



# National Case Closed Project

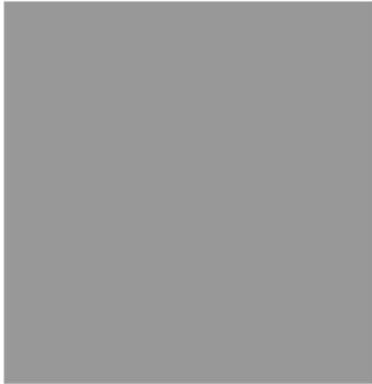
## Response to Fatal and Non-fatal Shootings Assessment

### Final Report

April 2024



**Milwaukee (WI)  
Police Department**



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## Executive Summary

Violent crime in Milwaukee, Wisconsin, has spiked since 2020, including a roughly 70% increase in non-fatal shootings. This has made investigating fatal and non-fatal shootings increasingly difficult for the Milwaukee Police Department (MPD), whose clearance rates for these crimes have recently dropped below the national average. Despite these challenges, MPD's leaders, detectives, and other personnel remain committed to solving as many shootings as possible to reduce the violent crime rate in Milwaukee. This dedication is what motivated MPD to apply to the National Case Closed Project (NCCP) for support as it explores ways to improve its response to shootings and increase its clearance rates for these crimes.

The NCCP is an initiative funded by the Bureau of Justice Assistance (BJA) and led by RTI International that is designed to support law enforcement agencies in improving their response to fatal and non-fatal shootings. An RTI-led team comprising criminal investigators, forensic scientists, prosecutors, researchers, and victim services experts conducted the assessment, which included a review of MPD policies and related materials, a review and analysis of fatal and non-fatal shooting case files, on-site observations, and personnel interviews within MPD and among external partners including prosecutors and members of community organizations. The NCCP team will offer follow-up guidance and technical assistance to MPD as it looks to implement recommendations contained in this report.

The assessment team identified areas of strength in MPD's response to shootings and gaps that could be addressed to improve the department's response to shootings to increase the clearance rate for these crimes. The following list of topics highlights the assessment team's key findings and recommendations:

- **Policies and Procedures.** Currently, MPD does not have an inclusive stand-alone standard operating procedure (SOP) for homicide or non-fatal shooting investigations. Comprehensive policies are critical for providing guidance to investigators and supporting supervisors. This report describes the steps MPD can take to develop a comprehensive and detailed manual for its Criminal Investigations Bureau (CIB) that includes relevant policies, checklists, and other written materials that govern responsibilities related to homicide and non-fatal shooting investigations.
- **Agency Resources and Workload.** The caseloads of detectives who investigate fatal and non-fatal shootings is extremely high. For homicide detectives, this is influenced by the fact that there is no "lead" detective formally assigned to a case; instead, the unit takes a "teamwork" approach to investigations, which in practice means that each detective is working every homicide. To keep caseloads manageable and to address other limitations of this approach that arose during the site assessment, this report recommends that MPD develop a rotation system for assigning one detective as the lead investigator for each homicide and non-fatal shooting case. Additionally, we recommend developing a stand-alone division dedicated to investigating non-fatal shootings, maximizing the amount of time that detectives spend investigating homicides and non-fatal shootings by limiting their time performing other duties, and implementing a systematic process for triaging non-fatal shooting cases for investigation.
- **Investigator Hiring and Retention.** MPD personnel described how the Homicide Division and Violent Crimes Division (VCD) are not currently considered desirable assignments for detectives. They cited several reasons for this, including large caseloads and the difficulty of working these types of cases without witness cooperation. This report recommends creating incentives for these units, such as eliminating overnight shifts or implementing different pay structures. The NCCP team can support MPD in identifying and implementing evidence-based recruitment and retention practices.

- **Investigator Supervision.** Although the Homicide Division and VCD currently have acceptable supervisor-to-detective ratios, the assessment team learned that sergeants in these divisions typically act as case leads. This situation is not ideal, as it can take away from the time a supervisor spends providing guidance, oversight, and accountability to detectives. This report recommends that sergeants assign a lead detective to each case and spend their own time in a supervisory capacity, which includes conducting regular and systematic case reviews. This step, along with others recommended in this report, will help ensure that supervisors can fulfill their primary duties of providing detectives with the resources, support, oversight, and accountability necessary to complete thorough investigations.
- **Investigator Training.** The assessment team found that there is a general lack of investigative experience among detectives and detective supervisors. All newly promoted detectives attend MPD's 3-week basic detective training school, which provides a good foundation for homicide and non-fatal shooting detectives to build upon. However, MPD should provide a more advanced level of training for detectives and supervisors working these critical assignments. This report provides examples of recommended trainings, such as training on advanced investigative techniques and implementing a mentorship program for newly assigned shooting detectives.
- **Case File Documentation.** The assessment team found that, overall, MPD's fatal and non-fatal shooting cases are thoroughly documented. However, the team identified occasional gaps in documentation, particularly with respect to following up on National Integrated Ballistic Information Network (NIBIN) leads. Recommendations are provided in this report to enhance case file documentation.
- **Digital and Physical Evidence.** Staffing shortages in the Forensics Division have contributed to several challenges with collecting and processing evidence. This report provides several recommendations for expanding and civilianizing the Forensic Division so that forensic investigators will have a bigger role in collecting and processing evidence at the crime scene. It also provides recommendations for maximizing the use of video and digital evidence and for better leveraging NIBIN and firearms tracing.
- **Developing Community Trust.** Feedback from more than a dozen community-based interviewees revealed that MPD is doing a great job with community engagement. Many interviewees noted that the new police chief has been instrumental in improving community perceptions of MPD and fostering better working relationships between the agency and community organizations. MPD was complimented by community leaders for using data-driven strategies and for being accessible and responsive. Although MPD officers and leaders are recognized by community-based groups as having made considerable strides in community engagement, this report highlights a few recommendations that could help build upon this solid foundation. These include incentivizing the community-based work of MPD officers and other personnel, considering an internal community engagement training for MPD officers and staff, providing additional support for the Community Relations and Engagement Manager (CREM) and Police Athletic League (PAL), and bringing together community-based groups to facilitate collaboration.
- **Coordination with Internal and External Partners.** The assessment team reviewed the coordination between fatal and non-fatal shooting investigators and other personnel at MPD who are involved in these cases, such as the Special Investigations Division (SID) and crime analysts in MPD's Tactical Analysis Unit (TAU). Although there are strong personal relationships between the detectives and many of the personnel within these other units, there is often a lack of communication and formal information-sharing protocols that could promote effective collaboration on complex shooting cases. This report shares several detailed recommendations for strengthening coordination among these units, as well as for building upon the reportedly positive working relationships between MPD personnel and prosecutors from the Milwaukee County District Attorney's Office (MCDAO).

# 1. Shooting Response Assessment Overview

## 1.1 Introduction

In winter 2023, the MPD applied for and was accepted into the NCCP, a nationwide project funded by the BJA and led by RTI International that is designed to support local law enforcement agencies in improving their response to fatal and non-fatal shootings to increase their clearance rates for these crimes. As noted by MPD in its application, violent crime in Milwaukee spiked since 2020. The department responded to around 100 homicides and 6,000 aggravated assaults annually between 2017 and 2019, which increased to around 200 homicides and over 7,000 aggravated assaults a year between 2020 and 2022. Additionally, MPD experienced a roughly 70% increase in non-fatal shootings over this time. Partly because of the large volume of violent crime in Milwaukee, MPD's clearance rates for these crimes dropped below the national average, which motivated them to apply to the NCCP for additional support. This report describes the methods used to assess MPD's current and historic response to shootings and explains the project team's findings. It provides recommendations for changes that could be implemented to improve MPD's fatal and non-fatal shooting clearance rates that are based on assessment findings and evidence-informed best practices.

## 1.2 Milwaukee Police Department

The MPD is divided into three bureaus: the Administration Bureau, the Patrol Bureau, and the CIB. The CIB is responsible for investigating violent crimes and is composed of seven divisions: Homicide, Violent Crimes, General Crimes, Special Investigations, Sensitive Crimes, Forensics, and Fusion. CIB currently has 140 detectives, which is a decrease from the 190 detectives it had in 2019.

The Homicide Division handles homicide, suspicious deaths, infant deaths, and officer-involved shootings. This division operates 24/7 and is staffed by three shifts: day, early, and late shift. The unit is led by a captain and each shift is supervised by one lieutenant and two sergeants. The day shift currently has 12 detectives, early shift has 15 detectives, and late shift has 10 detectives. In 2021, the Homicide Division investigated 193 homicides, and in 2022, it investigated 214 homicides.

The VCD investigates all non-fatal shootings, stabbings, and serious or aggravated batteries and assists the Homicide Division when necessary. This division operates 24/7 and is staffed by three shifts: day, early, and late shift. The unit is led by a captain and each shift is supervised by one lieutenant and two sergeants. The day shift currently has 10 detectives, early shift has 13 detectives, and late shift has 10 detectives. The VCD investigated 873 non-fatal shooting cases in 2021 and 877 cases in 2022.

The SID significantly contributes to non-fatal shooting and homicide prevention and investigations. The SID is composed of about 50 members and is further divided into the Violence Reduction Unit and the Fugitive Apprehension Unit. The SID uses a variety of offender-focused approaches, including utilizing open-source social media postings to gain evidence and intelligence, interviews and interrogations, undercover surveillance, rapid short-term deployment by officers based on real-time intelligence, midterm and long-term group investigations, and long-term partnerships with the Federal Bureau of Investigation; Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); MCDAO, and United States Marshals Service.

## 1.3 Scope of the Assessment

As discussed in Section 2 of this report, the NCCP involves an in-depth agency assessment to understand how each participating site responds to fatal and non-fatal shootings and to identify areas of strength and weakness within each agency. MPD's on-site assessment considered all operational and administrative activities associated with the investigation of violent crime, specifically fatal and non-fatal shootings. The assessment team first met with MPD command staff to develop a comprehensive understanding of how violent crimes are investigated, from the initial patrol response to case closure. The assessment included interviews with members of command staff; detectives and supervisors within the Homicide Division, VCD, and SID; the CREM; prosecutors from the United States Attorney's Office and the MCDAO; the Victim/Witness Coordinator from the MCDAO; staff from the Forensic Division; staff from the NIBIN lab; crime analysts; supervisors from the Patrol Bureau; and numerous stakeholders from community-based groups. Concurrently, the assessment team reviewed administrative materials provided by MPD. The assessment team also attended a Public Safety Review (PSR) meeting, which is attended by numerous external partners, including prosecutorial and community-based partners as well as staff from MPD, to discuss recent incidents involving firearms.

## 2. Assessment Methods

The assessment used multiple approaches to better understand the MPD's response to fatal and non-fatal shooting cases. The assessment was conducted using four primary methods:

- Review of documented policies and procedures related to MPD's response to fatal and non-fatal shootings
- On-site observation of facilities, equipment, and personnel interactions
- Interviews with MPD personnel and external partners
- Systematic review of fatal and non-fatal shooting investigative case files

### 2.1 Policy Review

The assessment team evaluated policies and related documents governing MPD's shooting response to assess whether MPD's policies (1) guide agency personnel through the response and investigation processes, (2) align with recommended practices in violent crime investigations, and (3) are used for agency oversight, accountability, and performance management.

MPD provided copies of all known policies, checklists, and documented procedures relevant to their violent crime response and investigations. RTI also requested relevant operational procedures, including organizational charts, case assignment processes, and caseload measures to review.

### 2.2 On-Site Observation of Facilities and Equipment

The NCCP assessment team conducted systematic observations of facilities and equipment related to MPD's shooting response while on-site, including through a guided tour of the facility. While on-site, the assessment team observed a PSR meeting.

## 2.3 Personnel Interviews

Personnel interviews provided the opportunity to speak directly with individuals who participate in the response and investigation of fatal and non-fatal shootings cases, including staff within MPD, and those with external agencies and organizations. Interviews documented current practices, policies, trainings, and perspectives on what is going well and what has room for improvement in MPD's response to shootings.

The RTI-led assessment team identified relevant staff positions for the interviews and coordinated with MPD to schedule these interviews, most of which were conducted in person. The assessment team also coordinated with outside organizations to set up and conduct multiple interviews. Two-person teams completed interviews with each interviewee using semi-structured interview guides.

Interviews typically lasted 60 minutes. No individually attributable information was compiled or used during the interview and reporting process. Overall, 44 individuals were interviewed, comprising 24 personnel from MPD, including detectives and supervisors, patrol officers, victim advocates, command staff, crime analysts, and forensics personnel. In addition, 20 external stakeholders were interviewed, including prosecutors and individuals from community-based organizations.

Table 2.1. Personnel Interviews Completed

Agency Affiliation	Role	Number
Milwaukee Police Department	Command Staff	3
Milwaukee Police Department	Special Investigations Detective	3
Milwaukee Police Department	Homicide Detective	2
Milwaukee Police Department	Homicide Sergeant	1
Milwaukee Police Department	Violent Crimes Detective	1
Milwaukee Police Department	Violent Crimes Sergeant	1
Milwaukee Police Department	Cold Case Detective	1
Milwaukee Police Department	Fusion Detective	1
Milwaukee Police Department	Patrol	3
Milwaukee Police Department	Forensic Lab Staff	3
Milwaukee Police Department	Crime Analyst	2
Milwaukee Police Department	CSI Staff	2

(continued)

Table 2.1. Personnel Interviews Completed (continued)

Agency Affiliation	Role	Number
Milwaukee Police Department	Community Relations and Engagement Manager	1
US Attorney's Office	Attorney	1
District Attorney's Office	Prosecutor	2
District Attorney's Office	Victim/Witness Coordinator	1
Federal Bureau of Investigations	Supervisory Special Agent	1
U.S. Marshals Service	Chief Deputy	1
ATF	Resident Agency in Charge	1
Various Community Organizations	Organizational Representative	13

## 2.4 Case Review

Finally, the assessment team reviewed 37 fatal shooting and 38 non-fatal shooting investigative case files and recorded over 100 pieces of information about the crime and agency follow-up for each case to understand common features of shootings in Milwaukee and the types of actions taken by MPD in response to them. Additionally, while on-site, a member of the NCCP assessment team conducted a case file review with sergeants in the Homicide and Violent Crimes Divisions.

