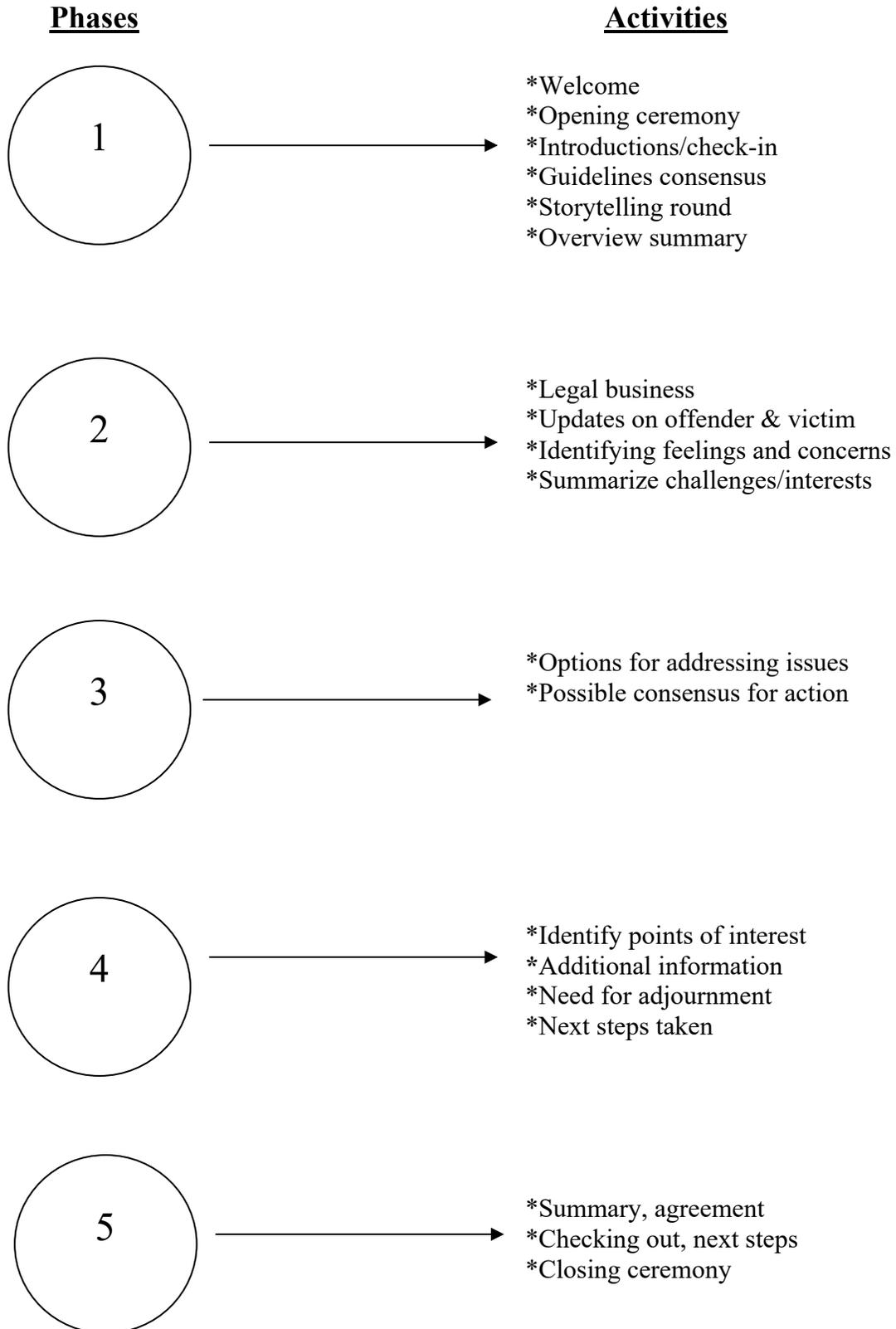
Is the final result one that each party can leave with feeling that the situation was approached appropriately, and the conclusion is one that adequately reflects the offense. This does not mean that each member of the circle leaves feeling that "closure" was accomplished or that every member of the circle leaves feeling satisfied completely with the result.