## 3. Assessment of Policies and Procedures

The assessment team reviewed several of MPD's policies related to homicide and shooting investigations including those related to recording interviews, crime scene investigations, eyewitness identification procedures, and forensic evidence collection. We found that MPD does not have an inclusive stand-alone SOP for homicide investigations or non-fatal shooting investigations. There is simply a policy for crime scene investigations that does not address follow-up investigations. Given the value of comprehensive policies for providing guidance to investigators and supporting supervisors in holding detectives accountable for conducting complete investigations according to agency policy, we make several recommendations in this area.

“Effective homicide units are governed by written policies and procedures that provide clear, comprehensive, and current guidance on how to conduct an effective homicide investigation” (Police Executive Research Forum and the U.S. Department of Justice's Bureau of Justice Assistance, 2018).

**Develop a comprehensive, clear, and detailed manual for CIB that includes all relevant policies, checklists, and other written materials that govern responsibilities related to homicide and non-fatal shooting investigations.**

The purpose of the manual is to provide detailed direction for all units and individuals at MPD who are involved in homicide and non-fatal shooting investigations, including investigators, patrol officers, crime scene investigators, support units, and victim assistance personnel. The assessment team recommends developing separate manuals for homicide investigations and non-fatal shooting investigations.

The manual should be organized into clearly marked sections and include a table of contents. The manual should address topics that include but are not limited to:

- Timelines and specific duties and responsibilities for each member involved in these investigations, including step-by-step instructions for investigators at each phase.
- Protocols for case assignment and scheduling, including detective call-out to scenes.
- The initial incident response, including actions taken by the 911 call taker, first officer(s) on the crime scene, lead investigator, supervisors, and other departmental units. Instructions should cover canvassing for physical evidence and videos at the scene.
- Protocols for next-of-kin notifications.
- Policies and protocols related to the follow-up investigation, including but not limited to attending autopsies, developing and following up with witnesses, taking witness and suspect statements, recovering and submitting physical and digital evidence, and following up with the victim's family members.
- Communication and information-sharing protocols with internal units (crime analysts, forensics, digital evidence personnel, victim advocates, etc.) and external partners (prosecutors, crime labs, task forces, community and victim advocacy groups).
- Case documentation.
- The use of traditional and social media, including protocols for releasing video footage to the public.
- Policies and protocols for investigating specific types of homicides/non-fatal shootings, including mass shootings, infant deaths, suspicious deaths, and officer-involved shootings.
- Investigating cold cases.
- Mandated case reviews, including the timeline and expectations for review.
- Supervisor duties and responsibilities.
- Critical incident response that includes fatalities.

Additionally, the manual should include a checklist of basic investigative tasks that detectives must follow when conducting shooting investigations. The checklist should provide a detailed, step-by-step description of actions to be taken at each stage of the investigative process, which detectives and supervisors should use to ensure all tasks are being completed in an investigation. The NCCP assessment team reviewed multiple checklists used by MPD, which were a solid foundation but could likely be altered to make them more extensive and specific to shooting investigations.

The NCCP team can provide MPD with sample manuals, policies, SOPs, and checklists from other police departments to provide guidance on creating policies and practices that are consistent with best practices, MPD's departmental regulations, and state and federal laws. In formulating the manual, it is important to obtain input from detectives, supervisors, attorneys, and all other stakeholders. This will ensure that the SOP correctly addresses all necessary aspects of shooting investigations and will also ensure that stakeholders buy in to the SOP protocols.

<b>2</b>	<p><b>Provide each detective with a copy of the manual upon joining the CIB.</b></p> <p>It is imperative that all members receive a copy of the manual along with training on its contents. The goal of these manuals is to provide a resource for all members to facilitate a comprehensive, thorough, and consistent investigative process. The manual will also provide a tool to hold accountable those who consistently fail to do their part in an investigation. Non-CIB members who are involved in homicide or non-fatal shooting investigations should also receive a copy of the manual.</p>
<b>3</b>	<p><b>Regularly review CIB manuals/SOPs every 2 years and update policies when necessary.</b></p> <p>Implementing a routine process for reviewing and updating policies and SOPs can not only help ensure that material is current but also reinforce the linkages between policy, training, and practice.</p>

## 4. Case File Review Findings

Reviewing and coding the investigative case narratives of fatal and non-fatal shootings enabled the assessment team to evaluate certain aspects of the shooting, the agency’s response to it, follow-up investigative actions, and case outcomes. Case narratives for a random sample of 36 fatal shooting incidents, 38 non-fatal shooting incidents, and 1 incident involving both a fatal and non-fatal shooting were provided to RTI for the years 2021–2022. Because agencies typically prioritize murder investigations over non-fatal shooting investigations and may apply distinct resources to this crime type, we grouped the case involving both a fatal and non-fatal shooting with cases involving only a fatal shooting and compared them with incidents involving only a non-fatal shooting.

RTI and MPD had a data use agreement in place that met the data security standards of both RTI and MPD, and RTI adhered to this agreement when storing and accessing case files for review and analysis. Members of the assessment team reviewed the case narratives to understand MPD’s response to each type of shooting and to extract more than 100 variables on the shooting and agency response from each case. **Tables 4.1** and **4.2** provide summary statistics for key attributes related to the crime and agency response, respectively, measured from the case file data. Key information was extracted from the case narratives and coded using a set of predetermined data metrics. The data collection instrument and codebook used to code investigative case files are available to MPD or its partners upon request.

Table 4.1. Incident Characteristics, by Type of Shooting

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Total number of cases reviewed	38	37
Number of guns fired		
1	23 (61%)	25 (68%)
2	11 (29%)	6 (16%)
More than 2	2 (5%)	4 (11%)
Unknown	2 (5%)	2 (5%)
Median number of rounds fired	4.0	6.5

(continued)

Table 4.1. Incident Characteristics, by Type of Shooting (continued)

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Type of gun used <sup>a</sup>		
Handgun	35 (92%)	37 (100%)
Rifle	3 (8%)	1 (3%)
Shotgun	0 (0%)	0 (0%)
Unknown	4 (11%)	0 (0%)
Location of shooting		
Street/outdoors	30 (79%)	23 (62%)
Inside residence	5 (13%)	9 (24%)
Other	3 (8%)	5 (14%)
Unknown	0 (0%)	0 (0%)
Victims armed		
No	30 (79%)	21 (57%)
Yes	3 (8%)	9 (24%)
Unknown	5 (13%)	7 (19%)
Number of victims		
1	32 (84%)	32 (86%)
2	4 (11%)	4 (11%)
More than 2	2 (5%)	1 (3%)
Unknown	0 (0%)	0 (0%)
Number of suspects at time of initial response		
1	16 (42%)	19 (51%)
2	13 (34%)	2 (5%)
More than 2	3 (8%)	2 (5%)
Unknown	6 (16%)	14 (38%)
Number of suspects at end of investigation		
1	16 (42%)	23 (62%)
2	14 (37%)	3 (8%)
More than 2	3 (8%)	6 (16%)
Unknown	5 (13%)	5 (14%)
Victim sex <sup>a</sup>		
Male	31 (82%)	33 (89%)
Female	10 (26%)	6 (16%)

(continued)

Table 4.1. Incident Characteristics, by Type of Shooting (continued)

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Victim race <sup>a</sup>		
Black	36 (95%)	35 (95%)
White	2 (5%)	3 (8%)
Other	2 (5%)	0 (0%)
Median victim age (years)	29	27
Final suspect sex <sup>a</sup>		
Male	27 (71%)	27 (73%)
Female	5 (13%)	5 (14%)
Final suspect race <sup>a</sup>		
Black	28 (74%)	31 (84%)
White	1 (3%)	0 (0%)
Other	0 (0%)	0 (0%)
Median final suspect age (years)	22	26
Primary relationship between victims and offenders		
Current/former intimate partner	3 (8%)	4 (11%)
Family member	2 (5%)	2 (5%)
Friend/acquaintance	8 (21%)	11 (30%)
Stranger	9 (24%)	6 (16%)
Rival gang/clique member	1 (3%)	0 (0%)
Other relationship	3 (8%)	1 (3%)
Unknown	12 (32%)	13 (35%)
Primary motive for shooting		
Domestic abuse	2 (5%)	3 (8%)
Rivalry over lover	3 (8%)	0 (0%)
Conflict over money	0 (0%)	1 (3%)
Drug related	0 (0%)	3 (8%)
Gang related	0 (0%)	0 (0%)
Robbery	6 (16%)	4 (11%)
Shot inadvertently	2 (5%)	1 (3%)
Other	18 (47%)	10 (27%)
Unknown	7 (18%)	15 (41%)

(continued)

Table 4.1. Incident Characteristics, by Type of Shooting (continued)

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Clearance status		
Open/inactive	20 (53%)	11 (30%)
Cleared by arrest or exceptional means	18 (47%)	26 (70%)

<sup>a</sup> Response options are not mutually exclusive so values may sum to greater than 100%.

Table 4.2. MPD Response Characteristics, by Type of Shooting

Response Characteristic	Shooting	
	Non-fatal	Fatal
Total number of cases reviewed	38	37
<b>Initial Police Response</b>		
Number of patrol officers who responded to scene		
0	1 (3%)	0 (0%)
1–4	20 (53%)	4 (11%)
5–9	15 (39%)	16 (43%)
10+	2 (5%)	13 (35%)
Unknown	0 (0%)	4 (11%)
Patrol supervisor present at scene		
No	3 (8%)	1 (3%)
Yes	3 (8%)	30 (81%)
Unknown	32 (84%)	6 (16%)
Number of detectives who responded to scene		
0	0 (0%)	0 (0%)
1	3 (8%)	1 (3%)
2	13 (34%)	1 (3%)
3	9 (24%)	4 (11%)
4	9 (24%)	8 (22%)
5+	4 (11%)	21 (57%)
Unknown	0 (0%)	2 (5%)
Investigative supervisor present at scene		
No	6 (16%)	0 (0%)
Yes	17 (45%)	32 (86%)
Unknown	15 (39%)	5 (14%)

(continued)

Table 4.2. MPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Evidence collected at scene		
No	4 (11%)	0 (0%)
Yes	34 (89%)	37 (100%)
Type of evidence collected at scene <sup>a</sup>		
DNA/bodily fluids	17 (45%)	35 (95%)
Latent prints	16 (42%)	29 (78%)
Pattern evidence	0 (0%)	4 (11%)
Trace evidence	0 (0%)	0 (0%)
Suspect firearm	6 (16%)	16 (43%)
Bullets	6 (16%)	27 (73%)
Casing	31 (82%)	33 (89%)
Clothing	25 (66%)	30 (81%)
Electronics	13 (34%)	29 (78%)
Digital	21 (55%)	32 (86%)
Drugs	1 (3%)	11 (30%)
Other	7 (18%)	12 (32%)
Victim statement obtained		
No or not applicable	1 (3%)	32 (86%)
Yes	37 (97%)	4 (11%)
Unknown	0 (0%)	1 (3%)
Victim participated/cooperated in investigation during initial response		
No or not applicable	3 (8%)	34 (92%)
Yes	33 (87%)	2 (5%)
Unknown	2 (5%)	1 (3%)
Number of third-party witnesses		
0	8 (21%)	2 (5%)
1	9 (24%)	2 (5%)
2	9 (24%)	3 (8%)
3	6 (16%)	8 (22%)
4+	6 (16%)	21 (57%)
Unknown	0 (0%)	1 (3%)

(continued)

Table 4.2. MPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Witness statement obtained		
No or not applicable	10 (26%)	2 (5%)
Yes	28 (74%)	35 (95%)
Witness participated/cooperated in investigation during initial response		
No or not applicable	10 (26%)	3 (8%)
Yes	26 (68%)	34 (92%)
Unknown	2 (5%)	0 (0%)
A suspect identified at time of response		
No	15 (39%)	18 (49%)
Yes	22 (56%)	19 (51%)
Unknown	1 (3%)	0 (0%)
Suspect identification at time of response <sup>a</sup>		
Police identified	5 (13%)	14 (38%)
Victim or witness identified	16 (42%)	8 (22%)
Other identification	1 (3%)	1 (3%)
Identifying information on a suspect vehicle at time of response		
No	21 (55%)	19 (51%)
Yes	17 (45%)	18 (49%)
<b>Follow-up Investigation</b>		
Number of days until first detective activity		
0	34 (89%)	33 (89%)
1	1 (3%)	1 (3%)
2	0 (0%)	0 (0%)
3+	1 (3%)	2 (5%)
Investigator(s) contacted victim(s)		
No or not applicable	3 (8%)	34 (92%)
Yes	35 (92%)	3 (8%)
In person	35	2
Not in person	0	0
Unknown	0	1

(continued)

Table 4.2. MPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Victim participated/cooperated in investigation after initial unwillingness to		
No or not applicable	38 (100%)	37 (100%)
Yes	0 (0%)	0 (0%)
Detective contacted third-party witnesses identified at scene		
No or not applicable	14 (37%)	3 (8%)
Yes	24 (63%)	32 (86%)
In person	24	32
Not in person	0	0
Unknown	0	2 (5%)
Witness participated/cooperated in investigation after initial unwillingness to		
No or not applicable	38 (100%)	36 (97%)
Yes	0 (0%)	1 (3%)
Initial leads on motive		
No	10 (26%)	22 (59%)
Yes	28 (74%)	15 (41%)
Confidential informant(s) came forward with information		
No	38 (100%)	36 (97%)
Yes	0 (0%)	1 (3%)
Specialized unit(s) helped with investigation <sup>a</sup>		
Fugitive	1 (3%)	1 (3%)
Gang/narcotics	1 (3%)	0 (0%)
Intelligence/Fusion	18 (47%)	2 (5%)
Crime analysis	0 (0%)	1 (3%)
Crime lab	15 (39%)	15 (41%)
Victim advocate	0 (0%)	0 (0%)
NIBIN Unit	0 (0%)	12 (32%)
High Technology Unit	0 (0%)	5 (14%)
Other	1 (3%)	2 (5%)

(continued)

Table 4.2. MPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
External resources/partners helped with investigation <sup>a</sup>		
Federal law enforcement	4 (11%)	1 (3%)
Local/state law enforcement	0 (0%)	0 (0%)
District Attorney's Office	13 (34%)	0 (0%)
Regional fusion/intelligence center	2 (5%)	4 (11%)
Crime lab	12 (32%)	0 (0%)
Community-/faith-based organization	0 (0%)	0 (0%)
Public tip line	0 (0%)	0 (0%)
Fire Department	0 (0%)	12 (32%)
Medical Examiner	0 (0%)	12 (32%)
Other	0 (0%)	0 (0%)
Technologies used in investigation <sup>a</sup>		
Hidden recording device	0 (0%)	0 (0%)
License plate reader	0 (0%)	1 (3%)
Facial recognition	0 (0%)	1 (3%)
Social network data	3 (8%)	1 (3%)
Gunshot detection	9 (24%)	12 (32%)
Firearm/toolmark identification	27 (71%)	32 (86%)
Gun trace	0 (0%)	0 (0%)
Digital data	4 (11%)	10 (27%)
Video data	7 (18%)	12 (32%)
IMSI-catcher	0 (0%)	0 (0%)
Cell phone location	1 (3%)	2 (5%)
Vehicle computer data	0 (0%)	0 (0%)
Other	4 (11%)	3 (8%)
Social media investigated		
No	33 (87%)	24 (65%)
Yes	5 (13%)	13 (35%)
Search warrant executed		
No	28 (74%)	6 (16%)
Yes	10 (26%)	31 (84%)

(continued)

Table 4.2. MPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Community group/leader asked to help with investigation		
No	38 (100%)	37 (100%)
Yes	0 (0%)	0 (0%)
Investigator made further contact with patrol officer(s) who responded to scene?		
No	19 (50%)	7 (19%)
Yes	19 (50%)	30 (91%)
Suspect interviewed by an investigator		
No	21 (55%)	10 (27%)
Yes	17 (45%)	27 (73%)
Suspect confessed to the crime		
No	31 (82%)	27 (73%)
Yes	7 (18%)	10 (27%)

<sup>a</sup> Response options are not mutually exclusive so values may sum to greater than 100%.

As can be seen in Tables 4.1 and 4.2, the sample of fatal and non-fatal shooting cases reviewed by the NCCP team differed in characteristics related to both the incident and MPD’s initial response and follow-up investigation. Some of these differences may exist because a greater percentage of fatal shooting than non-fatal shooting cases reviewed by the NCCP team were cleared by arrest or exceptional means (70% to 47%, respectively). The NCCP team requested an even number of cleared and uncleared cases for each type of shooting, but it appears the case closure designations that were associated with cases were not always accurate.

Notably, one can see in Table 4.2 that fatal shootings received a more robust investigative response compared with non-fatal shootings. For example, among the 37 fatal shootings reviewed here, four or fewer patrol officers responded to the scene in 11% of cases. Among the 38 non-fatal shootings reviewed, four or fewer patrol officers responded 56% of the time. A patrol supervisor was present at the scene of 30 of the fatal shootings and three of the non-fatal shootings. Although a detective responded to every shooting scene we reviewed, multiple detectives responded to the scene of 86% of the fatal shootings but that was true for only 55% of the non-fatal shootings. Although other differences exist between the fatal and non-fatal shootings we reviewed, these are difficult to interpret given the difference in the proportion of cases that were cleared between the shooting types.

In addition to the findings described in Tables 4.1 and 4.2, for each case RTI recorded the investigative components that appeared to have contributed to case clearing for those cases that were cleared as well as the investigative components that may have led to additional investigative leads if they received sufficient investigative attention. Among the 18 cleared non-fatal shootings, audiovisual data, a fast response to the scene, and witness/victim cooperation most often contributed to case clearance by arrest

or exceptional means. Among the 26 cleared fatal shootings, ballistic evidence, suspect vehicle information, audiovisual data, a fast response to the scene, and witness/victim cooperation most often contributed to case clearance. Among the 37 non-fatal shootings, in 27 cases (73%) there appeared to be investigative components that might have generated new leads if they had received additional investigative attention. These components included further witness/victim follow-up, further suspect follow-up, appealing to the public for information, further use of technologies, and additional evidence collection, especially of video footage. Among the 38 fatal shootings, in 10 cases (26%) there appeared to be investigative components that might have generated new leads if they had received additional investigative attention. These components included further witness/victim follow-up, further suspect follow-up, appealing to the public for information, and further use of technologies.

In Section 5, we discuss findings from our site assessment, including findings discussed here and findings from interviews with agency personnel, personnel within partnering organizations, and community representatives; site observations; and a review of agency policies, training materials, and other documents.

## **5. Site Visit Findings**

### **5.1 Staffing, Organization, and Caseload**

#### ***5.1.1 Case Assignment***

Detectives in MPD's Homicide Division and VCD work an 8-hour fixed shift, 7 days a week. Shift times are 8:00 a.m.–4:30 p.m., 4:00 p.m.–12:30 a.m., and 12:00 a.m.–8:30 a.m. MPD utilizes a teamwork approach to investigate non-fatal shootings and homicides. There is no written protocol detailing the assignment of a case to a specific lead detective. Instead, the cases are worked as a team and assignments are designated by the squad sergeant.

Upon notification of a new homicide or non-fatal shooting, the squad sergeant assigns detectives to handle specific tasks such as controlling the crime scene, responding to the hospital, and canvassing for video recordings. When the shift during which an incident occurred ends, the original squad meets with the oncoming squad and apprises them of the case details. The oncoming squad then takes over the case and the sergeant assigns those detectives with additional tasks. This process occurs until fresh leads have been exhausted.

Interviews revealed that case assignments are based on informal practices, and there are no policies that specify who is responsible for ensuring that cases are thoroughly investigated once the initial investigative stage is completed. Some interviewees said that the scene detective was responsible for homicide cases, while non-fatal shootings were informally assigned to the detective who responded to the hospital. Other interviewees said that the squad sergeant was considered the "lead" and was responsible for designating ongoing investigative tasks to the detectives. The definition of "case assignment" was also ambiguous. Some detectives stated that the term simply referred to who would be responsible for presenting the case to the prosecutor upon case closure. Others stated that being assigned a case meant taking ownership of the investigation until closure. At least one interviewee stated that some detectives took ownership of cases, while others did not.

One consequence of not designating a specific detective to be the case “lead” is the lack of accountability during the follow-up investigative stage. A review of case files revealed that, for the most part, both homicide and non-fatal shootings were aggressively investigated in the early, initial stages of the investigation. However, once initial leads dried up, investigative follow-up on cases decreased significantly. There did not appear to be accountability for following up on open, inactive cases, even those with remaining suspects or valid leads to follow. The case file review also indicated that open investigations were designated “inactive” without a final review of approval. This indicates that, although MPD’s teamwork approach is effective in the early stages of an investigation, assigning one detective to be the lead investigator could help promote accountability for ongoing investigations in cases that remain open. Additionally, interviewees said that the current case assignment process means that detectives are often assigned to interview witnesses and/or suspects for cases in which they lack sufficient knowledge of the case details, which would not be the case if a lead detective was responsible for conducting key interviews in their case.

Recommendations	4	<p><b>Develop a rotation system for assigning one detective as the lead for each homicide and non-fatal shooting case.</b></p> <p>This assignment system should be documented in policies and/or SOPs. The lead detective should have 100% responsibility and accountability for that case, and all activities for an individual case must be at the direction of the assigned detective. The detectives can still use a “teamwork” approach to work the cases with the assistance of their squad and others, but the ultimate responsibility to ensure that all leads are addressed should fall on the assigned detective. The role of case lead should not be given to the sergeant, as there are too many cases for a sergeant to manage as lead (see Recommendation 12).</p>
	5	<p><b>Require that certain significant investigative tasks, such as interviewing a suspect, are handled by a detective with direct knowledge of the case (e.g., the lead detective).</b></p>

### 5.1.2 Managing Homicide and Non-fatal Shooting Caseloads

MPD handled 214 homicides in 2022 and had 37 detectives to investigate these incidents. If distributed evenly, the caseload per detective would be 5.8 homicides, which would be within the recommended caseload of 4 to 6 new homicide cases per year (Police Executive Research Forum [PERF] & BJA, 2018). However, the assessment team found that no interviewees were able to pinpoint how many cases detectives were *actually* assigned to work on a yearly basis. Most detectives stated that they work “all” of the homicides, which is in line with the teamwork approach that MPD currently uses for homicide investigations.

Additionally, the assessment team found that detectives in the Homicide Division are also often tasked with working other types of cases. For example, one interviewee indicated that during the first 6 months of 2023, they worked 15 homicides, 10 death investigations, and 10 to 15 non-fatal shooting cases, in is that, when possible, police agencies should seek to maximize the amount of time that homicide practice detectives spend investigating homicide cases by limiting their time performing other duties (Carter, 2013; PERF & BJA, 2018). These additional assignments can result in homicide evidence inadvertently remaining untested or unexamined, delays in following up on leads and interviews, and less effective homicide investigations overall. When investigators are unable to maintain momentum while working homicide

<sup>1</sup> MAIT is a regional taskforce made up of several agencies that is mobilized for large-scale crime scenes and investigations, such as mass shootings.

cases, the victim’s family, friends, and the community at large can perceive this as a lack of commitment on the part of the detectives and MPD. The same can be said for non-fatal shooting investigations because these crimes often have similar characteristics to murders and can lead to subsequent shootings if offenders are not held legally accountable. Fatal and non-fatal shootings should be prioritized and receive the attention and resources required for MPD to clear a high percentage of these serious violent crimes.

Another factor adding to detective workload is that the rise of digital evidence has increased the number of investigative tasks that detectives must perform for each case. For example, detectives must now review large volumes of cell phone data, cell tower information, social media postings, and video evidence. Furthermore, unlike most other departments, MPD detectives are tasked with collecting physical evidence, completing scene diagrams, and taking measurements at the crime scenes they investigate. See Section 5.4.1 for more details on the Forensics Division and evidence collection responsibilities.

During 2022, the VCD had 33 detectives assigned to the unit. They were tasked with investigating 877 non-fatal shooting cases and handling most other aggravated assaults, which numbered 7,116. The non-fatal shooting caseload alone for these detectives is 26 cases per year. When the other aggravated assault cases are added to this number, the resulting caseload is incredibly large. Based on interviews and case reviews, it is evident that non-fatal shooting investigations lack follow-up after the initial few days. Some of this is likely due to the overwhelming number of cases handled by VCD detectives. We make several recommendations regarding investigator workload aimed at improving shooting clearance rates.

<b>Recommendations</b>	<b>6</b>	<p><b>Develop a stand-alone division dedicated to investigating non-fatal shootings.</b></p> <p>This new division would dedicate more time and resources to focus on non-fatal shooting cases and provide a training ground for the MPD to recruit from when filling vacancies in the Homicide Division.</p>
	<b>7</b>	<p><b>Staff the Homicide and Non-fatal Shooting Divisions so that lead investigators are assigned a reasonable caseload. Ideally, this includes no more than six new homicide cases and no more than 10 to 12 new non-fatal shooting cases each year.</b></p> <p>The new homicide case number is aligned with the national best practice for a homicide caseload (PERF &amp; BJA, 2018). Although there is no national standard for non-fatal shooting investigator caseloads, the new homicide case number would likely result in a manageable caseload for investigators and enable them to thoroughly investigate each non-fatal shooting while remaining feasible given a shortage of qualified investigators.</p> <p>Supervisors should track and document the caseloads of the detectives under their command. Supervisors should also monitor the complexity of cases and check in with detectives about whether they are able to keep up with their caseloads.</p>
	<b>8</b>	<p><b>Maximize the amount of time that detectives spend investigating homicides and non-fatal shootings by limiting their time performing other duties.</b></p> <p>MPD should review the duties performed by homicide and non-fatal shooting detectives and, when possible, limit their roles to investigating these serious crimes. Additionally, MPD should explore whether civilian staff could accomplish some of the more routine activities performed by investigators, allowing detectives to focus more effort toward following up on investigative leads.</p>

**Consider developing a systematic process for triaging non-fatal shooting and other violent crime cases for investigations.**

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To address their large violent crime caseloads while maximizing the percentage of violent crimes that are cleared, MPD should consider using a set of evidence-based solvability factors to prioritize non-fatal shooting cases for more thorough investigations. This could also be applied to the violent crime offenses investigated by VCD. The NCCP team can assist MPD with developing and implementing this system. To effectively use solvability factors to triage cases, we recommend the following:

- a. Use solvability factors consistently and thoroughly document them in written policy.
- b. Train CIB sergeants on how to use the solvability factors to assess cases. Patrol officers and dispatchers should be trained on how to elicit and report information that addresses these factors.
- c. Allocate greater investigative priority to more severe forms of violence than less severe forms.

### *5.1.3 Attracting Detectives to the Homicide Division and VCD*

Several interviewees told the assessment team that MPD's Homicide Division and VCD are not currently considered desirable assignments for detectives. As a result, it has been difficult to attract and retain adequate numbers of detectives for these units, and the assessment team learned that the recent increase in violent crime has led MPD to pull detectives from specialty units to keep the Homicide Division and VCD adequately staffed. Interviewees said that historically these assignments were hard to attain and therefore only proven, well-performing detectives were accepted to these divisions. In recent years, however, newly promoted detectives have been assigned to these units as a first assignment due to their having no seniority within the rank.

Those interviewed cited several reasons for why the Homicide Division and VCD are no longer considered desirable assignments. One reason is the that the current caseload, in which detectives must respond to or handle multiple investigations per week, is seen as overwhelming and unmanageable. Another reason is the difficulty of working homicides and non-fatal shooting cases due to the lack of cooperation from surviving victims and witnesses. Additionally, interviewees said that the level of effort needed to work each case has increased substantially due to the need to employ various technologies for investigations.

Although MPD detectives receive a pay increase upon being promoted to detective, they explained that working conditions are much more comfortable in investigative assignments other than the Homicide Division or VCD. For example, detectives feel that it is much easier to investigate a few car thefts or burglaries per week than to be burdened with shooting cases that have increased internal and public interest and scrutiny and are much more exigent in nature. Importantly, this has become a common complaint within agencies across the country and does not appear to be unique to MPD.

**Create incentives for detectives to apply for homicide and non-fatal shooting assignments.**

MPD should explore ways to incentivize detectives to work on homicides and non-fatal shootings in order to draw experienced, well-performing detectives to investigate these crimes. MPD leaders should conduct interviews with detectives, supervisors, and CIB leadership to determine what would make the Homicide Division and VCD more appealing to experienced detectives.