4. Stage Four: Follow-up and Maintaining Accountability.

What happens next? What are the responsibilities of each party?

(Pranis, Stuart, & Wedge, 2003).

Appendix F: The Sentencing Circle Gathering Process

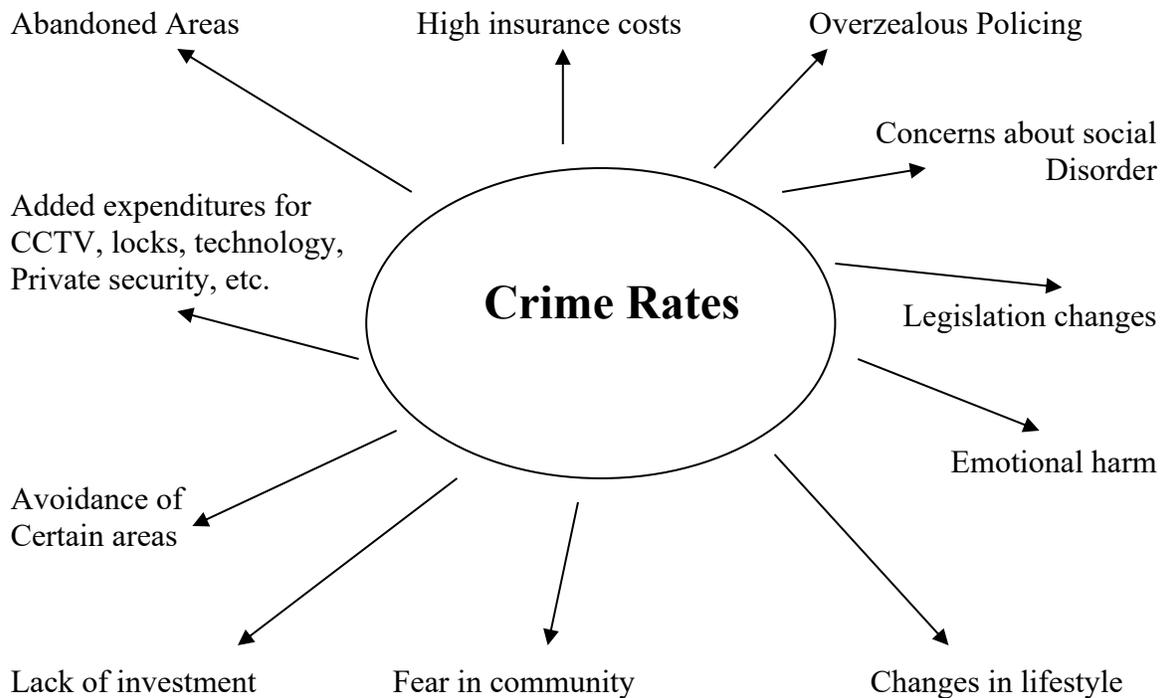


Appendix G: National Complaints & Praises About Police

NATIONAL CENSUS: COMPLAINTS/PRAISES OF POLICE		
	Frequency	% Who Made Complaints
Complaints About the Police		
Not enough officers	73	39.2%
Slow response time	53	28.5%
Officers have negative attitudes	27	14.5%
Weak enforcement of traffic violations	13	7.0%
Officers have poor personal ethics	12	6.5%
Weak enforcement of vice crime	11	5.9%
Weak enforcement of burglary/robbery	10	5.4%
Police policy	10	5.4%
Officers are overworked	5	2.7%
Officers are prejudiced	5	2.7%
Officers have poor communication skills	5	2.7%
Officers issue too many tickets	4	2.2%
Poor police administration	4	2.2%
The police lacking on gang enforcement	4	2.2%
Officers have poor appearances	3	1.6%
Officers are trigger happy	2	1.1%
	Frequency	% Who Offered Praise
Praises About the Police		
Officers are efficient/reliable	87	31.1%
The police are “great”	65	23.2%
Good response time	54	19.3%
Officers are friendly	50	17.9%
Good visibility	26	9.3%
The police are helpful	22	7.9%
I feel protected	14	5.0%
Officers are organized	9	3.2%
Strong enforcement of vice crimes	9	3.2%
The police engage in COPS programs	6	2.1%
Officers are cooperative	5	1.8%
Officers are respectable	5	1.8%
Officers are ethical	3	1.1%