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One incentive that MPD should consider includes implementing a pay structure similar to the Los Angeles Police Department, which has three paygrades within the detective rank: Detective I, Detective II, and Detective III. The pay and responsibilities increase within each grade, and demanding or more hazardous assignments are reserved only for the higher grades. The New York Police Department also uses a similar configuration.

The NCCP training and technical assistance team can work with MPD to identify evidence-based methods for recruiting and retaining qualified investigators in the Homicide Division and VCD.

**5.1.4 Assessing the Value of Eliminating Afternoon and Overnight Shifts for Shooting Detectives**

Currently, detectives in MPD's Homicide Division work three shifts, 7 days a week. The assessment team learned during interviews that the most experienced detectives assigned to homicide cases work the day shift. This is because detectives with seniority generally request to work the day shift. As a result, the afternoon and overnight shifts are typically staffed with less-experienced detectives, which negatively impacts the ability of newer detectives to learn from senior, more experienced investigators. Additionally, many agencies say that working only the day shift is a benefit to a detective's work and home life, and this type of shift schedule might attract qualified investigators to apply for and remain in the Homicide Division.

There is some evidence that agencies can save money by moving to a daytime-only shift schedule, with an on-call system for responding to murders after hours while still effectively investigating every murder (Carter, 2013). Others, however, disagree and advise that an overnight shift is better than an on-call system (PERF & BJA, 2018). Given the impact of a fast and robust initial response on case clearance, an on-call model may only work if MPD has the resources required such as take-home cars and the availability of overtime. Because there is much to consider, including operating expenses, and the availability of support personnel at different times, the distribution of shootings across hours of the day, we recommend that MPD assess the value of moving to a daytime-only shift for shooting detectives before altering their current shift schedule.

**Given the benefits of a daytime-only shift schedule, MPD should assess the costs and benefits of eliminating the afternoon and overnight shifts for shooting detectives and moving to an on-call system during these times.**

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The NCCP team can assist MPD with conducting this assessment and evaluating the outcomes of any newly implemented shift schedule should MPD decide to change its current model.

## 5.2 Leadership, Supervision, and Training

A strong leader should provide the necessary support, guidance, mentorship, and resources to ensure the people under their command are able to achieve agency goals. In the area of homicide and non-fatal shooting investigations, the department's leadership must ensure that detectives have the appropriate training, guidance, resources, and support.

### 5.2.1 Supervision

The Homicide Division and VCD each currently have one lieutenant and two sergeants that supervise each of their three shifts. Each shift has between 10 to 15 detectives assigned. This supervisor-to-detective ratio is acceptable compared with departments across the nation. A goal should be to have one sergeant for every 4 to 6 detectives (Carter, 2013) Detectives assigned to a squad essentially report to any of the supervisors on their shift and they do not report to a direct line supervisor. Squad supervisors have offices close to but not in direct proximity to detectives in the same squad room.

Interviews with personnel, as well as an analysis of cleared and open cases, revealed that sergeants in the Homicide Division and VCD typically act as case leads. Many reports written by detectives indicated that they were performing tasks at the direction of a supervisor as opposed to being directed by the lead detective assigned to the case. This situation is not ideal, as Homicide and VCD detectives should be the ones performing, directing, and coordinating all activities concerning their assigned cases, not division supervisors. The supervisor's role should be to provide guidance, oversight, and accountability to detectives and ensure that detectives have the resources and support necessary to carry out their duties.

The assessment team found that Homicide and VCD detectives do not receive regular, comprehensive case reviews with their supervisors. Furthermore, supervisors rarely review any of the detectives' case packages for the content, thoroughness, or quality of the reports or investigation. In short, detectives do not explain to supervisors why cases are not solved, what efforts they had made or failed to make, and what resources or information they might need to solve a case. Detectives also noted that very often, after a case is 1 or 2 weeks old and has no leads, it drops off the radar of supervision and the department as a whole and most likely will not be visited again.

Regular case reviews and systematic supervision can improve investigations and may ultimately increase clearance rates. Case reviews and enhanced supervision are particularly important at this time in MPD's history given the noted inexperience among its detectives, including homicide detectives, within the department. First-line supervisors (sergeants) have the most direct interaction with the detectives and therefore should play a significant role in ensuring that shooting investigations are comprehensive and well-documented and that investigators are performing adequately or receiving additional training in order to do so.

Recommendations	12	<p><b>Ensure that sergeants are spending their time in a supervisor capacity, as opposed to handling cases as a detective or serving as the lead.</b></p> <p>Assigning a lead detective will allow sergeants to supervise and allow the lead detective to assign tasks for their cases with the assistance of the sergeant (See Recommendation 4). The supervisor’s duty and responsibility should be to ensure that the detective has what they need to move cases forward and to provide guidance and accountability as needed.</p>
	13	<p><b>Require sergeants and lieutenants to conduct regularly scheduled case reviews.</b></p> <p>A case review involves performing a thorough review of the entire case file and communicating with the lead detective to determine what tasks have been addressed and what tasks are outstanding, as well as prioritizing further steps, brainstorming leads, and ensuring that all investigative work has been properly documented. Simply asking a detective to give an update on the status of an investigation is not a case review.</p> <p>The purpose of a case review is to ensure that all investigative leads are addressed and documented, and that a thorough investigation has been completed. A secondary goal is to hold a detective accountable and ensure the detective is following protocol. Case reviews will also help identify training needs for individual detectives and possibly the entire unit. All case reviews should be well-documented and include details on the investigative plan of action.</p> <p>Although the sergeant may conduct the initial case reviews, the lieutenant should conduct a review within 30 days of a case being assigned. Case reviews should be conducted on all unsolved investigations no more than 60 days after case assignment.</p> <p>As part of the case review process, the assigned lead detective would be required to complete a single summary report documenting the facts of the case and all investigative steps that were taken. Once the lead detective completes the report, an in-person meeting must be scheduled to include the assigned detective, their supervisor, and the unit’s lieutenant. The entire case package should be reviewed at that time to ensure that it is complete.</p> <p>The case review requirement and process should be documented in the Homicide Division/VCD Manual (see Recommendation 1).</p>
	14	<p><b>Implement direct line supervision for detectives investigating homicides and non-fatal shootings.</b></p> <p>Individual detectives should be required to report to a single supervisor unless that supervisor is not available. This approach will promote accountability for both detectives and supervisors. It will enhance a supervisor’s ability to monitor a detective’s daily activities, progress on investigations, and areas that detectives are excelling in or struggling with, and it will also allow CIB command to monitor the success and shortcomings of the supervisors assigned to these units.</p> <p>To accomplish this goal, MPD should staff investigative units so that there is an effective investigator-to-supervisor ratio of around 5:1.</p>
	15	<p><b>Ensure that supervisor workstations are in close physical proximity to the detectives they supervise.</b></p> <p>Although a supervisor’s primary role is to provide supervision, they are team leaders and must be physically located with their teams. Sitting among their detectives will give supervisors a better understanding of individual detective work habits, work ethics, strengths, and weaknesses and team dynamics such as the unit’s level of communication with support units. This configuration will enhance the overall accountability of their squad in real time as opposed to learning of issues at a later time.</p>
	16	<p><b>Ensure that sergeants are spending their time in a supervisor capacity, as opposed to handling cases as a detective or serving as the lead.</b></p> <p>Assigning a lead detective will allow sergeants to supervise and allow the lead detective to assign tasks for their cases with the assistance of the sergeant (See Recommendation 4). The supervisor’s duty and responsibility should be to ensure that the detective has what they need to move cases forward and to provide guidance and accountability as needed.</p>

## 5.2.2 Training

### Advanced Training for Shooting Investigators

During interviews, a common observation shared by MPD personnel was the general lack of experience among investigators and a lack of investigative experience among supervisors. The assessment team learned that all newly promoted detectives attend the MPD 3-week basic detective training school, which focuses on teaching basic investigative techniques. Two weeks of this training school occur in the classroom and the third week involves shadowing detectives in the field. The course includes the following subjects: basic investigation skills and techniques, case management and documentation, crime scene management, report writing, interview and interrogation skills, basic forensics and evidence collection, and the use of technology in investigations. This is a good foundation for homicide and non-fatal shooting detectives to build upon; however, MPD should provide a higher level of training for detectives working these critical assignments. The finding that homicide and non-fatal shooting investigators were relatively inexperienced has created a need for more specialized training in these areas.

Recommendations	16	<b>Ensure that all detectives assigned to homicide and non-fatal shooting investigations receive specialized advanced investigative training upon entering the units and throughout their tour in those assignments.</b> Training should be focused on advanced investigative techniques and best practices specific to conducting homicide and non-fatal shooting investigations. Training should cover a range of topics, including advanced forensics and evidence collection, interview and interrogation techniques, crime gun intelligence, digital and audiovisual evidence collection and analysis, social media and cell phone investigations, next-of-kin notifications, crime analysis, constitutional law, and any other laws or departmental policies specific to homicide or shooting investigations. This training should be reinforced every 2 years at a minimum.
	17	<b>Ensure that any detectives who are newly assigned to working homicides or non-fatal shootings are paired with a veteran mentor to guide them as they learn the nuances of these investigations.</b> The newly assigned detective should have a mentor to monitor and train them until they have the experience and abilities to handle a case on their own or with limited direction, as determined by the mentor and supervisor.
	18	<b>Create opportunities for Patrol and SID personnel to shadow shooting detectives.</b> Consider implementing a “shadowing” program to have patrol officers and SID personnel shadow shooting detectives in the Homicide and Non-fatal Shooting Divisions (or VCD if there is no Non-fatal Shooting Division) to learn and understand what is needed to bring shooting cases to prosecution and closure. This will also help personnel understand the various resources available to them and help build connections between officers and investigators from various units. Additionally, this can provide a useful training opportunity for officers and SID personnel who may be interested in one day becoming Homicide or non-fatal shooting investigators.

### 5.2.3 Homicide and Non-fatal Shooting Supervisor Training

Several interviewees told the assessment team that many supervisors assigned to the Homicide Division and VCD have no prior experience working these types of investigations. Some have no prior detective experience at all. Multiple interviewees felt that, as a result, supervisors sometimes give unsound advice or direction to Homicide and VCD investigations. This, of course, is no fault of the individual supervisor,

who has little or no investigative experience. Because the supervisor's role should include providing sound investigative guidance and accountability for ensuring thorough investigations, we recommend that MPD ensure shooting investigators are supervised by individuals with prior experience in these types of investigations.

Recommendations	19	<p><b>Ensure that all supervisors who oversee shooting investigative units are well-trained in these investigations and have the appropriate experience to offer sound guidance to their investigators and hold them accountable for completing thorough investigations.</b></p> <p>Supervisors in any investigative unit who do not have prior detective training or experience should attend the department's basic detective school to learn and understand the daily workings of a detective. Similarly, supervisors in the Homicide Division or VCD without any prior training or experience investigating deaths, homicides, or shooting cases should receive advanced investigations training in these areas. It is recommended that when MPD provides advanced training courses to its homicide and non-fatal shooting detectives (see Recommendation 16), all supervisors assigned to these units attend the training with their detectives.</p>
	20	<p><b>Require supervisors who are promoted without having prior investigative experience to work a case.</b></p> <p>Another way to improve the capabilities of homicide and non-fatal shooting supervisors would be for them to work a case as a secondary partner from crime scene through prosecution. In this capacity, they will see firsthand the difficulties and challenges that detectives face in their daily activities. Additionally, they will be involved with all ancillary duties that detectives perform that include coordinating and communicating with witnesses, addressing evidence and forensic issues, communicating with support personnel, consulting with medical examiners, updating victims and family members, and working with prosecutors to comply with discovery procedures and to prepare for court proceedings. This would enhance their knowledge and experience as well as make them better supervisors.</p>

### 5.3 Case File Documentation

Documentation is one of the most important aspects of an investigation. Without good documentation, it is difficult if not impossible to establish what investigative efforts have been made in a case, conduct effective supervisory case reviews, or present a clear timeline of events and evidence to prosecutors.

The case file review enabled the assessment team to identify strengths and weaknesses in how homicide and non-fatal shooting investigations are documented. The assessment team found that overall, there was good documentation for tasks that were completed. In addition to reviewing dozens of case narratives, as discussed in Section 4, the assessment team reviewed homicide M-files on site and found them to be well-organized. Although MPD appears to do an excellent job of documenting investigative activities and organizing case files, we did find instances where it was clear that things were not documented. For instance, in one case there was a Firearms Section report regarding a firearm that had been recovered, but there was no previous report mentioning the recovery of that firearm or its relevance to the case. Additionally, most case files included reports with NIBIN leads; however, there was not documentation indicating whether the NIBIN leads were addressed. Thus, MPD may benefit from further assessing their case documentation to understand how often case information is missing and why.

Interviewees stated there were two separate databases in which cases were documented. There is a SharePoint document that must be completed by the detective prior to the end of the detective’s shift. Then, at a later date, the detective must complete a more detailed report in MPD’s Tri-Tech record management system. Interviewees also stated that they must document evidence both in Tri-Tec and on a separate evidence form. The assessment team learned that prosecutors do not receive SharePoint reports, which has raised some concern about disclosure issues. Multiple interviewees mentioned that MPD’s record management system (RMS) is dated and difficult to navigate.

Recommendations	21	<p><b>Streamline the documentation process so that only one reporting method is used. This will eliminate duplicative work by detectives and address issues with discoverable material not being sent to prosecutors.</b></p> <p>Given interviewee statements about MPD’s RMS being dated and difficult to manage, MPD may want to explore options for a new system to document and share case information. The NCCP team can provide MPD with technical assistance on selecting a new RMS if desired.</p>
	22	<p><b>Consider how MPD’s M-file model compares to the Los Angeles Police Department’s “Murder Book” model (Police Foundation, 2018) to determine which model might better capture and retain case information in a standardized way for both fatal and non-fatal shootings.</b></p> <p>When reviewing a case file, one should be able have a complete understanding of exactly who has been interviewed and what they said, what evidence has been collected and, of that evidence; what has been submitted for analysis; the results of any completed analysis; whether or not video was collected and if so what it showed; any tips that were received and the follow-up of those tips; and any other task completed as part of the investigation. Based on our brief assessment of case documentation, it appears that MPD’s M-file model allows for this, but it would be worthwhile for MPD to compare the M-file model to the Murder Book model may to assess if there are ways of improving the detail and consistency of case documentation.</p>

## 5.4 Digital and Physical Evidence

### 5.4.1 Forensics Division Organization and Staffing

Currently, the responsibility for MPD’s evidence collection is divided among forensics investigators, detectives, and patrol officers. At the crime scene, detectives are tasked with recovering physical evidence, handling crime scene measurements, and completing diagrams. Officers may also assist with recovering evidence in some cases. Forensic investigators handle photographs, fingerprinting, DNA swabbing, and the collection of other types of trace evidence.

Staffing numbers in the Forensics Division are low, contributing to a backlog of evidence in the lab as well as challenges with the capacity of forensic investigators to respond to scenes. Currently, MPD has 16 forensic investigators, whereas there were previously 14 per shift. Forensic investigators are called upon to respond to all types of crime scenes, not just fatal and non-fatal shootings. There are also crime scene-trained officers, who are sworn patrol officers who are trained to take photos and assist with certain aspects of processing crime scenes.

The assessment team found that the current forensics staffing, training, and division of responsibility has contributed to several challenges. First, interviewees from detective units, patrol units, and the Forensic

Division advised that although they received basic crime scene training, much of it was on-the-job training rather than formal instruction. This may present issues as the training is informal and possibly inconsistent. Evidence collection, storage, and processing is heavily scrutinized across the country, so it is imperative that those involved in handling evidence are properly trained.

Furthermore, tasking detectives with processing crime scenes and completing the related reports takes away valuable time that detectives could spend coordinating and completing necessary investigative tasks. Crime scene forensics has evolved into a specialty vocation, and best practice in major cities is increasing the use of forensic investigators to assist in violent crime investigations to alleviate the workload of detectives.

<b>Recommendations</b>	<b>23</b>	<p><b>Consider a restructuring of the Forensics Division.</b></p> <p>With the creation of a civilianized Forensic Division, Forensic Investigators will have a larger role in homicide and non-fatal shooting crime scene evidence collection, allowing investigators to manage crime scenes, crime scene response, and focus on investigative tasks.</p>
	<b>24</b>	<p><b>Prepare for the incoming wave of new civilian hires in Forensics.</b></p> <p>Expanding the number of forensic investigators and hiring civilian personnel requires careful planning. If the Forensics Division has not already done so, the division should carefully plan for the host of changes that will result from this expansion and civilianization. This includes taking the following steps:</p> <ol style="list-style-type: none"> <li>1. Developing an organizational chart that includes lines of supervision and delineated tasks.</li> <li>2. Developing a plan for (a) all new forensic investigators to complete training and (b) ongoing cross-training between detectives and forensic investigators.</li> <li>3. Modifying workspaces as necessary, to accommodate greater numbers of personnel.</li> <li>4. Ensuring there is adequate equipment and supplies for a greater number of investigators.</li> <li>5. Developing protocols for crime scene responses to ensure work is high quality and consistent.</li> <li>6. Consider adopting national standards such as those recommended by the National Institute of Standards and Technology Organization of Scientific Area Committees and/or forensic International Organization for Standardization (International Organization for Standardization, 2017; National Institute of Standards and Technology). The NCCP can assist MPD with implementing these standards and can provide information regarding accreditation for the Forensics Division.</li> </ol>
	<b>25</b>	<p><b>Whenever possible, have a forensic investigator respond to the scene of a shooting.</b></p> <p>When on-scene, forensic investigators should assume all responsibilities for evidence collection, including taking photographs and measurements. This change will allow detectives to focus on other important tasks at a crime scene. This also has the potential to improve evidence collection practices as forensic investigators have the greatest training in current best practices.</p>

	<p><b>26</b> <b>Ensure that all Forensics Division personnel who respond to crime scenes receive formal training.</b></p> <p>A formal training program for forensic investigators will ensure their on-the-job training and experiences are supplemented with knowledge about currently accepted best practices. Additionally, all members who process crime scenes should receive specific formal training on the collection, preservation, and storage of evidence. MPD should consider additional training for the crime scene training officers if they will be used in crime scene response. MPD should continue to train detectives during the detective school on evidence collection and chain of custody procedures.</p>
	<p><b>27</b> <b>Establish formal priorities to govern the response to crime scenes by forensic investigators to ensure they work the most important cases and arrive on-scene quickly.</b></p> <p>There does not seem to be a formal priority response system for governing which crime scenes forensic investigators attend, which could result in forensic investigators not being available to process a shooting scene for some time. Because of the value of quickly and thoroughly processing a crime scene for making an arrest, MPD should set priorities so that homicides and non-fatal shootings are the top priority for forensic investigators.</p>
	<p><b>28</b> <b>Establish regular Forensics Division-wide meetings.</b></p> <p>The purpose of these meetings is to share information about Forensics Division responses, successes, challenges, and solutions. This provides an opportunity for forensic investigators to share the information they are learning during crime scene responses for the purposes of continually improving work products and processes.</p>

#### 5.4.2 Forensic Video Section

This position is currently vacant due to a retirement. This position specializes in video recovery, software needed to download video, and photos released for media purposes. Currently, department members and forensic investigators are downloading video to Axon or using the High Technology Unit. Evaluating the expansion of this section will be important to improve the collection and analysis of audiovisual evidence and free investigators to perform case work. A promising model MPD may want to adopt is the Chicago Police Department's (PD's) Area Technology Centers (ATC) (Cook & Berglund, 2021). The model includes officers responding to homicide scenes and some non-fatal shooting scenes to track down and retrieve available video. ATC personnel have access to camera systems throughout the city and put together identifications of suspects before and after shootings. Another function of the ATC is exploiting cell phone data, using license plate readers, and putting video together for prosecution. When reviewing the Forensic Video Section, consider evaluating and possibly restructuring of the High Technology Unit (see Recommendation 31), including potentially combining support services as they are in the Chicago PD's ATC model.

Many reviewed case files indicated there is often video evidence recovered. Interviews revealed that video evidence from homicide cases is not often released to the public to assist in identifying unknown suspects. The rationale given is that detectives do not want to tip off the suspect to discard evidence. Certainly, that is a valid concern. On the other hand, if after a reasonable time efforts to identify the suspect by other means are unsuccessful, then releasing video footage to the public may be helpful to the case.

Recommendations	29	<b>Evaluate which changes can be made to the Forensic Video Section so that it can better support investigations.</b>
	30	<b>Draft a policy regarding the release of video footage to assist in the identification of unknown suspects.</b> After investigative leads are exhausted, consideration should be made for the quicker release of video footage.

### 5.4.3 High Technology Unit

The High Technology Unit is under the direction of the Fusion Division and is responsible for cell phone exploitation, computer forensics, and child pornography. It currently is staffed with only one person, down from six employees several years ago. Investigators interviewed mention that some of the cell phone exploitation software licensing is out of date, so investigators know that no information will come back from the unit. These deficiencies pose challenges during a time when the volume of digital evidence has expanded. There is too much digital evidence for one person to process on their own, and, as a result, investigators are being tasked with performing the searching for and extraction, processing, and analyzing of the data, or they are not using potential information or data from cell phones.

Recommendations	31	<b>Evaluate how the High Technology Unit is organized and its staffing to determine which changes can be made to the unit so that it can better support investigations.</b> The High Technology Unit performs critical tasks that can aid investigations and prosecutions. An assessment of the staffing capacity, including the number of staff members and their skills, can reveal gaps that need to be addressed. Additionally, MPD should consider moving the High Technology Unit within the Forensics Division so that evidence collection, analysis, and management is within a single division. This may enhance the coordination of activities, personnel, and supervision.
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### 5.4.4 Firearms and Ballistics Evidence

Identifying, processing, and investigating leads from crime gun evidence is a complex process that involves many steps. Ballistics evidence must be collected and processed, then images must be entered into NIBIN. The follow-up components of a successful crime gun intelligence process cannot be ignored; intelligence must inform operations. After crime gun intelligence has been developed through NIBIN leads, the information must be triaged and used in investigations, with the eventual goal of case closure. A final component of this process entails assessment, accountability, and sustainability. A critical part of any crime reduction initiative entails assessment and accountability by supervisors so improvements can be made. Sustainability is fostered through the adoption of formal procedures and processes to which people are held accountable. This intelligence-led, evidence-based process utilizes fair and impartial policing techniques.

Crime gun intelligence at MPD is handled by the NIBIN Unit within the Fusion Division. MPD follows the Crime Gun Intelligence Center (CGIC) model by partnering with ATF to produce “actionable intelligence concerning gun crimes to identify armed violent offenders for investigation and targeted enforcement” (Koper et al., 2019). The unit is responsible for investigating NIBIN leads and consists of one detective who works the day shift, two officers who work the evening shift, one MPD sergeant, ATF contractors, a

triage officer, and officers who work various shifts making NIBIN entries. ATF Task Force Officers (TFOs) within MPD's SID also work on investigating crime gun leads.

The assessment team found that MPD has an exceptional understanding of the crime gun intelligence process, including comprehensive evidence collection, evidence processing, crime gun tracing, NIBIN entry, and test firing processes. The assessment team also found that personnel who work in this area are well qualified. However, despite all MPD's successes with its CGIC, the assessment team did identify a few limitations. First, it appears that the capacity of work is currently overwhelming for personnel. The assessment team learned that 10 to 30 new NIBIN leads come in daily (or 300 to 400 each month), which ranks in the top five in the nation. This represents a massive amount of intelligence investigators must follow-up on. This volume of intelligence is impressive but appears unmanageable for detectives.

Additionally, the assessment team heard that although the NIBIN Unit and ATF TFOs may work on similar tasks, there is little communication between the two groups due in part to differences in shifts and confusion over who is handling a particular investigation. For the sake of accountability, staffing capacity, assignment of leads, and resource management, it might be beneficial if all NIBIN leads and crime gun processing flow through a single group. The NCCP team has found that a promising practice in CGICs across the country is to create a unit to assist in the investigation process of these multiple leads to help investigators in real-time identification and targeting the persons who are actively engaged in shooting incidents in the city of Milwaukee. Expansion and consolidation of the CGIC/NIBIN group will provide investigators with the necessary resources and organization to assist detectives in case closure.

Some interviewees also told the assessment team that a lack of continuity in the detective who is handling a single case at any given point can make it difficult to ensure that NIBIN leads are properly documented or followed up on. For example, the detective who started a case may not be the one who conducts the complete investigation, and it can be difficult to identify which detective is in charge of a case at a given time. This challenge, as well as recommendations for designating a lead detective for each homicide and non-fatal shooting case, is discussed in more detail in Section 5.1.1 of this report.

Finally, the assessment team learned that although ATF has provided MPD with access to its web-based investigative tool NIBIN Enforcement Support System (NESS), MPD personnel do not utilize the tool. NESS is useful for capturing all shooting events and leads generated from correlated casings and firearms evidence (National Integrated Ballistic Information Network, 2023).

**Consider creating a dedicated investigative unit to follow up on NIBIN leads.**

32

MPD uses a process to enter images into NIBIN and examine leads the same day shell casings are collected. This generates rapid intelligence about guns linked to multiple shooting scenes. A gap, however, exists between the NIBIN intelligence and investigative action. Currently, MPD has an extremely high number of monthly leads (300 to 400). Each lead is linked to multiple incidents and multiple pieces of new intelligence that is currently not being maximized for case closure.

Detectives do not currently have the capacity to take on this investigative responsibility. Investigative resources are not necessarily diminished, just reassigned to investigate multiple shootings under a single crime gun investigation, thus supporting MPD’s violent crime reduction strategy.

To address this, MPD should consider establishing a dedicated investigative unit within CGIC that is responsible for following up on NIBIN leads that connect multiple shootings. This will help ensure that all information, including crime analytical support, flows through one source and space. The CGIC is most effective when surrounded by an intelligence component and investigative teams working together. This dedicated investigative unit can aid in clearing current crimes under investigation, assist investigators in conducting follow-up on NIBIN related shootings, generate leads in cold cases, and use federal resources to bring cases to closure.

**Evaluate the NIBIN triage process to help alleviate caseloads and improve capacity.**

33

Currently, the triage of the 300 to 400 cases per month is handled by an officer who has other duties including test fires. As a result, a detective must assist with the NIBIN triage process, which takes away time that could be spent doing investigative work. ATF personnel used to perform the triage process but have shifted to NESS entry, which duplicates work the triage personnel are doing for a system that is currently not utilized by MPD. MPD should consider implementing a triage process using a full-time MPD member with an investigative background or a NIBIN contractor with an investigative background. This person could perform the triage of cases for solvability while also involving crime analysis in the process.

**Consider using the NIBIN National Correlation and Training Center (NNCTC) (National Integrated Ballistic Information Network, 2023).**

34

Use of the NNCTC will free up personnel from correlations on the MatchPoint machine and enable them to perform other duties within the CGIC. Entry technicians will still be able to enter and match items themselves when needed. MPD should work with ATF supervision to get assistance with starting this process.

**Modify the firearms tracing process.**

35

Currently, bulk entry tracing is done once a week, with the Gun Desk personnel going to the Property Control Section (PCS) to pull the firearm to verify the gun information before coming back and typing in the information in eTrace.

MPD should consider modifying the front end of the firearms tracing process so that everything is managed through a single point when the firearms are first handled out of evidence. This will assist with evidence only being handled and unpackaged once, and it will be timely so that tracing will occur immediately. If done at the test fire phase, the corrections on the firearm sheet could be made or information needed could be added so that the Gun Desk would not have to go to the PCS to obtain information. This would free up Gun Desk staff for other duties in the CGIC.