(Source: Santa Ana, California Census. Conducted by Bridenball, Blaine & Jesilow, Paul. “What Matters: The Formation of Attitudes Toward the Police,” 2008.)

Appendix H: The Hidden Consequences of Crime



The problem of crime is complex, and crime fighting targeted against offenders is only partially effective in reducing the level of crime and the harmful consequences of crime. (U.S. Department of Justice, Office of Community Oriented Policing Services, 2008.)

Another important distinction is the knowledge that there is no such thing as a victimless crime...every single crime has, at its heart, a misdeed done to either the offender or the community. Labeling vice crimes such as gambling and prostitution victimless crimes ignores the ripple effect every single crime has on the people and the community involved.

Appendix I: Updated Information & 2009 Budget Estimates

In the thesis for the financial benefit information, the cost estimates used were from 2000, which represents an 8-year difference from when this thesis was completed. It was stated in the thesis, and is stated here as well, that this difference is considerable, as in the past 8 years union contracts, cost-of-living expenses, and other costs have risen astronomically, and any estimated costs in this thesis would be considerably lower than actuality.

For the edification of the reader, this appendix includes the 2008 budget for the Green Bay Police Department, as well as the proposed 2009 budget for the Brown County Sheriff's Department, in the hopes of expressing a more foundational idea for the reader to understand the true costs of criminal justice and law enforcement in the Brown County community.

The following information will provide the budgetary constraints the departments have to work under, as well as the number of employees, the added expenses of any organization that is also an employer, as well as perhaps some positions that currently exist that could possibly be shared with other organizations, or eliminated all together, with the creation of that same position at the CJC. This thesis will not focus or describe which specific positions could be eliminated, but the reader can decide for themselves.

Green Bay Police Department Positions & Salaries (2006 Rates for 2008 Budget)				
<i>Department/Position</i>	<i>FTE</i>	<i>Average Rate</i>	<i>Hours (per person)</i>	<i>Base (per person)</i>
OFFICE OF THE CHIEF				
Police Chief	1.0	\$45.81	2080.0	\$95,294
Executive Secretary	1.0	\$20.17	1950.0	\$39,331
INTERNAL AFFAIRS SUBDIVISION				
Captain	1.0	\$34.28	1964.5	\$67,343
Lieutenant	1.0	\$32.47	1964.5	\$63,787
TRAINING SUBDIVISION				
Captain	1.0	\$34.28	1964.5	\$67,343
Lieutenant	1.0	\$32.47	1964.5	\$63,787
Crime Analyst	1.0	\$23.97	2080.0	\$49,858
Officer (Range)	1.0	\$27.99	1964.5	\$54,986
OPERATIONS DIVISION				
Captain (Division)	1.0	\$35.30	1964.5	\$69,347
Captain (Shift Commander)	3.0	\$35.11	1964.5	\$68,974
Lieutenant (Shift Supervisor)	14.0	\$33.25	1964.5	\$65,320
Lieutenant (Admin)	2.0	\$32.47	1964.5	\$63,787
Patrol Officer	120.0	\$27.49	1964.5	\$54,005
Network Technician	1.0	\$19.87	1950.0	\$38,747
NEIGHBORHOOD POLICING				
Captain	1.0	\$34.28	1964.5	\$67,343
Lieutenant	1.0	\$33.25	1964.5	\$65,320
CROSSING GUARD SUBDIVISION				
Crossing Guard	15.7	\$11.30	570.0	\$6,441
Crossing Guard (Relief=20)		\$11.30		
ANIMAL CONTROL SUBDIVISION				
Humane Officer	1.0	\$18.05	2080.0	\$37,544
VEHICLE MAINTENANCE SUBDIVISION				
Head Mechanic	1.0	\$21.29	2080.0	\$44,283
Mechanic	2.0	\$19.86	2080.0	\$41,309
Mechanic Assistant	1.0	\$18.24	2080.0	\$37,939
INVESTIGATIONS DIVISION				
Captain (Division)	1.0	\$35.30	1964.5	\$69,347
Lieutenant	3.0	\$32.47	1964.5	\$63,787
Officers (Investigators)	20.0	\$29.93	1964.5	\$58,797
Gang Officer	1.0	\$28.98	1964.5	\$56,931
Southeast Asian Community Liaison	1.0	\$15.57	2080.0	\$32,386
Latino Liaison Officer	1.0	\$16.18	2080.0	\$33,654
Clerk Typist I/Call Taker	1.0	\$13.57	1950.0	\$26,462
Community Service Officer I	1.0	\$14.67	1950.0	\$28,607

GREEN BAY POLICE DEPARTMENT BUDGET (CONT...)				
DRUG TASK FORCE				
Lieutenant	1.0	\$33.25	1964.5	\$59,269
Officers	2.0	\$28.04	1964.5	\$55,910
JUVENILE SUBDIVISION				
Lieutenant	1.0	\$32.47	1964.5	\$59,269
Officers (School Liaison)	10.0	\$28.40	1964.5	\$55,910
CRIME PREVENTION SUBDIVISION				
Officer	1.0	\$31.12	1964.5	\$57,147
Crime Prevention Coordinator	1.0	\$20.37	2080.0	\$40,123
EVIDENCE SUBDIVISION				
Evidence Tech Leadworker	1.0	\$18.50	1950.0	\$36,075
Evidence Technician	1.0	\$17.36	1950.0	\$33,852
PHOTO/ID SUBDIVISION				
Officer (Lead)	1.0	\$29.09	1964.5	\$57,147
Officers	3.0	\$29.93	1964.5	\$55,910
Photo ID Technician	1.0	\$17.36	1950.0	\$33,852
SUPPORT SERVICES DIVISION				
Support Services & Budget Manager	1.0	\$30.41	2080.0	\$63,251
BUILDING MAINTENANCE SUBDIVISION				
Building Services Supervisor	1.0	\$21.17	2080.0	\$44,026
Custodian I	3.0	\$14.96	2080.0	\$31,117
RECORDS SUBDIVISION				
Office Manager	1.0	\$22.43	2080.0	\$46,650
Clerk Steno III	2.0	\$15.57	1950.0	\$30,362
Clerk Typist III	6.0	\$14.82	1950.0	\$28,899
Clerk III	6.0	\$14.82	1950.0	\$28,899
Clerk Typist II	2.5	\$14.09	1950.0	\$27,476
Lead Word Processor	1.0	\$14.94	1950.0	\$29,133
Administrative Clerk	1.0	\$17.23	1950.0	\$33,599
Records Clerk Transcriptionist	2.0	\$14.29	1950.0	\$27,866

(Green Bay Police Department, 2008).

18 of the sworn officers are considered Community Service Officers, and some of their salaries are partially funded by different grants available at a state and federal level.

Also, in the budget there is a slotted gang officer, but currently that position is unfilled.

The police department also employs 3 Animal Control Interns at \$10.00 an hour, as well as 12-15 Community Service Interns at \$10.00 an hour as well, and all the interns are slotted to work between 10-30 hours a week (Approximate cost: \$65,000 a year).