36	<p><b>Develop regional ease of NIBIN entry with federal partners to assist with timeliness.</b></p> <p>This 24-/48-hour entry of ballistics evidence is extended to federal partners. Assessors found that the U.S. Marshals Service and TFOs do recover a lot of firearms and are on a current 1-week bulk entry. Once the process is in place to accommodate the federal stakeholders, MPD should evaluate the process to allow immediate entry.</p>
37	<p><b>Leverage the availability of NESS</b></p> <p>Although ATF has provided MPD with access to NESS, the assessment team learned that MPD personnel do not currently utilize it, based on MPD's own internal NIBIN tracking system. MPD should explore how NESS could be useful for documenting and coordinating information about shooting incidents and NIBIN leads.</p>
38	<p><b>Establish department-wide training on gun crime investigations and NIBIN.</b></p> <p>MPD should develop NIBIN and ballistics evidence training to be offered during roll call, in-service training, and continued training in the academy. This training should address the importance of searching for, handling, and recovering firearm evidence; departmental policies regarding responses to calls for shots fired or ShotSpotter calls; canvassing neighborhoods; identification of potential witnesses to further the investigation; and means of community outreach. The training should also include the importance of officers and detectives asking the appropriate questions of victims, witnesses, and suspects during gun crime investigations.</p>
39	<p><b>Expand the ATF Task Force Officer program.</b></p> <p>MPD should consider expanding the ATF TFO program to provide access to additional ATF resources, leverage investigative capabilities outside of MPD's jurisdiction, and expand operational responsibility with NIBIN case work. TFOs are not fully integrated with ATF special agents and supervision because of the assignment to different units, working hours, and days worked. The creation of a dedicated unit and co-location will enhance the use of TFO resources and their ability to work with external partners.</p>
40	<p><b>Establish a daily briefing with the CGIC group.</b></p> <p>Coordination through a daily internal NIBIN briefing within the CGIC group will help with supervisor accountability, deconfliction of case work, and managing support services. The importance of this briefing for supervisors relates to them managing large case linkages, with multiple investigators assigned under one large case investigation. Supervision of federal resources, crime analyst work on investigations, and investigative follow-up should be key topics covered in the briefing.</p>
41	<p><b>Improve communication and coordination between MPD and ATF.</b></p> <p>When it comes to CGICs, co-location with ATF and other external partners is a best practice toward utilizing the same resources, improving communication, facilitating intelligence sharing, improving accountability, and reducing duplication of efforts. MPD should consider assigning ATF TFOs to the CGIC group as an operational component and a firearm trafficking component.</p>
42	<p><b>Revive the practice of holding weekly NIBIN meetings with stakeholders.</b></p> <p>This will increase communication flow to and from patrol and investigations, crime analyst involvement in case work, ATF support, prosecutor involvement pre-arrest, and accountability for investigative supervisors. Furthermore, this meeting will share intelligence, identify ways to coordinate with other ongoing investigations, focus on investigations that have the most prosecutorial promise, and outline the follow-up needed on the most solvable violent crime cases. This would be separate from other violent crime meetings.</p>

43	<b>Consider designating and training NIBIN liaison officers.</b>
	Designate liaison officers at each district patrol station who would receive extra training and augment and interface with CGIC. These officers would serve as a point of contact in their respective district and would be familiar with procedural and legal issues relating to firearms, firearms identification, interpreting trace results, and evidence collection and processing associated with CGIC. These officers and their supervisors would be responsible for MPD's Blue Level cases assigned to the districts as well as the Green Level situational awareness leads.
44	<b>Engage patrol more in shooting investigations.</b>
	The CIB, SID, and CGIC should engage patrol more in shooting investigations with the district liaisons and patrol crime meetings. The district crime analyst should also be involved in the meetings to assist with the communication flow of intelligence products and to give patrol a resource for assisting in the solvability and closure of gun crime cases. There are multiple benefits to engaging patrol in shooting investigations, including increasing their understanding of crime gun intelligence and other sources of evidence and improving information and lead sharing between patrol officers and investigators (Huff et al., 2023).

#### 5.4.5 Property and Evidence Storage

Recommendations	45	<b>Review shooting-related evidence storage facilities and equipment at the district level.</b>
		The assessment team learned that evidence storage capacities at the districts may be stretched thin and may need to be assessed to ensure that adequate capacity and equipment exists to properly store firearm evidence, including guns and shell casings.
	46	<b>Review evidence storage procedures and policies and ensure that standards exist to promote consistency and accountability in this area.</b>

### 5.5 Building Community Trust and Engagement

Based on feedback received from more than a dozen community-based interviewees, it is clear that MPD is doing a great job engaging the community. Many interviewees noted that the new police chief has been instrumental in improving community perceptions of the department and fostering closer working relationships with community organizations. Although MPD is recognized by community-based groups and leaders as having made considerable strides in building trust and increasing engagement in the community, some recommendations emerged that could help expand and improve MPD's existing community efforts.<sup>2</sup>

<sup>2</sup> A detailed report from a complementary RTI project, Project Community-Law Enforcement Alignment to Resolve Shootings (CLEARs), will be made available to MPD command staff. The report will include additional findings and recommendations based on data collection from MPD personnel in community-engaged positions, leaders of community-based organizations, and residents about their perceptions of MPD's level of community engagement, methods of communication and information-sharing, and community participation in the investigative process. The CLEARs report will also contain a detailed inventory of community-based organizations active in the gun violence response and prevention space.

### 5.5.1 Enhancing Community Engagement

Recommendations	47	<b>Incentivize the community-based work of MPD officers and other personnel.</b> This is true not only for officers and personnel in community-based assignments, but also for officers who are involved in community-based activities as part of their other assigned duties. Even if incentives are not necessarily monetary or financial, finding ways to give kudos, credit, or acknowledgment, or to document these efforts for purposes of performance reviews, will encourage and reinforce continued community-focused efforts, which should go a long way in the eyes of the community.
	48	<b>Consider an internal community engagement training for MPD officers and staff.</b> Although community engagement is authentic and is difficult to teach, training in soft skills such as how to talk to or approach people, how to manage and implement self-care, how to de-escalate situations, or how to talk to the media, could be valuable for members. One community-based organization, the Journey House, is actively training community stakeholders in Sky Breath Meditation. This could also be an option for MPD training. Any additional training on community engagement could be incentivized, such as requiring one training event or activity per quarter to be considered for promotion, but it is important to recognize that officers are already balancing many tasks and not to make mandatory trainings too cumbersome.
	49	<b>Consider additional support for the Community Relations and Engagement Manager (CREM).</b> The CREM position within MPD, which is viewed positively by the community, is a relatively new position that was created within the last year in response to a recommendation from the Fire and Police Commission. Given that this is a civilian position, a new position, and a position that reports directly to the chief, the addition of the position demonstrates MPD's commitment to community engagement as a priority. Currently, the CREM is being asked to lead a lot of efforts and there will be a lot of attention paid to the initiatives stemming from the position. Additional support or personnel positions could be helpful to ensure that initiatives have the support needed to succeed. For example: <ul style="list-style-type: none"><li>a. The PAL could use its own coordinator given the size and coordination needs of the program.</li><li>b. Partners who have been involved will be expecting follow-through for the formal community engagement plan stemming from ongoing Public Safety Listening Sessions. The Wisconsin Police Forum will prepare a report with community feedback from the listening sessions to inform a citywide community engagement plan. The CREM will likely need support to implement, prepare, and strategize for rollout of the plan given the high-profile nature of the efforts informing it.</li></ul>

One interviewee suggested that the PAL program needs additional officer support to increase its support from seven officers it has currently to at least 30 officers. Based on our assessment, the PAL program seems valuable to MPD, so the department may want to consider strengthening and sustaining the program. There is some evidence that these types of programs have positive benefits (Rabois & Haaga, 2002), but the assessment team recommends that MPD work with a research partner to evaluate the costs and benefits of any investment it makes in the program. A research partner may be able to obtain external grant funding to conduct this evaluation.

**Review the selection criteria for officers to participate in PAL and how they are compensated.**

PAL is not a time-and-a-half position for overtime, but there are other positions in the department that do provide overtime compensation at time and a half. This puts PAL at a disadvantage as officers are likely to pursue other opportunities that provide overtime. Further, PAL was initially launched for the rank of police officer, but there are lieutenants and other ranks who want to be involved in the program.

### *5.5.2 Coordinating with Community Partners*

MPD has strong existing partnerships with many community-based organizations. One of the strongest and most formalized partnerships is with Safe and Sound, which embeds civilian Neighborhood Safety Coordinators (NSCs), who are employees of Safe and Sound, within MPD districts for 2 days per week. On the other three working days, NSCs are back in the community with the Safe and Sound organization. This is a rather novel approach through Community Prosecution (sometimes referred to as Partnership) Units (CPUs) to improve community relationships with the police department. NSCs and Community Organizers (COs) from Safe and Sound are engaged in direct community outreach efforts. Safe and Sound staff focus on efforts such as nuisance properties or concerns and Crime Prevention Through Environmental Design, as well as on facilitating meetings with MPD to review community concerns and criminal incidents to develop strategies to address concerns.

MPD brings criminal incidents or cases to weekly or monthly CPU meetings within districts. There is variation between districts in the structure and logistics of the CPU meetings, but typically an Assistant District Attorney or city attorney, trauma response professionals, the NSC, and MPD personnel are all in attendance. MPD also shares information with residents through block club meetings and district-level Crime and Safety meetings, which Safe and Sound staff also attend. Residents can share information directly with police during these meetings, such as discussing certain streets or houses that are of concern. Safe and Sound staff reported close relationships and good communication with MPD staff, with many reporting that they work closely with CPU officers and community liaison officers (CLOs) most often, but interaction and frequency of communication between Safe and Sound staff and MPD varied by district.

MPD's partnership with the City of Milwaukee's Office of Violence Prevention (OVP) is also formal in that referrals are made to OVP's 414 Life program for violence interruption activities. However, there appears to be a lack of information or awareness among frontline officers about the role of 414 Life and what exactly they do in response to referrals made by MPD. This lack of information has led to some skepticism about the program and its impact.

In terms of coordination with community groups, MPD is present at PSR meetings, which include community-based partners to discuss recent incidents involving firearms, as well as Violence Response Public Health and Safety Team meetings, which include public health and public safety partners, including community-based organizations, to share data and coordinate crime prevention strategies. Still, the representatives of community-based organizations that we spoke with stated that their crime prevention efforts would benefit from additional information sharing and coordination with other community-based organizations and law enforcement. There may be an additional opportunity for MPD to

participate in a citywide meeting with representatives of community-based organizations and law enforcement, or to expand the number and type of community partners present at current meetings. In addition to supporting the coordination of efforts by community groups, this meeting could allow MPD to further coordinate its efforts (e.g., gang crackdowns) with the efforts of community organizations (e.g., service provision) to better prevent crime and support resident in Milwaukee.

The following recommendations emerged from the perspectives of both community leaders and MPD personnel. These recommendations focus on how MPD can better coordinate and partner with community groups.

Recommendations	51	<p><b>Explore participating in events or meetings to bring community-based organizations together for the purpose of sharing information and strengthening collaboration among these groups and law enforcement.</b></p> <p>Many community leaders desire this type of organized effort, but identifying the convener of such a meeting would be necessary.</p>
	52	<p><b>Consider gathering community-based groups who are active in gun violence prevention and intervention with young people to discuss priorities and strategies.</b></p> <p>These types of resource providers have valuable information about and relationships with youth groups and young people. The Juneteenth incident could serve as a case study to understand the causes and source of violence among youthful groups, the needs of youth in the community, and how community-based groups with relationships to young people can intervene in potential violence before it escalates.</p>
	53	<p><b>Consider ways to build trust through educational and awareness opportunities for frontline staff about the work of community-based groups, particularly 414 Life.</b></p> <p>Frontline officers reported that they are often unaware of the outcomes of their referrals to 414 Life. While there is a need for 414 Life violence interrupters to maintain a level of separation from MPD, there could be ways to bring OVP or 414 Life staff into roll call trainings or other spaces to meet frontline officers, educate them about the general process that happens in response to referrals made by MPD, and explain why there is a need for the program to operate independently. It will be important to share the results of the formal evaluation of the 414 Life program that is being conducted by the Medical College of Wisconsin with frontline officers. There needs to be larger-scale communication and educational efforts for MPD officers about 414 Life, as well as opportunities for captains within districts to meet with 414 Life supervisory staff to build trust and better understand the role and work of the program so that they can educate officers about it.</p>
	54	<p><b>Frontline officers and investigators need additional education and awareness of Safe and Sound and the NSCs and their roles within districts.</b></p> <p>Safe and Sound staff and NSCs have extensive knowledge about and relationships with the communities they serve, and they are obtaining information from the community that would be helpful to investigations. Every officer in the district should know who their NSC is. Investigators should be aware of their NSCs and know that they can rely on them to help encourage community participation in investigations. Residents trust NCSs and other Safe and Sound staff, and therefore, they can be mobilized to assist with investigative efforts as needed.</p>

### *5.5.3 Increasing Community Participation in Investigations*

In response to questions posed to community leaders about what is needed to increase community participation in investigations, the overwhelming response was for officers to build relationships and trust

with the communities they serve. Without strong police-community relationships, it can be difficult to motivate members of the public to report violent incidents, participate in investigations, testify in court, and engage in the criminal justice process (Brunson et al., 2015; Wellford & Cronin, 1999). MPD personnel said that it is challenging to obtain participation from witnesses and victims in shooting investigations. The case file review shows that a victim statement was obtained in 97% of non-fatal shooting investigations reviewed as part of the case assessment, and a victim was described as participating in 87% of cases at the time of the initial response. Among the fatal shootings reviewed, a witness statement was obtained in 95% of cases and a witness participated during the initial response in 92% of cases. Although this suggests victims and witnesses are providing some information to officers during the initial response, it does not address the quality or quantity of the information provided. The NCCP assessment team can support MPD in identifying and implementing evidence-informed approaches for building community trust and increasing victim and witness engagement in shooting investigations.

MPD's strong relationships with community-based organizations demonstrate the ways that those organizations are currently supporting MPD's investigative efforts and yielded recommendations about how those police-community partnerships can be better utilized to increase efforts in this area. For more detailed information in this area, also see the supplemental Project CLEARs report.

Safe and Sound NSCs and COs play an important role as "civilian buffers" to assist residents in reporting information to police. NSCs described situations where they have called the police to report a crime *with* a resident. NSCs have also assisted witnesses with language barriers and helped them understand and navigate the process of crime incident reporting. Additionally, NSCs build trust between the community and MPD by vouching for officers they have relationships with. In other words, NSCs are valuable bridges for officers to establish one-on-one relationships with residents, which can lead to an increased willingness of residents to share information with trusted officers. Safe and Sound COs reported that they have been asked by district captains to set up pop events and assist with canvassing an area after a shooting incident. During these efforts, COs talk to residents and indicated that some residents will only speak with them and not the police. Given the ability of both COs and NSCs to be bridges between MPD and the community, it is important to try to engage these positions as much as possible in formal responses. The more they are present and available, the more likely it is that residents who have information will share it with them, and if they are present alongside MPD officers, it is more likely that Safe and Sound staff can provide an immediate bridge between witnesses and officers.

<b>Recommendations</b>	<b>55</b>	<p><b>Community liaison officers (CLOs) are highly regarded by community leaders. Consider having CLOs coordinate a formal response, such as a neighborhood canvas, in the community the day after a shooting.</b></p> <p>In addition, bring in NCSs and Safe and Sound COs if the district has them available. Having trusted individuals present and available in the community provides opportunities for people who have information that would be helpful for investigations to share it.</p>
	<b>56</b>	<p><b>Create opportunities for investigators to get to know the Safe and Sound NSCs and their roles across districts so that investigators can understand how NSCs could be valuable and relied upon to assist with investigative efforts.</b></p>

	57	<p><b>Identify the community groups and positions that are serving as “civilian buffers” in the community for the reporting of information.</b></p> <p>Create formal partnerships with these groups and positions through reporting efforts, including communication and messaging to the community, development of strategies to increase reporting, and coordination of how to respond to information when it is reported.</p>
	58	<p><b>Investigators should rely on Community Prosecution/Partnership Units (CPUs) and CPU officers and CLOs to engage residents in areas impacted by shooting incidents to help identify witnesses.</b></p> <p>Investigators may attend CPU meetings, district Crime and Safety meetings, or block watch meetings to present information about unsolved cases and encourage individuals to come forward with information. Investigators may also consider allowing an NSC, CLO, or CPU officer to present a case during a community meeting as residents may feel more comfortable speaking first to these individuals, but investigators could be in attendance and available for a warm handoff by a trusted source who can vouch for the investigator. There are bridges and connectors in the community, and investigators should rely on these trusted resources to assist in identifying and gathering information from potential witnesses.</p>

#### 5.5.4 Educating and Messaging to the Community

Community interviewees reported that there is a need to educate the community about how to report information to law enforcement. Some community-based groups shared that they are currently providing this type of education, but more efforts are needed both from MPD and community groups. Although nearly all community interviewees knew about the existence of the Crime Stoppers program, and some even encouraged the community to use the program, others stated that there is a great deal of skepticism and distrust about the program by the community and potentially some false narratives that should be addressed. There is a public service announcement campaign under development by at least one community-based partner to increase community participation, which will promote people of color and the voice of survivors in the messaging efforts. Other community leaders suggested that messaging to increase reporting should emphasize a sense of shared community accountability and responsibility.

Recommendations	59	<p><b>Continue to support educational efforts in the community about how to report information to MPD.</b></p> <p>MPD is currently engaged in these efforts through the telecommunications unit, which includes education about when to use 911, what to use the nonemergency number for, and how and when to use Crime Stoppers.</p>
	60	<p><b>Work with community groups to identify safe reporting mechanisms for undocumented residents and educate undocumented residents about how to report crimes using those options.</b></p> <p>Be sure that outreach materials such as door hangers, flyers, and information about community events are available in Spanish and/or other language(s) that are predominant in high crime areas in Milwaukee.</p>

61	<p><b>Review the current MPD door hanger to see if there are ways to share additional information.</b></p> <p>Currently, there is no information printed on the backside of the door hanger. Consider what types of information might be valuable to make efficient use of the space and to encourage greater reporting. The current door hanger also includes the verbiage “Click Here,” which appears to be retained from an online or web-based version of the message. MPD should explore the use of a QR code for ease of access for citizens. The QR code could take citizens to the Crime Stoppers site or a department website for reporting.</p>
62	<p><b>Promote the use of Crime Stoppers as a safe, anonymous way for community members to provide information about crimes. Review current messaging strategies about Crime Stoppers and revise as needed to address community concerns.</b></p> <ol style="list-style-type: none"> <li>a. Address the narrative in the community that a witness’s identity has been compromised after reporting to Crime Stoppers to dispel myths and develop trust. Update educational and awareness efforts about Crime Stoppers to include the message that the identities of the anonymous tipsters have never been compromised (if true) and that the program is a safe, confidential way to report information and help address violence in the community.</li> <li>b. MPD should continue to promote Crime Stoppers on-scene by handing out cards with Crime Stoppers information at community meetings, linking the program with faith-based groups and other community organizations, distributing Crime Stoppers materials at public events, and having CPU officers and CLOs promote the program.</li> <li>c. MPD should encourage its community-based partners to promote Crime Stoppers at its events and to the individuals it serves. Messages should include content about the Crime Stoppers program’s value, safety, and anonymity.</li> <li>d. Many tipsters are not motivated by financial reward. Crime Stoppers messaging to encourage witnesses to provide information should acknowledge the various motivations of witnesses to report information and highlight that the Crime Stoppers program is separate from MPD.</li> <li>e. When Crime Stoppers leads to the successful closure of cases, the program should do more to promote its successes and demonstrate its effectiveness in clearing cases without compromising tipster identities.</li> <li>f. Consider sharing Crime Stoppers information in schools and among young people. At least one community interviewee working with young people noted that those she works with would be motivated by a financial reward.</li> </ol>

## 5.6 Working With Victims and Witnesses

### 5.6.1 Trauma-informed Practices

When interacting with victims and witnesses of violent incidents, it is important to acknowledge and account for the trauma that they have experienced. A trauma-informed approach will lead to better interaction between law enforcement and victims/witnesses, which could improve cooperation, increase victim/witness sense of safety and feelings of trust, and elicit more information for investigative purposes.

**Consider supporting training that focuses on how trauma impacts the brain and body, which in turn affects a victim's or witness's ability to recall details of an event or to communicate about an incident.**

This training should be available to all MPD personnel, both sworn and nonsworn, who interact with victims or witnesses. This training will allow law enforcement personnel to better understand the behaviors of individuals perceived as "difficult victims/witnesses," which may be related to trauma. It may also improve interviewing techniques and death notifications.

### *5.6.2 Victim and Family Advocacy*

Better meeting the needs of victims and families in shooting incidents came up in many interviews as an area requiring improvement. Interviewees described victim and family needs across the various stages of the investigative process, which provide the foundation for the recommendations in this section. As one interviewee stated, "If you ignore family members, that hurts police-community relations." The NCCP team could not agree more.

Currently, there are no in-house victim advocates at MPD. There is a Project Safe Neighborhoods (PSN)-funded victim-witness advocate in the District Attorney's Office available to work with victims, witnesses, and families impacted by violent incidents that have been reported to the police. However, it was unclear from the community's perspective about the types of cases that the PSN advocate could assist with, and they assumed that because the position was located within the District Attorney's Office that the advocate could only work with cases that were moving forward for prosecution. They also expressed concerns about how community members may feel about working with an advocate who is technically with the prosecutor's office.

Community interviewees recommended that there be better access to information for families who are on-scene at a crime incident. Some of the interviewees have either been on the scene of a shooting incident where their loved one was the victim or on the scene to provide support to others. Interviewees described the importance of a liaison role or position that could provide information to families who are on-scene. When asked who is best for this role, the response was that the main considerations would be a person who has access to real-time information such as what time the coroner's office will arrive, a good understanding of the on-scene investigative processes that can be explained to families, and the ability to engage professionally and empathetically with families who are emotional and upset.

While NSCs have not been asked by MPD to go on-scene, there has been discussion of doing so in at least one district. This could potentially be a viable option to fill the need for a liaison between MPD and families. Although the Salvation Army Chaplains Group does provide support to families on-scene, the organization is there for emotional and spiritual support, but is not equipped to provide aftercare or counseling support. However, one interviewee stated that the Chaplains Group was not on-scene for a homicide she was supporting a few months ago. The absence of the Chaplains Group was unexpected from her standpoint, and she described how the family waited for a grueling 6 hours on-scene before receiving final confirmation that their loved one was in fact deceased. Several community interviewees mentioned the need for a liaison to intervene with the media on-scene. The media was described as aggressively trying to interview families on-scene and there is a need for someone to work on behalf of families to avoid this kind of situation. Some community groups do this while they are on-scene, but there is no formal response or responsibility to ensure this happens.

Following the immediate on-scene support, families also need consistent aftercare support. The Chaplains Group needs access to resource providers who will commit to providing aftercare work with a particular focus on supporting families through the first 60 days following a homicide. Community interviewees also stated that families of victims are often unaware of the resources that are available to them, such as victim’s compensation. One interviewee shared that she met with the family of a homicide victim 2 months after the tragedy. In that case, the family was completely unaware of victim compensation available and therefore was educated only due to the chance meeting with the interviewee in the community.

Recommendations	64	<p><b>Consider hiring an in-house MPD victim-witness advocate position.</b></p> <p>The NCCP training and technical assistance team can work with MPD to identify strategies and best practices for staffing, training, and utilizing victim-witness advocates.</p>
	65	<p><b>Coordinate with the victim advocate at the District Attorney’s Office who is currently funded through PSN funds about how to better support victims and families and to communicate with community groups about the availability of the advocacy position.</b></p> <p>It is not a requirement that a case be moved forward for prosecution to receive support from the PSN advocate. The only requirement is that a police report about the incident be made. Some community interviewees were unaware of this position or assumed that cases must be prosecuted to receive services from the advocate.</p>
	66	<p><b>Assign a trained liaison from MPD to go to crime scenes to provide families with up-to-date information.</b></p> <p>This person should be trained to work with families experiencing trauma. The liaison should have access to radio communications so they can provide up-to-date information to families. The liaison would serve as the face of MPD on-scene and provide support to families and convey caring. The liaison position may also coordinate directly with chaplains on-scene who are there providing emotional support to families. This position could also work with families after the immediate on-scene response to take calls and talk with families even if there is no update available about their case (in the absence of an MPD victim-witness advocate position). This would alleviate the burden on detectives to field calls from families and would ensure that families do not feel that their loved one’s case is forgotten.</p>
	67	<p><b>Take additional steps to identify a formal victim advocacy provider in the community to ensure that victims can connect with advocates.</b></p> <p>Otherwise, victims and families may feel left alone with no support or knowledge about the resources available to them.</p> <ol style="list-style-type: none"> <li>a. It would be valuable for regular outside organized victim/witness advocacy groups to respond to shooting incidents to work with victims and family members, both on-scene and following immediate crime incidents, and to identify and intervene in any possible retaliation. Several community groups are active in this space and could be consulted for more formalized strategies and assistance.</li> <li>b. Guidance should be provided to detectives about the victim advocacy resources available in the community so that they can share with the victims and families that they are working with <i>throughout</i> the investigative process.</li> </ol>

	<p><b>Incorporate into written policies/SOPs expectations for detective follow-up and communication with families of homicide victims and families and victims of non-fatal shootings.</b></p> <p>Policies and protocols should require detectives to:</p> <ol style="list-style-type: none"> <li>Provide families of homicide victims with victim advocacy contact information before and after interviews, and, if possible, have an advocate available before and after interviews for additional victim support.</li> <li>Keep victims and families informed of the investigation to every extent possible.</li> <li>Promptly return calls and emails from victims and families regarding inquiries about the case or status of the investigation.</li> <li>If a case is handed off from one detective to another due to retirement, reassignment, or other reasons, make sure that the family is notified of who the new contact person is for their case. One interviewee stated that cold case families have been in situations where the detective assigned to their case retires, but then no new contact is provided. Then the family is left to figure out who to contact within MPD who would have information about their case.</li> </ol>
	<p><b>68</b></p>
	<p><b>Proactively reach out to victims and families at regular intervals (e.g., monthly), regardless of whether the detective has any case updates. Be to reach out during key events like the date of the victim’s murder and/or their birthday.</b></p> <p>A liaison position could assist with this to take the burden off detectives to follow up, especially in cases where there are no new updates. In addition to providing support to victims’ families, this type of outreach can improve perceptions of the police within communities and increase community participation in future investigations.</p>
	<p><b>69</b></p>

### 5.6.3 Victim and Witness Interviews

Interviews with MPD personnel and with community groups informed the following recommendations for improving victim and witness interview procedures and practices.

Recommendations	<p><b>70</b></p> <p><b>Provide training to detectives on how to build trust in the community and earn the participation from reluctant witnesses and victims in shooting investigations.</b></p> <p>Training should include active listening/emotional intelligence skills and how to communicate about the investigative process through prosecution. Further training on overcoming nonparticipation by victims or witnesses in a criminal investigation is a key part of a successful case prosecution. Patrol officers should also receive training on how to effectively communicate with victims and potential witnesses.</p>
	<p><b>71</b></p> <p><b>Review practices for witness interviews and make changes to policy to address the following:</b></p> <ol style="list-style-type: none"> <li>Develop policy to bring shooting witnesses to the office for a recorded statement or at least audio-record statements when obtained in the field.</li> <li>Review policies about where witnesses are dropped off after interviews. Some interviewees expressed concerns about dropping witnesses back off in the same location as the incidents and how this can impact witness safety.</li> </ol> <p>Upon arriving at a shooting scene, detectives should prioritize identifying and interviewing witnesses and begin conducting on-scene witness interviews as soon as possible. The first detective on-scene could ask the incident commander who the witnesses are and immediately begin speaking with them before they leave the scene or ask that they come to the station for an interview.</p>

72	<p><b>Offer more training in interview skills for the canvassing of neighborhoods and homes after an incident occurs. This training should focus on asking questions in a way that elicits thorough details from potential witnesses.</b></p> <p>CIB detectives should also be instructed to re-canvass areas and speak to residents who were unavailable for interviewing at the time of the incident.</p>
73	<p><b>Instruct detectives to make every effort to bring witnesses with significant information to the police station for a formal in-depth interview that is recorded.</b></p> <p>The assessment team learned that detectives typically interview witnesses on the scene and do not record the interviews. During these preliminary on-scene interviews, detectives should identify witnesses who may have significant or valuable information and bring them into the station for a formal, recorded interview.</p>

### 5.6.4 Victim and Witness Safety

Community interviewees shared that victims and witnesses are often reluctant to come forward with information due to actual or perceived fear of retaliation. Addressing community fears about intimidation or retaliation is an important strategy to increase community participation in investigations. Tracking levels of witness intimidation over time would support MPD’s crime prevention and investigation strategies and allow for the evaluations of practices that are meant to combat witness intimidation. Further, developing protocols to respond to witness intimidation quickly, assess the level of risk for witnesses who are intimidated, and actively protect witnesses who are at the highest risk will demonstrate to the community that MPD and its partners are taking the issue of witness intimidation seriously and are actively working to ensure witness safety through the criminal legal process.