BROWN COUNTY SHERIFF'S DEPARTMENT POSITIONS & SALARIES (2009 ESTIMATES)				
<i>Position</i>	<i>FTE</i>	<i>Unit Rate</i>	<i>Budget Hours</i>	<i>Base</i>
Sheriff	1.0	\$42.79	2080	\$89,000
Chief Deputy	1.0	\$39.66	2080	\$82,496
Captain	5.0	\$36.37	2080	\$75,649
Lieutenant	17.0	\$34.13	2080	\$70,990
Non-Certified Lieutenant	2.0	\$31.63	2080	\$65,790
Patrol Officer	5.0	\$31.01	2080	\$64,500
Sergeant	29.0	\$31.01	2080	\$64,500
Patrol Officer	90.0	\$28.87	2080	\$60,049
Accountant	1.0	\$26.18	2080	\$54,454
Corporal	7.0	\$23.12	2080	\$48,089
Juvenile Superintendent	1.0	\$23.12	2080	\$48,089
Lance Corporal	12.0	\$22.87	2080	\$47,569
Garage Mechanic	1.00	\$22.54	2080	\$46,883
Correction Officer	110.0	\$21.77	2080	\$45,281
Juvenile Correction Officer	12.0	\$21.77	2080	\$45,281
Garage Mechanic	1.0	\$21.48	2080	\$44,678
Office Manager II	1.0	\$21.26	2080	\$44,220
Administrative Secretary	1.0	\$18.87	2080	\$39,249
Account Clerk II	2.0	\$17.75	1950	\$34,612
Civil Process Clerk	1.0	\$17.75	1950	\$34,612
Secretary III	2.0	\$16.88	1950	\$32,916
Civil Process Clerk	1.0	\$16.46	1950	\$32,097
Clerk/Typist III	5.0	\$15.97	1950	\$31,141
Warrants/TRO Clerk	2.0	\$15.97	1950	\$31,141
Secretary II	1.0	\$15.90	1950	\$31,005
Clerk/Typist II	1.0	\$15.26	1950	\$29,757
Co-op Student/Intern	1.0	\$8.25	2080	\$17,160

(Brown County Sheriff's Department, 2008).

The Brown County Sheriff's Department, in their proposed 2009 budget, also detailed the costs in operating and running the Brown County Jail. Included in the 2009 budget were also the costs associated with the following:

Paper Service Fees	\$244,080.00
Warrant Fees	\$10,000.00
Huber Prisoners Receipt	\$650,000.00
Inmate Daily Fees	\$150,000.00
Inmate Processing Fees	\$115,000.00
Inmate Medical Charges	\$10,000.00

(Brown County Sheriff's Department, 2008).

The Brown County Sheriff's Department's proposed 2009 budget is approximately \$33.8 million. The Green Bay Police Department's proposed 2008 budget was \$23.4 million.

Of these totals, the Green Bay Police Department expected a revenue, from various sources, of approximately \$3.1 million to offset the cost to the taxpayers. The Brown County Sheriff's Department projects a \$639,218 revenue, from various sources.

The Sheriff's Department proposed budget was also much more detailed, offering initiatives for the changing policies, and explaining the costs associated in a much more detailed manner as compared to the Green Bay Police Department. The Sheriff's Department also stated that in 2009 there are plans to work with the Brown County Facility & Park Management Department to begin planning a long-term jail expansion because of the current demands upon the jail and the ever-growing inmate population.

The Sheriff's Department also includes a performance measurement table for the County Board to review:

<i>Performance Measures</i>	<i>2007 Actual</i>	<i>2008 Estimate</i>	<i>2008 Budget</i>	<i>2009 Budget</i>	<i>Budget Change</i>
Percent of Patrol Division Cost Covered by Tax Levy	55.7%	60.0%	57.4%	59.8%	4.24%
Cost per Investigative Case Completed During the Calendar Year	\$3,208	\$3,303	\$3,160	\$3,006	-4.87%
Daily Cost per Jail Inmate Covered by Tax Levy	\$42.30	\$43.57	\$43.66	\$46.32	6.09%
Daily Cost per Electronic Monitor Inmate	\$7.67	\$7.69	\$7.69	\$8.43	9.62%

(Brown County Sheriff's Department, 2008).

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