Recommendations	<p><b>74</b></p> <p><b>Develop a protocol for MPD and its partners to better identify, record, and respond to acts of victim/witness intimidation, including how to assess the level of risk for those who are threatened. Partner with community groups active in this space to coordinate responses and provide relocation assistance for those victims and witnesses at the highest risk of violence.</b></p> <p>MPD should identify a main point of contact to whom all acts of witness intimidation are reported, so that one person is responsible for documenting and tracking incidents and ensuring there is an appropriate response to all incidents.</p> <p>MPD should utilize existing tools to develop protocols to identify and respond to victim/witness intimidation and to promote victim/witness safety. Review the resource titled <i>Improving Witness Safety and Preventing Witness Intimidation in the Justice System: Benchmarks for Progress</i> (<a href="https://aequitasresource.org/wp-content/uploads/2018/09/Benchmarks-for-Progress.pdf">https://aequitasresource.org/wp-content/uploads/2018/09/Benchmarks-for-Progress.pdf</a> .</p>
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## 5.7 Coordination with Internal Units and External Partners

Collaboration and communication between various investigative units can be critical to an effective homicide or shooting investigation (Wellford, 2018). Members of different units may have pertinent information to share about suspects, witnesses, or leads, and this vital information may stay within the informal silos without strong coordination. Similarly, it is critical for investigators to work closely with external organizations, such as state and federal law enforcement agencies, NIBIN laboratory, and task forces.

### 5.7.1 Coordination with the Special Investigations Division

The primary focus of the SID is to locate suspects, execute search warrants, perform surveillance, provide gun expertise, identify targets from the PSR meetings, and collect intelligence. ATF and U.S. Marshals Service TFOs are housed in SID.

The assessment team found that there are some strong relationships between members of SID and members of other CIB divisions. However, it seems that it is up to the detectives to foster this collaboration, as there are no formal information-sharing protocols or mechanisms for coordination. For example, the assessment team was told that members of SID do not attend meetings that could connect them with other units and do not typically interact with detectives during an investigation, unless there is a suspect who needs to be located. Some interviewees stated that SID members are on an “island of their own.” Additionally, as discussed in Section 5.4.4 of this report, the ATF TFOs are separate from the NIBIN investigators and do not utilize or have access to the databases that ATF provide regarding firearms trafficking and NIBIN leads.

Without formal information-sharing protocols in place, different groups can exist in silos of intelligence. This would be especially problematic for MPD due to the finding that many homicide detectives and supervisors are newer to their positions and may not understand what resources are available to them. Therefore, it seems worth exploring whether SID could be more connected to other units and what the benefits of greater connectivity might be.

#### Recommendations

75

**Explore ways to increase information sharing and coordination between SID and other divisions within MPD.**

### 5.7.2 Coordination with Crime Analysts

The TAU is located in the Fusion Division and comprises 12 crime analysts on two shifts and two crime analysis supervisors. Analysts currently perform a range of tasks, including strategic and tactical analyses. Although centralized, each analyst is assigned to a district and some specific specialized units, with two assigned to NIBIN and three assigned to support violent crime investigations. The ATF Intelligence Research Specialist (IRS) is available but not fully integrated within the NIBIN operational group within MPD.

Two decentralized crime analysts are assigned to the SID and the Sensitive Crimes Unit and are supervised by sworn personnel. The crime analyst assigned to SID makes contributions to weekly PSR meetings by sharing intelligence they have gathered about the homicide and non-fatal shooting cases that are discussed. The Office of Management, Analysis and Planning (OMAP) provides strategic analysis and is staffed with crime analysts to support the command staff.

Interviewees indicated the TAU is largely disconnected from the Homicide Division and VCD. Not only are they located in separate divisions and physical locations, but detectives do not seem to fully understand TAU’s capabilities and how crime analysts could assist with investigations. It appears that few detectives proactively use TAU or consult with analysts during homicide and non-fatal shooting investigations, and TAU personnel do not proactively assist CIB investigators. When the units do communicate, it is typically through text or email rather than in person. The communication does not entail feedback about work products. Without this feedback process, investigators will continue to do analytical work themselves and crime analysts will be performing tasks that do not support investigations.

Additionally, the assessment team found that within the NIBIN Unit, the intelligence packages are done well at the point of triage, but that it would benefit from a crime analyst’s perspective and contributions.

It also appears that there is a lack of strong communication between district personnel and investigative units. Intelligence that may be relevant to investigations may not be shared with detectives. Reforms, such as placing intelligence analysts in the districts with the responsibility of sharing reports and intelligence packets with detectives, should be implemented to enhance information sharing. Weekly team meetings in the districts that include detectives can also facilitate information sharing. District intelligence analysts can play an important role in these meetings.

<b>Recommendations</b>	<b>76</b>	<p><b>Evaluate the physical assignment of crime analysts to the Homicide Division and VCD.</b></p> <p>The assessment team learned that crime analysts do not automatically get involved with homicide and non-fatal shooting investigations. As a result, detectives end up performing some analytic work that a crime analyst should be performing. The criminal intelligence analysts can perform tactical analyses, freeing up time for the investigators to perform other investigative tasks and better leverage their expertise and experience.</p> <p>To allow criminal intelligence analysts to provide more direct and in-depth support for violent crime investigations, the analysts should be physically moved to be located with detectives who investigate homicides and non-fatal shootings. This will facilitate open dialogue and communication, which can foster trust and knowledge of casework. Having a criminal intelligence analyst assigned to this unit will greatly improve these units’ capabilities.</p> <p>MPD should also utilize the ATF IRS and possibly have an IRS assigned with the full-time NIBIN crime analyst. This would enhance the value of information obtained from NIBIN.</p>
	<b>77</b>	<p><b>Continue the process of assigning criminal intelligence analysts to districts.</b></p> <p>The assessment team learned that MPD is in the process of assigning intelligence analysts to districts. This practice should continue in order to facilitate information sharing between street-level officers and investigators. These assignments should be structured so analysts have the responsibility of submitting intelligence reports to investigative units. These district analysts can also play a role in weekly target team meetings like those that currently occur in District 7. The district crime analysts are also in a position to facilitate information sharing between patrol and investigations.</p>

Recommendations	78	<p><b>Investigators and crime analysts should have consistent discussions on the value of work products produced. These should include both informal and formal communications.</b></p> <p>The assessment team learned that criminal intelligence analysts are not having personalized discussions with investigators about the intelligence products being produced. Greater communication will ensure that detectives will have information that is useful to their investigations and the analysts will not generate products that are unwanted. This will save time and improve investigations.</p> <p>These communications should be facilitated both through formal information-sharing protocols between investigators and crime analysts, as well as through informal methods (such as physically assigning analysts to co-locate with detectives, as discussed in Recommendation 76).</p>
	79	<p><b>Crime analysts should contribute to NIBIN intelligence packages.</b></p> <p>Greater communication between criminal intelligence analysts and detectives can also improve the NIBIN intelligence packages. Adding context and relevant details to NIBIN leads can improve investigations. NIBIN leads are currently sent to investigators immediately with information about these linked cases. Analysts should follow up on these leads within 24 hours and add additional information to the NIBIN leads' intelligence package. This will also allow investigators to investigate and not attempt to pull and read reports for connectivity themselves.</p>
	80	<p><b>Provide crime analysts with access to NESS.</b></p> <p>In addition to encouraging investigators to use NESS (see Recommendation 37 of this report), MPD should request that crime analysts obtain access to this system. This will assist with analytical communication and improve the firearms trafficking investigations. ATF IRSs can create NIBIN i2 charts through NESS as MPD does not have that software. Further, ATF should inquire about the RMS bridge to streamline the ATF contractors' job of manual entry when a similar job is being duplicated within MPD.</p>
	81	<p><b>Utilize OMAP to focus on shootings and homicides.</b></p> <p>The project team learned that OMAP focuses primarily on strategic analyses, using data and statistical analysis to support administrative functions. Other analysts provide investigative support, serving as criminal intelligence analysts to support casework. As a result, OMAP does not currently give priority to violent crimes. MPD should consider creating positions within OMAP for a specially designated gun crime analyst or violent crime analyst.</p>
	82	<p><b>Evaluate and provide the software, tools, and licenses appropriate for crime analysts.</b></p> <p>Criminal intelligence-related software, programs, and techniques are continually developing. Currently, crime analysts at MPD are not able to connect i2 analytic software to the MPD RMS. This means the analysts' work is less efficient because they must perform manual tasks that could be automated if the RMS data connected to software applications.</p>

83	<p><b>Adopt a systematic approach to training crime analysts and new managers.</b></p> <p>Crime analysts should be provided with training opportunities, such as through the International Association of Crime Analysts, the Wisconsin Law Enforcement Analyst Network, or other organizations. Training should include the analysis of NIBIN hits and gun intelligence more broadly, link analysis, social network analysis, and how to leverage the ATF's NESS analytic tool. In addition, all analysts would benefit from formal GIS and SQL training. Currently, training appears to be primarily ad hoc and occurs "on the job." Given the technical nature of crime analysis and that it rapidly evolves, regular, formal trainings are necessary.</p>
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### 5.7.3 Coordination with Prosecutors

The MCDAO is staffed with approximately 120 assistant district attorneys, including a specialized Homicide Unit that is staffed with six attorneys. These attorneys work all homicides and have a caseload of 40 to 50 each. The assessment team learned that workloads have increased, primarily because of work disruptions caused by the COVID-19 pandemic and because of the volume of digital evidence available for analysis and use in casework. Collaborations between MPD personnel and MCDAO personnel have been characterized in positive terms and this good working relationship can serve as the foundation for enhanced collaborations that will improve responses to shootings and homicides.

Milwaukee is the site of a PSN initiative that is based out of the U.S Attorney's Office for the Eastern District of Wisconsin (USAO-EW). PSN in Milwaukee has the goal of keeping victims and witnesses of violent crime engaged with the criminal justice system. A specialized Gun Unit in the MCDAO serves as the point of contact for the PSN initiative.

Recommendations in this section pertain to MCDAO, USAO-EW, and MPD partnerships and joint activities aimed at improving investigative practices and outcomes. Therefore, these recommendations would require buy-in from the MCDAO and USAO-EW. In addition, recommendations in this section are intended to improve the work of relatively inexperienced MPD investigators.

Recommendations	84	<p><b>Consider ways of expanding support staff at the MCDAO, especially analysts who can help with processing the increased volume of electronic evidence.</b></p> <p>The volume of evidence, especially electronic evidence, has contributed to increased workloads for prosecutors. Some tasks related to the analysis of electronic evidence may be performed by specifically trained support staff.</p>
	85	<p><b>Increase the face-to-face interactions between detectives and prosecutors for the purposes of enhancing communication about cases.</b></p> <p>COVID-19-related restrictions limited face-to-face interaction and communications between detectives and prosecutors. These interactions have not returned to pre-pandemic levels, which is believed to have undermined close working relationships and reduced the quality of collaborations that can lead to successful prosecutions.</p>

	86	<p><b>Create a supervisory working group between the MCDAO, USAO-EW, and MPD.</b></p> <p>This working group would focus on reviewing and improving case procedures and investigative follow-up and discussing successful and unsuccessful outcomes of cases. Currently, some cases are not being issued because basic follow-up is not occurring at the time of charging. Some cases are pending until follow-up is completed, which can take time, even with in-custody arrests. Through this process, MPD, MCDAO, and USAO-EW will be able to learn from each other to better communicate expectations, increase accountability, improve case closure with arrests, increase prosecutions, and, most importantly, build relationships aligned with a common goal.</p>
	87	<p><b>Establish liaisons at the MCDAO for evidence needed for court.</b></p> <p>A liaison could support communication with the Wisconsin Regional Crime Laboratory, including prioritizing evidence needed for trial and taking cases out of the lab's pending workload that are not needed for court. Such a position will also help ensure lab work is available for discovery well before the current schedule of a week or two before trial, which has caused judges to admonish prosecutors. Liaisons can help improve work schedules and tasks for firearms and toolmark examiners, because there are not enough examiners.</p>
	88	<p><b>In partnership with the MCDAO and the USAO-EW, routinely assess successful and unsuccessful cases to identify both promising practices and any gaps in processes.</b></p> <p>A collaborative analysis of cases after they have been resolved can reveal actions and processes that can be reformed or enhanced. Case analyses that involve different partners who work cases provide opportunities for multiple agencies to learn important lessons.</p>
	89	<p><b>Create regular cross-training events for detectives and prosecutors to attend.</b></p> <p>This training should integrate knowledge gained from Recommendation 88 above. The goals of the training include:</p> <ol style="list-style-type: none"> <li>a. Improving detectives' understanding of the evidence prosecutors need for court hearings, including information most beneficial at the initial hearings.</li> <li>b. Enhancing knowledge about ways of leveraging crime gun intelligence and NIBIN evidence and improving the understanding of this technology among both detectives and prosecutors—particularly exculpatory information from NIBIN leads.</li> <li>c. Using these training events to improve the knowledge and skills of new and less-experienced homicide investigators.</li> </ol>

## 6. Conclusion

The NCCP assessment of MPD's response to fatal and non-fatal shootings revealed both agency strengths and areas for improvement. MPD has built strong relationships with many community organizations and partners and is well regarded among community leaders with respect to its responsiveness and its use of data-driven strategies to address violent crime in the community. MPD also exhibited multiple other strengths; for example, the department has a strong working relationship with local prosecutors, maintains a good ratio of supervisors to detectives within the Homicide Division, and runs a basic investigations course for newly assigned detectives. Perhaps most importantly, MPD is filled with dedicated, hard-working personnel who are committed to preventing and responding to violent crime in Milwaukee despite many challenges, including staffing shortages and rising crime rates. This report seeks to build on this foundation by providing recommendations that address identified gaps. The NCCP team will work with MPD to explore how the agency can implement these recommendations and will provide ongoing support as MPD works to strengthen its response to fatal and non-fatal shootings.

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